

**VILLAGE OF GURNEE
ILLINOIS
COMPREHENSIVE LAND USE
PLAN UPDATE, 1997**

**Adopted By Village Board
August 25, 1997**



**PREPARED BY:
VILLAGE OF GURNEE, Illinois
PLAN COMMISSION**

**WITH TECHNICAL ASSISTANCE FROM:
ROLF C. CAMPBELL & ASSOCIATES, INC.
LAKE BLUFF, ILLINOIS**

**COMPREHENSIVE LAND USE PLAN UPDATE, 1997
VILLAGE OF GURNEE, ILLINOIS**

PREPARED BY: VILLAGE OF GURNEE PLAN COMMISSION

**WITH TECHNICAL ASSISTANCE FROM:
ROLF C. CAMPBELL & ASSOCIATES, INC., LAKE BLUFF, ILLINOIS**

ELECTED VILLAGE OFFICIALS

Richard A. Welton - Mayor
Norman C. Balliet - Village Clerk

Village Trustees

Robert D. Amaden
Tracie B. Bullock
Thomas A. Chamberlain
David O'Brien
Mark J. Ratfelders
Verna Rocheleau

APPOINTED VILLAGE OFFICIALS

Plan Commission

Donald Rudny - Chairman
A. Carl Cepon
Lyle Foster
Steven Kaplan
Kristina Kovarik
Daniel Robison
William Smith

Zoning Board of Appeals

Tom Hood - Chairman
Steve Amundsen
Ed Clark
John Marcinkus
Robert McDowell
James Sula
Bryan Winter

VILLAGE STAFF AND CONSULTANTS

James Hayner
Jon Wildenberg

Tracy Velkover
E.O. 'Bud' Reed
James Repp

Timothy McGrath
Robert Jones
Barbara Swanson
Chris Velkover
David Brunke
Rolf C. Campbell &
Associates, Inc.

Village Administrator
Assistant Administrator,
Director of Building &
Zoning
Village Planner
Village Engineer
Superintendent of
Public Works
Fire Chief
Police Chief
Village Attorney
Information Systems Director
Information Systems Technician
Planning Consultants

TABLE OF CONTENTS

Chapter		Page
I	Introduction and Historical Background	1
II	Statement of Purpose	3
III	Statement of Goals, Objectives and Policies	
	A) Residential Areas	4
	B) Industrial and Office/Service Areas	7
	C) Commercial Areas	9
	D) Public and Quasi-Public Areas	11
IV	General Demographics and Employment Trends	
	A) Population and Housing	13
	B) Industrial, Service, and Retail Sector Employment	18
V	Land Use	
	A) Introduction	24
	B) Analysis and Land Use Recommendations:	
	(i) Residential Areas	29
	(ii) Industrial and Office/Service Areas	34
	(iii) Commercial Areas	36
	(iv) Public and Quasi-Public Areas	39
VI	Special Development Areas	44
VII	Annexation Areas	87
VIII	Community Facilities	88
IX	Transportation	90
X	Implementation	92

LIST OF TABLES

Table		Page
1	Population and Households - 1989 Special Census, 1990 Census, 1993 Special Census and 1996 Special Census	14
2	Population and Household Forecasts - 1988 (NIPC), 1990 (Village) and 1991 (NIPC) Revised	14
3	Housing Units - Detached and Attached - 1980, 1990 and 1996	17
4	Future Potential Growth - 1996 - Future	17
5	Employment by Sector, Village of Gurnee - 1974, 1985 and 1992	19
6	Total Employment and Number of Jobs Per Resident - 1985, 1992 and Future Forecast	21
7	Land Use Distribution Ratios - 1976, 1982, 1990, and 1996	28
8	Potential Housing Mix 1996 - Future (Per 1996 Plan)	30

LIST OF GRAPHS

Graph		Page
1	Population Growth - 1980 - 1996	15
2	Change in Employment in Northeastern Illinois for Chicago and Suburban Counties - 1980, 1990 and 2010 Forecasts	23

LIST OF EXHIBITS

Exhibit		Page
1	Regional Location Map	1
2	Current Village Boundaries Plan	2
3	Land Use Plan	25
4	Extract - Pedestrian/bicycle Trail Master Plan (1994)	41
	School Taxing District Boundaries:	
5	Elementary School	42
6	High School	43
7	Special Development Areas Plan	45
	Area #1 - Village Center:	
8	Sub-Area A	49
9	Sub-Area A - Illustration - Burying Power Lines	51
10	Sub-Area B	52
11	Sub-Area B - Illustration - Landscape Enhancement	54
12	Sub-Area C	55
13	Sub-Area C - Conceptual Development Plans.....	57
14	Sub-Area C - Recently Submitted Drawings.....	58
	Area #2 - The East Grand Gateway:	
15	Location Map	61
	Illustrations:	
16	Entry Enhancements	63
17	Street Lighting	64
18	Parking Lot Enhancements	65
19	Signage options	66
20	Burying Power Lines and Commercial Site Improvements	67
21	Urban Open Spaces	68
22	Public Transportation Improvements	69
	Area #4 - Regional Opportunity/Community Corridor Area:	
23	Northern Area Character	77
24	Southern Area Character	78
25	Anticipated Building Character	80
26	Diagrams for Land West of Route 21/I-94 Intersection.....	81
27	Diagram for Land South of Great America	83
28	Mass Transit Potential	85
29	Facility Planning Areas	89
30	Transportation Plan	91

I. INTRODUCTION AND HISTORICAL BACKGROUND

After review by the Village of Gurnee Plan Commission it was felt that the Village's annual publication "Village of Gurnee - Community Guide" provided not only a historical background but also a method to keep the community resource information current. The Plan Commission recommended that a copy of that annually updated publication be included as a prelude to this Comprehensive Plan document that is updated approximately every five years.

The following information summarizes the factors reviewed by the Village Plan Commission in its update of the Village Comprehensive Plan including the context of Gurnee's location in the region and local area (see Exhibit 1 and 2).



Source: Rand McNally Map Services Company
Scale: 1"=20+/- Miles

Regional Location Map
Exhibit 1

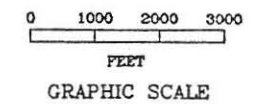
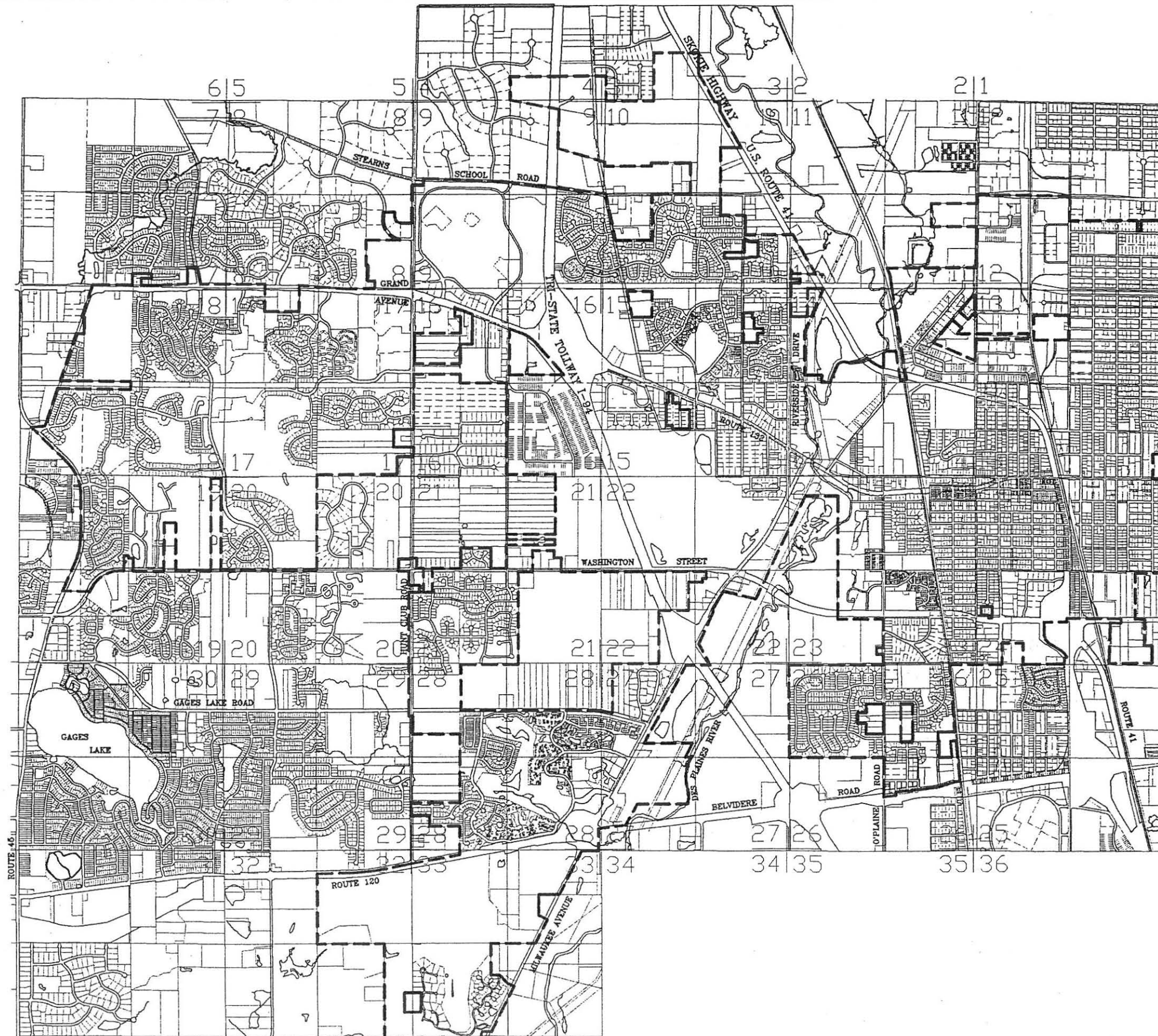


The Village of Gurnee

CURRENT VILLAGE BOUNDARIES



VILLAGE OF GURNEE



Prepared By:
Village of Gurnee Plan Commission

With Technical Assistance From:
Rolf C. Campbell & Associates Inc.
Lake Bluff, Illinois 60044

December, 1996

II. STATEMENT OF PURPOSE

A fundamental purpose of this document is to provide a statement of the Community's goals, objectives and policies, and to provide direction for developers, decision makers and others as to uses the Village envisions for the land within its sphere of influence. While it does not change existing zoning, the Comprehensive Plan does provide the context in which decisions regarding zoning changes can be made. The Comprehensive Plan serves as a basis for making decisions affecting many aspects of the Village in addition to zoning changes. The 1990 Comprehensive Plan has, for the past several years, been successful in providing a solid foundation for important land use decisions and its influence will no doubt endure for the next several years as development proposals approved under its guidance come to fruition.

The general goals and objectives contained in the 1990 Comprehensive Plan have been thoroughly reviewed by the Village of Gurnee's Plan Commission as a part of an exhaustive analysis of all relevant issues during the update process. These goals and objectives have been retained by the Village and will provide the basis for land use decisions within and around the Community. In general, Gurnee will continue to allow, and where appropriate, encourage, development which will preserve a balanced profile - one which is comprised of: A variety of housing choices; excellent employment opportunities; a broad array of commercial areas and outlets; and a full range of both public and private support services.

The Comprehensive Plan of the Village of Gurnee, as updated in 1997, serves as the principal policy document to guide the location of future land uses within its planning sphere of influence (the incorporated and unincorporated areas within one and one half miles from Village boundaries) and acts as the basis for resource management decisions of Village officials.

The update includes an analysis of the existing and future land use patterns envisioned for Gurnee and its environs; the local economy and business base; proposed annexation areas; the Community environment (open space, natural resource protection, architectural review); the transportation network within and surrounding the Village; and, plans for Village facilities such as sewer and water.

The fundamental objectives of this update to the Comprehensive Plan are, first, to ensure that development within and in surrounding unincorporated areas takes place in an orderly and complimentary fashion; and, secondly, to ensure that the necessary issues are considered and facilities are provided to accommodate such development and future population. The Plan is advisory rather than prescriptive in nature. It is not a regulatory document to control the exact nature of development on individual lots. That function is performed by other Village documents such as the Zoning and Subdivision Ordinances.

The Plan has been formally adopted by the Village of Gurnee Board of Trustees in accordance with the provisions of the Illinois Revised Statutes.

III. STATEMENT OF GOALS, OBJECTIVES AND POLICIES

A) RESIDENTIAL AREAS

(i) Residential Goals:

- Preserve a high quality residential community with a diverse range of housing designed to meet the needs of residents of all ages.
- Encourage new development of residential communities with a wide and diverse variety of housing choices in patterns which preserve the beauty of natural resources.
- Maintain the Village's traditional density patterns by providing appropriate restrictions on the average density allowed in new developments.
- Protect residential neighborhoods from the encroachment of incompatible land uses and traffic patterns.
- Protect the character of existing residential neighborhoods.
- Coordinate residential neighborhoods with appropriately scaled commercial areas to provide for the usual consumer needs of the residents.
- Coordinate traffic and road patterns to provide adequate access to residential neighborhoods without subjecting the neighborhoods to intrusive through-traffic.



A Private Residence in the Village Center.

(ii) Residential Objectives

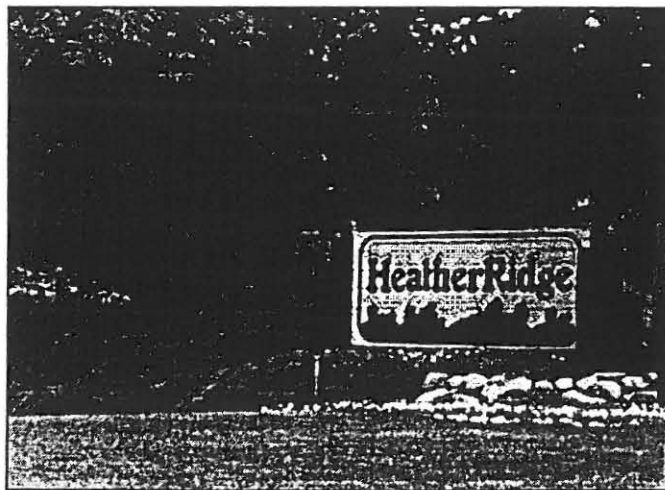
- Maintain the predominant character of Gurnee as single family by maintaining the number of single family detached housing to be at a minimum of 60 percent of the total housing stock.
- Continue to allow a range of housing options for all types of attached single family and multi-family housing units at 35 to 40 percent of total housing units in the Village.
- Require that multiple family developments on large sites provide on-site amenities, such as passive and active recreation areas. Restrict developments to approximately 100 to 200 units of any single unit type in any one location relative to extra ordinary amenities as a part of the overall planned unit development.
- Where multiple family development is undertaken on in-fill and smaller sites which are too small to reasonably accommodate on-site amenities, restrict the development density and number of units, as appropriate.



Townhomes As Seen From O'Plaine Road

(iii) Residential Policies

- The average density ranges shown on the Comprehensive Plan's Land Use Map describes the densities the Village considers appropriate. Approval of development at the high end of the range will be given only where a development provides special enhancements such as exceptional amenities and preservation of natural features, such as wetlands, woods or other open space areas.
- Densities may be computed on a "gross" basis - the area of the entire site - provided that when the natural resource areas unique to each site are subtracted, the resulting net density does not extend beyond the lower density of the next higher range in density category of the Comprehensive Plan. The other goals, objectives, and policies of the Plan must also be considered.
- Open space areas should be consolidated into parcels large enough to facilitate economical and efficient maintenance not only where it is dedicated to the public and must be maintained by the Village or other public body, but also if private or quasi-public maintenance is to be considered such as with a homeowners' association.
- The Village encourages development which provides a smooth transition between low-density and high-density areas. A smooth transition can be achieved through attention to setbacks, architectural design, site lay-out, landscaping, and other site specific details.
- The Village encourages development which minimizes conflict between residential and non-residential areas. This can be achieved through attention to setbacks, architectural design, site layout, landscaping, and other site specific details



Entry Sign for a Residential Planned Unit Development

B) INDUSTRIAL AND OFFICE/SERVICE AREAS

(i) Industrial and Office/Service Goals

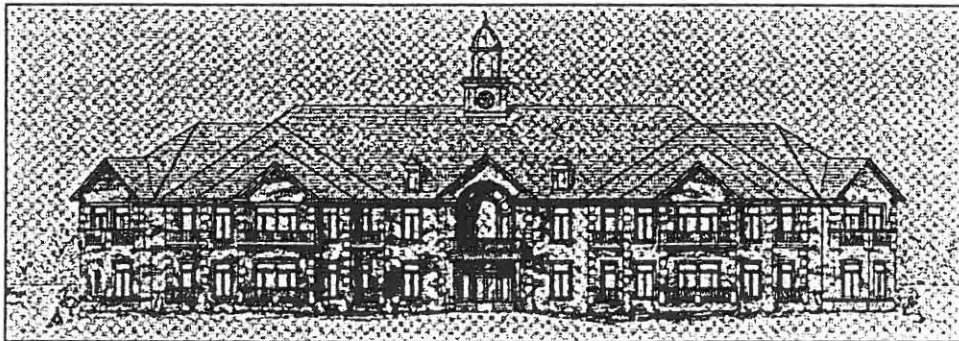
- Create a balanced, stable and economically viable business environment through the appropriate mix of service sector and light industrial employment opportunities.
- Attract and retain business enterprises in both the service sector and industrial sector.
- Create a safe, pleasant and functional business environment while encouraging new economic development.
- Recognize that future employment growth more likely will be concentrated in the service sector rather than in the manufacturing sector, as in the past, and accommodate such growth through appropriate land use designation.
- Provide ample land use designations on the Land Use Map to recognize potential development which provides a variety of job opportunities, both full-time and part-time; skilled and un-skilled, at a range of income levels.
- Considering the relatively substantial part time and entry level employment opportunities at the existing theme park in the warmer months and retail centers during the holiday shopping season; encourage further expansion of full time and beyond entry level employment opportunities including skilled, highly skilled and executive level positions within the Village in the areas designated as 'office/service' and 'industrial/office research' on the Land Use Map.
- Encourage small scale office facilities to locate at suitable sites in the Village Center and large scale office and research facilities to locate on sites with good access to the major arterial roads.
- Encourage sensitive and coordinated development that addresses regional and local impacts to ensure continuity of design.
- Allow development that complements the community needs and enhances the overall quality of life for Gurnee residents.

(ii) Industrial and Office /Service Objective

- Strive for an employment opportunity per resident ratio of 0.90.

(iii) Industrial and Office/Service Policies

- Require industrial and large office/service developments to locate in close proximity to major transportation facilities at sites serviced by necessary public utilities.
- Encourage the consolidation of ingress and egress for office and industrial facilities.
- Require new office and industrial developments to provide adequate off-street parking.
- Require all office and industrial uses to be appropriately buffered from residential areas through the use of landscaping and/or other design techniques.
- Encourage visually attractive office and industrial developments which incorporate into their design substantial landscaping, attractive signs, and other public amenities.
- Encourage development that incorporates pedestrian walkways and possible mass transit improvements into their design.
- Reserve suitable areas on the Land Use Map for high quality corporate campus type development to accommodate executive office/service uses and support functions.



Recently Constructed Office Building in Gurnee

C) COMMERCIAL AREAS

(i) Commercial Goals

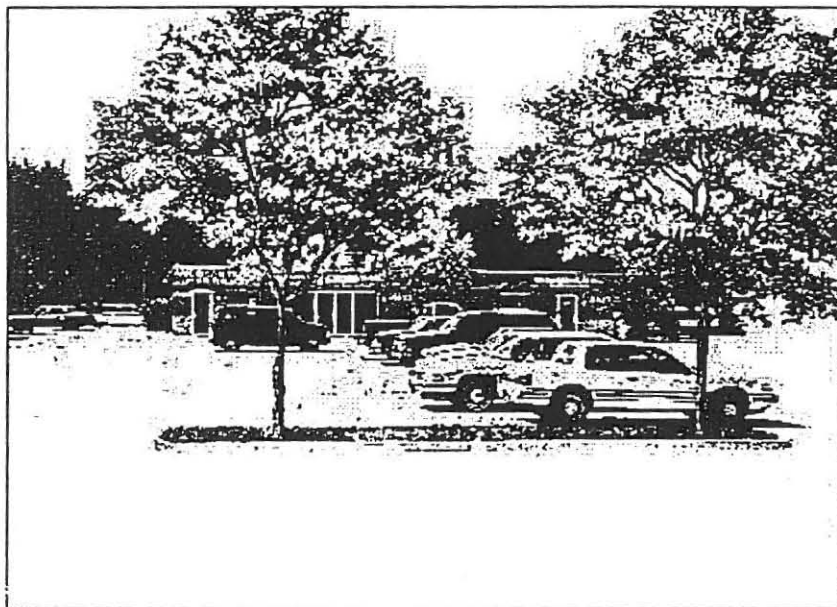
- Provide a balance of commercial opportunities to reflect the local factors of the area and individual sites, and recognize regional, community and neighborhood commercial opportunities.
- Direct commercial development to locations appropriate for the scale and intensity of commercial activity consistent with the Comprehensive Plan Map.
- Encourage visually attractive commercial developments which incorporate into their design substantial landscaping, attractive signs, and other aesthetic amenities.
- Require all new commercial uses to provide adequate off-street parking.
- Encourage the consolidation of ingress and egress to commercial areas.
- Require all commercial uses to be appropriately buffered from residential areas through the use of landscaping and/or other design techniques.
- Provide alternative access via indirect local internal neighborhood streets for bicycle and pedestrian oriented systems in addition to arterial and collector roadways for community and neighborhood commercial centers and convenience uses.
- Allow development that complements the community needs and enhances the overall quality of life for Gurnee residents.

(ii) Commercial Objectives

- Locate more intensive commercial activity, such as large shopping centers, which serve sub-regional or regional markets, in close proximity to regional transportation routes.
- Encourage a wide variety of goods and service providers to locate in medium size centers which are located in areas appropriate for community-wide commercial activity.
- Encourage neighborhood convenience centers to locate in close proximity to residential neighborhoods with indirect access from the local neighborhood streets as well as direct access from the collector roads in the area.
- Encourage proposed new commercial facilities, especially those providing professional services, to locate at suitable sites in the Village Center.

(iii) Commercial Policies

- Limit new retail development to a floor-area-ratio of 0.2 to 0.25 for one story uses.
- Require a minimum landscaped area of 25 percent for new retail and mixed retail/office service areas.
- Encourage the employment of Planned Unit Developments, as opposed to commercial development on a lot-by-lot or scattered site basis.
- Where practical, encourage the consolidation of ingress and egress to commercial areas.
- Encourage visually attractive commercial developments which incorporate into their design substantial landscaping, attractive signs, and other aesthetic amenities.
- Encourage creative design incorporating smaller structures located around central open spaces.
- Encourage pedestrian oriented design with mass transit and alternative transportation opportunities where feasible.



Existing Commercial Use with Rendering Depicting Planting Islands and Canopy Trees Large Enough Upon Installation to View the Building Signage Below Their Canopies

D) PUBLIC AND QUASI-PUBLIC AREAS

(i) Public and Quasi-Public Goals

- Provide sufficient open space to meet the passive and active recreational needs of the community.
- Preserve the natural amenities in the area by increasing the amount of property which is designated as open space and which will remain undeveloped.

(ii) Public and Quasi-Public Objectives

- Continue to refine the delineation of wetland and flood plain areas.
- Require developers to delineate clearly in their proposals and plans wetland areas, wooded areas, and other areas which are environmentally sensitive.
- Increase the amount of open space by requiring, where appropriate, new development to provide land for either passive or active recreational use through agreement with the homeowners' association or by a public dedication of land.



Entry Feature For Viking Community Park Located in the Village Center

(iii) Public and Quasi-Public Policies

- Cooperate with the park district to develop a unified plan and consistent general guidelines for the proper placement, configuration and enhancement of open space.
- Ensure that all residential developments are adequately served by internal, local and regional open space systems.
- Encourage developers to design land for open space in areas which are accessible to a large number of residents.
- Provide, wherever possible, public, quasi-public or private open space between residential and other more intense land use.
- Allow the Park District to reserve land for future acquisition in those portions of the Village Center deficient in recreational space, in flood plains contiguous to streams and rivers and in other appropriate locations.
- Ensure the development of sufficient recreational facilities to meet the needs and desires of all age groups in the Village.
- Advocate, wherever feasible, for the development of recreational facilities in cooperation with area school districts.
- Seek to locate recreational areas in a manner which facilitates safe and expedient access for all Village residents.
- Seek to locate open space areas on land which is environmentally fragile.
- Require, where appropriate, the developers of PUD's to designate and maintain open space areas by deeding the land to a homeowners' association.
- Where land is to be deeded to the public, require that it be consolidated into a parcel large enough to accommodate easy access by the public and efficient maintenance.
- Continue to locate public buildings such as the Village offices and departments, library, post office, high school and elementary school in the Village Center in order to provide a centralized location for these services.

IV. GENERAL DEMOGRAPHICS AND EMPLOYMENT TRENDS

A) Population and Households

A community is constantly undergoing change as the residents marry, have children and go through the various life stages. In addition, people are continually moving to and from the community. By studying demographic trends, regional population, household and employment forecasts for the future; a community can better understand the changes taking place and plan for the future needs of its residents. This section provides a picture of the Village's growth trends and changes that affect Gurnee now and are likely to affect it in the future. Information about population and household trends provides a context for making decisions about land use and the nature and intensity of development which will be either encouraged or discouraged.

The population and housing information presented in this section is derived from the U.S. census of population and housing, from the Northeastern Illinois Planning Commission (NIPC), and from local Village records. Table 1 describes Gurnee's population, number of households, and household size for the years 1970, 1980, 1989 (the data used in the 1990 Village Comprehensive Plan) 1990, 1993 and 1996. Table 2 provides both NIPC and Village forecasts of both population and the number of households from 1990 up to the year 2010.

Table 1 and Graph 1 show that the population of Gurnee has grown at an average annual rate of approximately 794 residents and approximately 321 homes for the 26 year period between the U.S. census conducted in 1970 and the 1996 special census. For comparison purposes with NIPC forecasts, between the census of 1970 and that of 1990 Gurnee grew at an average rate of approximately 548 residents and 226 homes annually.

Table 2 indicates that in 1988 NIPC forecast that Gurnee's population in 2010 would be 18,775 and that the population would grow by 173 annually. Table 2 also shows that in 1991 the NIPC revised forecast indicated that the number of households would increase by 252 annually up to the year 2010. This forecast rate of household increase is approximately 20% higher than actual trends for the twenty year period between 1970 and 1990 but 78% lower than the 26 year trend. NIPC is currently in the process of preparing new forecasts to the year 2020.

After reviewing these projections, the Village's long-term growth trend and the Land Use Plan, Gurnee's Plan Commission has determined that the Village's ultimate population will be approximately 30,000 in approximately 12,000 households. Although it is useful to make these predictions, periodic adjustments are important and the Village has consistently updated its Comprehensive Plan for this reason. By periodically conducting updates, the Village has the opportunity to make appropriate adjustments for changes in population and housing development as revealed by Table 1 between 1970 and 1996.

Table 1: Population and Households - 1970 & 1980 Census, 1989 Special Census, 1990 Census, 1993 & 1996 Special Census

	1970 Census	1980 Census	1989 Special Census (Used in 1990 Plan)(1)	1990 Census(2)	Increase 1970-1990	Average Annual Change 1970-1990	1993 Special Census(3)	1996 Special Census(4)
Population	2,738	7,179	11,339	13,701	10,963	548	17,031	23,391
Households	842	2,670	4,483	5,360	4,518	226	6,549	9,198
Household Size	3.25	2.69	2.53	2.56	NA	NA	2.60	2.54

(1) Special Census conducted in December 1988..

(2) Census count conducted in 1989.

(3) Special Census conducted in March 1993.

(4) Special Census conducted in May 1996.

Table 2: Population and Household Forecasts - 1988 (NIPC), 1990 (Village) and 1991 (NIPC) Revised

	1988 NIPC FORECAST TO YEAR 2010	AVERAGE ANNUAL CHANGE TO YEAR 2010 (1)	1990 PLAN VILLAGE FORECAST TO YEAR 2010	AVERAGE ANNUAL CHANGE TO YEAR 2010 (2)	1991 NIPC FORECAST TO YEAR 2010	AVERAGE ANNUAL CHANGE TO YEAR 2010 (3)
Population	18,775	386	20,400	431	24,753	553
Households	7,889	173	8,500	200	10,401	252
Household Size	2.38	NA	2.40	NA	2.38	NA

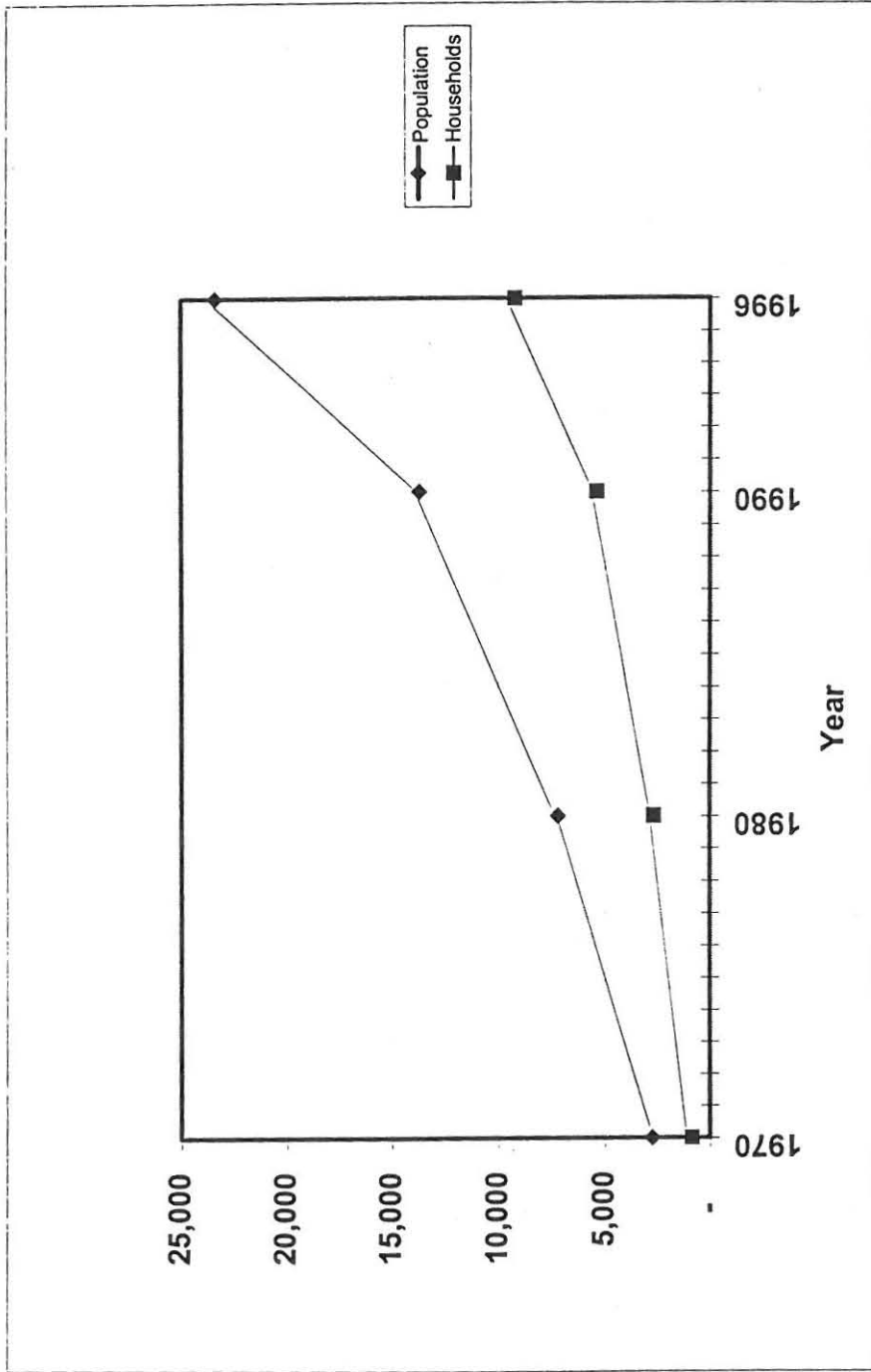
(1) Based on a 23 year population period from a 1987 special census population of 9882 and a 30 year household period from the 1980 census data indicating 2670 households.

(2) Based on a 21 year population period from a 1989 special census population of 11,339 and data indicating 4,483 households.

(3) Based on a 20 year forecast period from the 1990 census population of 13,701 and data indicating 5,360 households.

Note: NIPC is currently in the process of updating population forecasts for the year 2020.

Graph 1
Village Growth 1970-1996



The remaining undeveloped areas provide land for development trends to continue to approximately 3,000 additional units in the Village. The ultimate number of residential units will depend on numerous factors including the detailed form development takes. A continuation of past trends averaging approximately 200 additional units per year is likely; the Village and its surroundings are attracting new residents who seek a desirable community in which to live, work, and raise a family.

Since 1990 the predominant form of residential development has been single family detached. Table 3 shows that since 1990 nearly twice as many single family compared to attached residential homes have been constructed in the Village and the share of single family has increased from 54% to 58% of the housing stock. As previously stated the Plan Commission envisions for the future of Gurnee a minimum of 60% single family detached units.

Table 4 provides an outline showing the potential growth of the Village from 1995 based on previous trends and the uses as designated on the Land Use Plan (1997). These historical trends indicate a population of approximately 30,000 in approximately 12,000 households at which time it is anticipated that the land available for residential development will have been depleted in Gurnee, as shown on the Land Use Plan (1997).

A review of the residential building permits in the Village supports the view that a continuation of the past long term trends is likely. This information reflects both occupied and unoccupied units. There is a great deal of variance in the number of permits issued from one year to another. In Gurnee, the number of residential permits in a year has ranged from less than 26 in 1981 to over 1,000 in 1994. This range in is due to numerous factors including market conditions, land ownership and the geography and size of tracts coming forward for development.

Using historical trends as the basis, it can be assumed that the number of households will continue to grow by approximately 200 per year. NIPC's forecast that the average household will be approximately 2.4 reflects a national trend toward smaller households. However, given the 1993 Special Census corresponding value in Gurnee's case of 2.6 and 2.55 in 1996, the NIPC figure appears somewhat low. The Village forecasts the average household to be approximately 2.5 persons by the time the Village is built-out.

While the growth rate of 200 units per annum can only be viewed as one of a number of potential growth rate scenarios, it is useful in establishing relationships with other community factors. Such factors include the approximate size of its work force and the amount of land that is likely to be needed to accommodate business and industry which will employ the work force, as well as the amount of land which will be needed for residential and commercial uses. While the growth rate may vary from year to year and differ considerably from the example of approximately 200 units per annum provided above, the Village expects that future development will reflect the pattern of residential development shown on the Land Use Plan.

Table 3: Housing Units Detached and Attached, Village of Gurnee, 1980 and 1995

UNIT TYPE	1990 TOTAL UNITS		UNITS ADDED 1990-1994		1995 TOTAL UNITS		AVERAGE ANNUAL UNITS ADDED: 1990-94	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
Single Family Detached	2,987	54%	1,958	66%	4,945	58%	392	66%
Attached /MF	2,584	46%	1,020	34%	3,604	42%	204	34%
TOTAL	5,571	100%	2,978	100%	8,549	100%	596	100%

Table 4: Future Potential Growth - Per Trends and Land Use Plan

Average Annual Added Housing Units 1995-Future	+/-200
Household Size (Estimated)	2.5
Added Housing Units 1995-Future	+/-3,500
Estimated Future Ultimate # of Housing Units Per Land Use Plan	+/-12,000
Estimated Future Ultimate Population Per Land Use Plan	+/-30,000

B) Industrial, Service and Retail Sector Employment

Gurnee has developed historically as a balanced Community - a place where people can both live and work. The Comprehensive Land Use Plan recommends that the Village continue to encourage businesses to locate in Gurnee, to provide employment opportunities for the residents, as well as to provide a diverse economic base for the Village. Employment opportunities are found in industrial, service and retail sectors. However, in Gurnee as is the case with other places in the country, the relative concentrations of employment in these various sectors of the economy has been and continues to change.

National trends indicate that the proportion of jobs held in the retail/service sectors of the economy will continue to expand while jobs in manufacturing will decline. Table 5 provides figures for employment by sector for the years 1974, 1985 and 1992 and provides two forecasts for future employment - one based on the 1990 Plan and past trends and the other being the increased employment opportunity preferred by the Plan Commission.

Table 5 shows that in Gurnee, the percentage of jobs in manufacturing declined from over 48% in 1974 to less than 25% in 1992. During this same period employment in the service sector nearly doubled from just over 10% to 20% and was as high as 27% in 1985. The recent drop in the percentage of jobs held by the service sector as a proportion of total Village employment can be partly attributed to the marked increase in the number of jobs in the retail sector in Gurnee. In 1974 retail sector employment accounted for approximately 13% of total jobs in Gurnee. By 1992 this figure had tripled to over 40%. Rapid growth in the retail sector has out-paced growth in all other sectors resulting in an increased percentage share of total workforce in the retail sector. The combined proportion of retail/service sector employment stood at around 63% of all employment in the Village in 1992 compared to 23% in 1974.

Based on the NIPC forecasts, historical trends, the current land availability and land use designations for the various employment sectors, and other factors, the Village has arrived at the forecast for the future. It shows that based on past Plans and trends, the combined number of jobs in the service and retail sectors will increase from slightly over 63 percent in 1992 to 66 percent reflecting the increase forecast by NIPC for the Township. While the combined share of these sectors is expected to increase by approximately 3% over the Plan period, the service sector is expected to increase by 10% to 29% whereas that for the retail sector is actually expected to decrease by over 6% to 37%. The percentage of jobs in the manufacturing sector is expected to remain fairly constant around 24% to 25%.

Based on the current Plan/past trends approach to employment growth in the Village, the total future employment will be 21,000 with over 8,000 jobs added to the Village.

Table 5: Employment By Sector, Village of Gurnee, 1974, 1985, 1992 and Future Opportunities

SECTOR	DATA FROM 1990 COMPREHENSIVE PLAN				NEW DATA (1)		FUTURE FORECAST			
	1974 Number of Jobs	Percent of Total	1985 Number of Jobs	Percent of Total	1992 Number of Jobs	Percent of Total	Current Plan/ Trends		Increased Employment Opportunities	
							Number of Jobs	Percent of Total	Number of Jobs	Percent of Total
CONSTRUCTION & MINING	374	11.4%	213	3.9%	454	3.6%	420	2	540	2
MANUFACTURING	1,595	48.5%	1,189	21.6%	3,097	24.6%	5,040	24	6,750	25
TCUW (2)	166	5.1%	689	12.5%	458	3.6%	630	3	810	3
RETAIL	439	13.4%	1,150	20.9%	(3) 5,461	43.3%	7,770	37	9,720	36
SERVICES	337	10.3%	1,481	27.0%	(4) 2,517	20.0%	6,090	29	8,100	30
GOVERNMENT	376	11.4%	770	14.0%	614	4.9%	1,050	5	1,080	4
TOTAL	3,287	100%	5,492	100.0%	12,601	100.0%	21,000	100.00%	27,000	100.00%

*Illinois Department of Employment Security data provided by Village of Gurnee Planning staff.

(1) Illinois Department of Security data provided by Village of Gurnee Planning Staff

(2) Transportation, Communications, Utilities & Wholesale

(3) +1,800 Mall - Holidays

(4) +1,300 Summertime/seasonal.

The preferred employment opportunity scenario in Table 5 provides percentage shares per sector that are reflective of those based on the 1990 Plan and trends but shows a significantly higher figure for total future Village employment of 27,000 with 14,000 to 15,000 jobs being added. As with residential units and population discussed earlier, the actual number will depend on the form development actually takes.

Both approaches to employment growth provide for increased employment opportunity in the Village as the population grows over time. Both approaches also recognize that all sectors are anticipated to grow but at different rates. While growth in the past fifteen years has primarily been in the service/retail sectors, the Village aims to maintain the percentage share of manufacturing employment and to increase the percentage share of service employment in the Village.

Table 6 shows the historical trend of the ratio of total employees in Gurnee to the total residents for 1985, estimated values for 1992 and forecasts the jobs per resident ratio for the future assuming that the village is completely built-out. In 1985 there were approximately 0.68 jobs per resident. By 1992 it is estimated that this figure rose to approximately 0.74. The current Plan/trends approach provides for a future jobs per resident ratio of approximately 0.7. Alternatively, the preferred increased employment approach provides for a ratio of approximately 0.9 employees per resident. The footnote to Table 6 illustrates how both approaches provide for an employment/resident ratio that is consistent with one or more 2010 forecast ratios for neighboring Townships (Forecasts source - County Framework Plan, 1994). It shows that the current Plan trends provide for a ratio (0.7) mid-way between the 2010 forecast ratio for Warren Township (0.6) and Vernon Township (0.8). The increased employment approach provides for a ratio (0.9) that is comparable to the forecast ratio for Libertyville Township (0.9) in 2010. Either approach therefore appears to be a reasonable and attainable ratio.

Since 1995 the Village Plan Commission has deliberated on the relative merits of both approaches for the future growth of Gurnee's employment base. This has involved complex analysis of data and technical input from Village consultants, staff and other interested parties. At the forefront of such discussions has been the desire to maintain a strong, balanced employment base in the community and determining the appropriateness of individual parcels for particular forms of development.

The Village Plan Commission has concluded that the correct approach to follow is one that strives for a job per resident ratio of 0.9. As indicated on the Land Use Map substantial areas are designated office/service and industrial/office research where it is anticipated that a full range of employment opportunities and levels of compensation will exist including executive offices and support positions.

Table 6: Total Employment and Number of Jobs Per Resident, 1985, 1992 and Future

1985			1992 ESTIMATED			FUTURE FORECAST PER LAND USE PLAN		
TOTAL EMPLOYMENT	TOTAL POPULATION	JOBS/ RESIDENT	TOTAL EMPLOYMENT	TOTAL POPULATION	JOBS/ RESIDENT	TOTAL EMPLOYMENT	TOTAL POPULATION	JOBS/ RESIDENT
5,492	8,100	0.68	12,601	17,000	0.74	+/- 27,000	+/- 30,000	+/- 0.9*

* NOTE: Lake County Framework Plan 1994
Jobs per Resident - 2010 by Township:

Warren - .6
Libertyville - .9
Vernon - .8

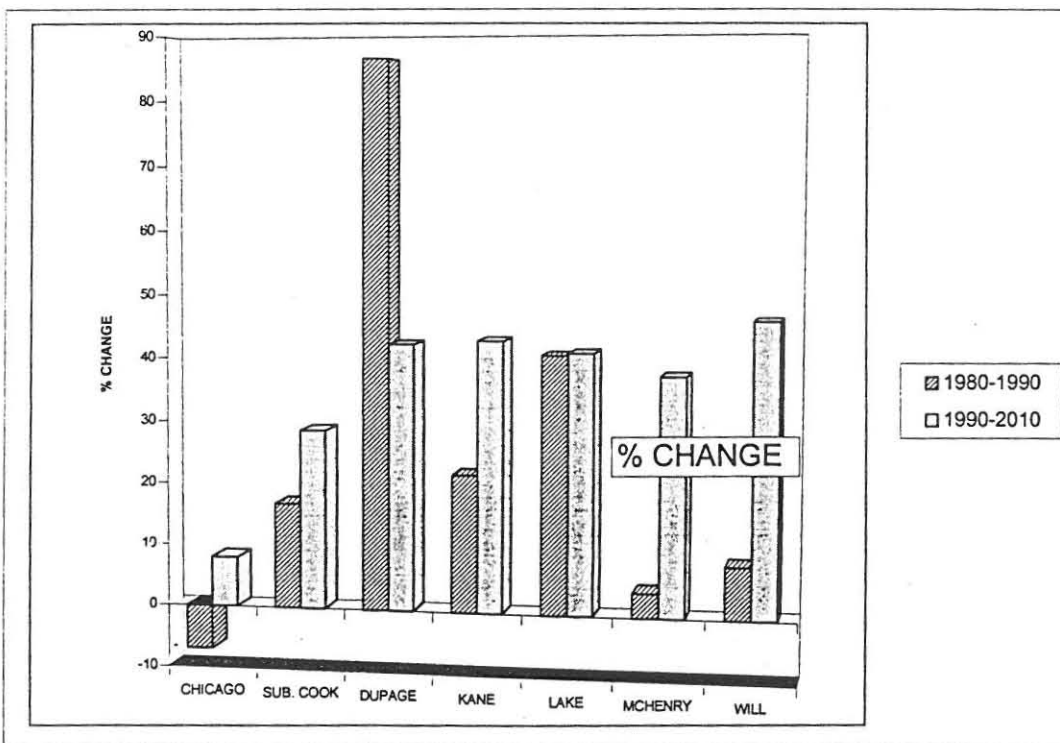
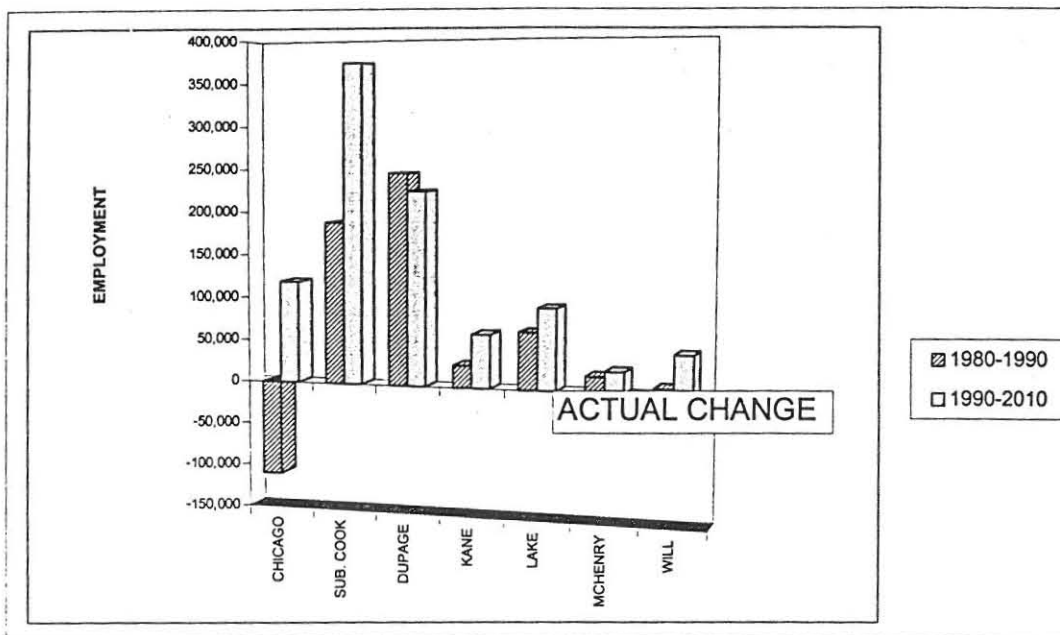
# OF JOBS TO BE ADDED 1992 - FUTURE TO MEET THE FUTURE JOBS PER RESIDENT RATIO.....	14,000-15,000
---	---------------

Graph 2 shows the change in the number of employees in Chicago and the surrounding Counties for 1980 and 1990 and the NIPC forecasts for changes in the number of jobs in these regions between 1990 and 2010. Between 1990 and 2010, NIPC predicts that employment in Lake County will grow by approximately 35%. The exact location of new industry in Lake County will depend on many factors. Some of the more important factors will be the location of land which can readily be developed and which has easy access to public utilities and major roads in the area. In order for a community to secure an ample employment base in the future, it is necessary for the community to have adequate available land which can be developed for industrial and office service uses.

The availability of larger parcels of land for new industrial and office/service development and the access provided by the major arterial roads in Gurnee make it likely that Gurnee will continue to be an important employment center in the future. Employment trends and forecasts are for an increase in the service and retail sectors combined, although showing a shift in new development opportunities from the retail to the service sector.

Retail centers provide a variety of job opportunities, both full-time and part-time. Data provided by Gurnee's Building Department also supports the view that employment in Gurnee is growing. This data shows that both commercial and industrial space increased during the period 1980 to 1996. Moreover, it indicates a fairly steady increase throughout this period.

Graph 2



Sources:
 1980-1990 - U.S. Census Data
 1990-2010 - NIPC Interim Forecasts -August 1994

Change in Employment in Northeastern Illinois For Chicago and Suburban Counties

V. LAND USE

A) Introduction

The Comprehensive Land-Use Map is the illustrative representation of the Village's vision of future development (see Exhibit 3). One concern of comprehensive planning is determining how land is used within the corporate and planning boundaries of a municipality. There are numerous land uses which when combined create the character of a community. There are competing demands for land use - residential, commercial, office, industrial, open space, and public institutions such as schools, hospitals and religious uses. How the various uses are balanced and the intensity to which each land use is developed will determine the future character of a community.

In Gurnee many land use decisions are influenced by the major roadways which cut through the community. The Illinois Tollway and U.S. 41 make Gurnee a choice location for uses such as Great America. These major roadways provide easy access to, from and throughout the Village and will continue to enhance Gurnee's attractiveness as a commercial and business location. The heavy traffic volumes along these routes make adjacent areas more appropriate for intense forms of development such as commercial, office/service or industrial uses. The less intense uses, such as residential areas are generally located away from these transportation corridors.

Another determinant guiding land use planning in Gurnee is the abundance of natural resources including flood plains, wetlands, wooded areas, and others. People are increasingly concerned that development be sensitive to the preservation of these natural areas. This increased awareness is reflected in the availability of better, updated information on natural resources. For example, wetland maps were made available in the late 1980's. The Des Plaines River runs through Gurnee, and extensive open areas have been planned for this river corridor.













The guiding principle behind the Comprehensive Land-Use Plan is creating a balanced community where current and future residents have a wide range of housing choices, employment opportunities, consumer opportunities, and a full range of government and quasi-public services. Residential areas should include housing for individuals and families throughout the various life-stages. Employment opportunities should include full and part-time work, provide entry level positions, and exist in all major sectors of the economy - industrial, office/service, and retail. The consumer needs of the residents should be met by a variety of retailers in a variety of settings, including regional shopping centers, community centers and neighborhood stores.



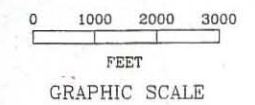
The Village of Gurnee

1997

COMPREHENSIVE LAND USE PLAN

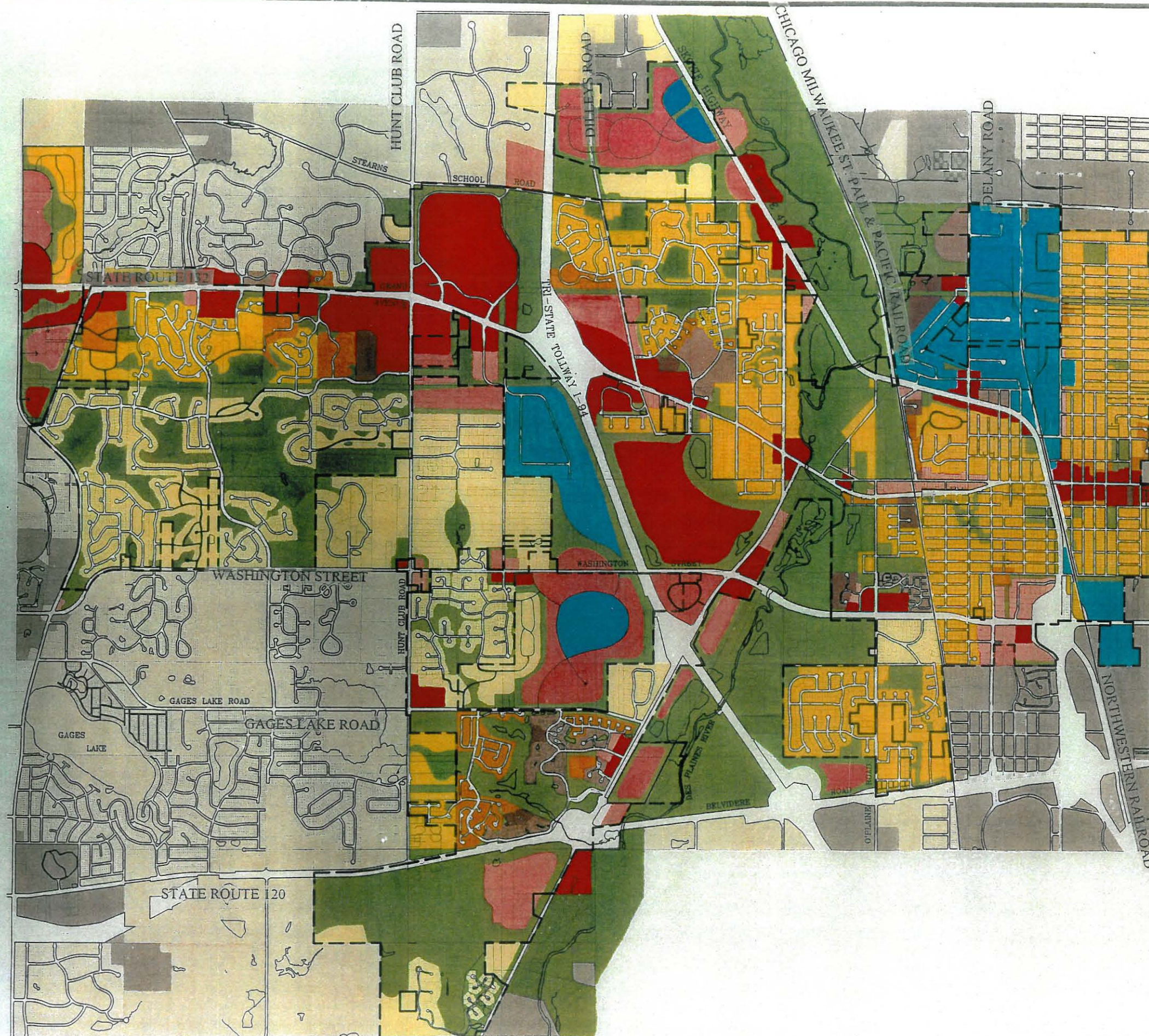
-  LOW DENSITY RESIDENTIAL
< 2 D.U. PER ACRE
-  RESIDENTIAL 2 < 4 D.U. PER ACRE
-  RESIDENTIAL 4 < 7 D.U. PER ACRE
-  RESIDENTIAL 7 < 10 D.U. PER ACRE
-  RESIDENTIAL 10 < 13 D.U. PER ACRE
-  COMMERCIAL/BUSINESS
-  OFFICE/SERVICE
-  INDUSTRIAL/OFFICE RESEARCH
-  PUBLIC/QUASI-PUBLIC
-  OTHER INCORPORATED CITY OR VILLAGE
-  UNINCORPORATED COMMITTED DEVELOPMENT
-  VILLAGE OF GURNEE

NOTE: SPECIAL DEVELOPMENT AREAS - SEE TEXT



Prepared By:
Village of Gurnee Plan Commission
For Public Hearing Purposes
With Technical Assistance From:
Rolf C. Campbell & Associates Inc.
Lake Bluff, Illinois 60044

January, 1997
December, 1996
October, 1996
March, 1996
January, 1996



In addition, the Village encourages a broad spectrum of business interests, ranging from large national firms to small local builders and entrepreneurs. In all instances the Village seeks to work with the private sector to protect and enhance the natural features of the area, protect existing development from incompatible adjacent development and to assure that the infrastructure necessary to serve the proposed development will be available.

Developers are encouraged to work with the Village, the park and school districts, and other public bodies, so that appropriate contributions of land, money or improvements be made in concert with the timing of new development. This process ensures that new development and existing development can be served by adequate roads, storm and septic sewer systems, schools, and public services. Thus, new development can proceed without over-extending the existing infrastructure and educational and public service systems which benefit existing residents and businesses. A creative partnership between government and the private sector can provide the physical, social and government structure needed to ensure a well-run, pleasant community in the future.

Table 7 shows the amount and percentage of land the Comprehensive Land Use Plan recommends be developed in each land use category. Gurnee's Planning area has decreased by approximately 3,000 acres since the 1990 update to the Plan. The areas omitted are primarily to the north, and southwest of the Village that have been annexed by surrounding municipalities or excluded as a result of Village boundary agreements with other municipalities. The percentages of the land use designation have remained fairly constant from the 1990 and 1982 Updates and the 1976 Plan. The 1990 Plan provided for a greater percentage of public and quasi-public space, particularly in what was then undeveloped land such as the Grand Avenue/Hunt Club Road area. This area has developed in a manner consistent with the general pattern envisioned including the provision of open space and public/quasi-public land uses such as golf courses. The 1997 Plan Update has again increased the percentage of public and quasi-public space within the planning area.

This increase reflects dynamic development patterns and the fact that Gurnee's growth is relatively new and reflects a modern development environment. These changes are more prevalent in newer communities. One of the important differences is the use of cluster development. In a cluster development, open space is consolidated and as such is included in the public/quasi-public category. In older developments, single family homes with large individual yards constitute the vast majority of the single family housing stock. There is less consolidation of open space and, as a result, the residential areas make up a larger percentage and the public/quasi-public land use is a smaller percentage of the total land area. The growing desire to protect the natural amenities leads to more land being designated in the public/quasi-public category. In addition, industrial and office/service developments are being developed at a lower density than in the historical past.

The 1997 Plan depicts a pattern of land uses reflective of the Village's historical endeavor to achieve a balance of uses that provide for the needs of the community. The Village has been successful in the past - through its application of Zoning Ordinance, Subdivision Control and other regulations - to ensure land uses on the ground are consistent with those shown on the Village's Comprehensive Plans. Because the Village's comprehensive planning policy has been successful in achieving the desired distribution and location of land uses, the 1997 Plan is similar to previous Plans. While the Comprehensive Plan is not a prescription for specific development uses and forms, the Village will continue to control the location and density of general categories of land use through its continued adherence to the Land Use Map unless there are demonstrable and overriding reasons for not doing so.

Table 7: Land Use Distribution Ratios - 1976 Interim Land Use Plan, 1983 Comprehensive Plan, 1990 Comprehensive Plan Update, 1997 Comprehensive Plan Update

Land Use Classification	Interim Land Use Plan 1976		Comprehensive Plan 1982		Comprehensive Plan Update 1990		Comprehensive Plan Update 1997	
	# of Acres	Percentage	# of Acres	Percentage	# of Acres	Percentage	# of Acres	Percentage
Residential	4,766	42.5	5,415	43.8	6,000	41.0	4,000	35.0
Commercial/Business	907	8.0	845	6.8	1,000	7.0	1,000	9.0
Industrial/Office Services	1,257	11.2	1,385	11.2	1,400	10.0	1,500	13.0
Public and Quasi-Public	2,243	20.2	2,480	20.1	3,500	24.0	3,000	26.0
Streets	2,032	18.1	2,235	18.1	2,600	18.0	2,000	17.0
TOTAL	11,205	100.0	12,360	100.0	14,500	100.0	11,500	100.0

B) ANALYSIS AND LAND USE RECOMMENDATIONS

(i) Residential Areas

The Village of Gurnee's residential neighborhoods are characterized by their interesting mixture of housing types and styles. This section analyzes the Village's existing housing stock and provides recommendations for the location of specific densities of housing that can accommodate the ultimate growth potential of the community.

Table 3 indicates the percentage of existing housing which has been traditional detached single-family type units and that which is attached housing. In 1980, approximately 53% of the housing stock was single-family detached. That percentage had increased to 54% by 1990 and in 1995 it is estimated to have increased further to 58 percent. This ratio provides the community with a range of housing choices without sacrificing the Village's traditional, single-family character. The Village's goal is to maintain the balance between attached and detached housing in the future. The objective is for not less than 60% percent of the housing stock to be detached single-family homes.

According to the 1980 U.S. Census, there were approximately 2,670 occupied dwelling units in the Village of Gurnee, of which approximately 53% were single-family detached type units. By the time of the 1990 U.S. Census the Village had grown by approximately 2,600 units, of which 58% of the new units were single-family detached. Between 1990 and 1994 almost 3,000 units were added, of which approximately 66% were single-family detached. Thus, by 1995 the housing stock of the Village was approximately 8,549 units, approximately 58% being single-family detached homes.

Table 8 illustrates the potential effect of maintaining a minimum of 60% single-family detached units on the future housing mix in the Village. The Plan Commission in the preparation of this Plan examined a number of housing mix scenarios for the future growth of the Village. Table 8 demonstrates that based on a potential future growth up to approximately 3,500 additional units, the ultimate housing mix will range from approximately 60 to 65% single-family detached and 35 to 40% attached units.

During the twenty year period between the 1970 and 1990 U.S. Census, the Village has experienced a generally consistent growth pattern. Although there have been fluctuations from year to year, on average, Gurnee has grown by about 200 units per year over this period (see Table 1). This rate of growth has been absorbed by the Village without over-extending Village services and can be expected to continue into the future. Growth has also been occurring in other neighboring jurisdictions including unincorporated Lake County. Close coordination of the various jurisdictions will need to occur in the future in order to effectively manage growth.

**Table 8: Potential Housing
1995 - Future (Per Land Use Plan)**

1995 HOUSING MIX:		
	Units	Percent
Single Family Detached	4,945	58
Attached and Multiple Family	3,605	42
TOTAL	8,550	100

GROWTH SCENARIO #1

(3,500 ADDITIONAL UNITS)

1995 - FUTURE HOUSING MIX:		
	Units	Percent
Single Family Detached	2,285	65 %
Attached and Multiple Family	1,215	35 %
TOTAL	3,500	100 %

FUTURE TOTAL HOUSING MIX:		
	Units	Percent
Single Family Detached	7,230	60 %
Attached and Multiple Family	4,820	40 %
TOTAL	12,050 (1)	100 %

GROWTH SCENARIO #2

(3,500 ADDITIONAL UNITS)

1995 - FUTURE HOUSING MIX:		
	Units	Percent
Single Family Detached	2,450	70
Attached and Multiple Family	1,050	30
TOTAL	3,500	100 %

FUTURE TOTAL HOUSING MIX:		
	Units	Percent
Single Family Detached	7,395	61 %
Attached and Multiple Family	4,655	39 %
TOTAL	12,050 (1)	100 %

GROWTH SCENARIO #3

(3,500 ADDITIONAL UNITS)

1995 - FUTURE HOUSING MIX:		
	Units	Percent
Single Family Detached	2,885	82 %
Attached and Multiple Family	615	18 %
TOTAL	3,500	100 %

FUTURE TOTAL HOUSING MIX:		
	Units	Percent
Single Family Detached	7,830	65 %
Attached and Multiple Family	4,220	35 %
TOTAL	12,050 (1)	100 %

(1) Future Population = +/- 30,000 residents

In the older central section of the Village the overall pattern was established nearly a third of a century ago in a traditional grid pattern. In this area the predominant land-use is detached single-family homes on large lots with typical 80 foot frontages. Many of these areas were developed on rural cross-section streets. This is a street pavement with no curb or gutter, but rather drainage swales along the edges of the street right-of-way. With this pattern, the provision of sidewalks and street trees was often difficult due to the area required for the drainage swales. While these areas project a typical small-town aura, residents' concerns for increased services such as looped community water system, sidewalks, and improved drainage require continued improvements in these areas.

The more recently developed areas are characterized by a diverse mixture of housing types and concentrated open-spaces within the developments. These developments contain areas with traditional single-family detached homes, attached single-family homes, and multi-family homes. Attached single-family housing includes townhomes, typically comprising two to six units and manor-homes. Townhomes are characterized by separate entrances, garages, and yards for each unit. Manor-homes generally have a single entrance which serves a limited number of units, with separate garages and private yards, patios and/or decks. Multi-family developments also include buildings with a larger number of units and with a common entrance. These buildings may have parking lots and extensive common areas with open space and community recreational facilities.

Many of the developments which have a large variety of housing styles are in areas with natural amenities such as wetlands or woods. Clustering the homes in the buildable areas makes it possible to preserve the beauty of the natural features. These preservation efforts enhance the overall quality of the Village and contribute to the economic value of the residential property. The broad mixture of housing types provides the Village's residents and future residents with a wide selection of housing.

The Land-Use Plan strives to preserve the spacious, semi-rural character of the Village by restricting the average density of development. Rather than control density by allowing only the development of single-family homes on large lots, the Village seeks to manage its growth in the future, as it has done successfully in the past, by controlling the average density of development and by considering the natural resources unique to each particular property. The 1997 Comprehensive Plan's Land-Use Map indicates five levels of anticipated residential density. A range of anticipated residential density is described for each level. The lowest density range is less than two units per acre, the next range is two to less than four units per acre, followed by four to less than seven units per acre. Next is the seven to less than ten unit category and, finally, the most dense category provides for ten to less than thirteen units per acre.

The 1990 Comprehensive Plan provided one density category between seven and thirteen units per acre. However, in response to changes in the Village's Planned Unit Development Standards in the Zoning Ordinance, this has been divided into two separate density categories allowing the Village to indicate areas of transitional density on the Land-Use Map.

The Village's zoning regulations permit cluster development as a special use in all residential Zoning Districts. The Village encourages creative developments that provide diverse and high quality housing options and protect the natural amenities of the specific site without exceeding the density range indicated for the particular area. The Land-Use Map must be used in conjunction with the Zoning Map. The Zoning Map sets forth the type of uses which would be permitted, while the land use map indicates the average density that the Village considers appropriate for a particular area. For instance, in areas where the underlying zoning is R-1 which allows only single-family detached housing, the Village believes that single-family detached housing should predominate in any cluster-type development.

The Land-Use Map respects existing residential patterns and directs future development to be compatible with existing neighborhoods. Gurnee's older development is east of Interstate 94 and is for the most part zoned R-3. This area generally has an average density of two to four units per acre and is primarily single-family detached housing. In this area there are also scattered multi-family housing units with densities ranging from four to eight units per acre for low density multi-family and from eight to fifteen units per acre in the moderate density areas. The 1997 Comprehensive Land-Use Plan recommends that the average density of future development in any multi-family area be no greater than thirteen units per acre.

Areas recommended for development in the four to less than seven, seven to less than ten, and, ten to less than thirteen units per acre categories are located in or near areas which already have this type of development and in areas which have easy access to major arterial roads and other necessary support facilities. These areas are in close proximity to Grand Avenue, Washington Street and state Route 120.

Locating more intense development near major arterials and commercial areas facilitates efficient traffic patterns and minimizes the amount of traffic intruding into the less densely developed areas. These more densely developed areas also serve as transition zones between the non-residential areas, such as commercial or industrial zones and the less intense residential areas. As stated earlier, part of the reason for providing two categories between seven and thirteen units per acre is to provide for more flexibility in the use of transitional land uses.

Low density areas with two to less than four units per acre, are located in the sections of the Village planning area which have already been developed in this manner. In the Village of Gurnee, these sections are primarily located east of Interstate 94. In unincorporated Lake County, north of Grand Avenue and west of I-94. The 1990 Land-Use Plan provided for development at this intensity for the area west of I-94 and north of the Commonwealth Edison easement and in part of the area south of Washington Street. A large part of this area has since already been developed or, is currently being developed, in a manner generally consistent with the 1990 Plan. The 1997 Plan therefore merely updates the 1990 Land-Use Plan insofar as it relates to this area to reflect more closely the development pattern on the ground and as shown on the plats of subdivision.

In order to maintain a diverse, high quality residential community, the 1990 Plan provided for areas appropriate for large lot residential development. The lowest density category, less than two units per acre, was located in a corridor between the Commonwealth Edison easement and Gages Lake Road; the area north of Stearns School Road; and, in part of the area south of Washington Road and east of Hunt Club Road. An area south of Stearns Road which had already been developed at that time at that density level was also included on the Map in this category. Again, in the five years since the 1990 Plan, much of the land so designated has developed or, is in the process of development, in a way that closely reflects the depiction on the 1990 Plan. This includes the provision of large common open areas and recreational facilities such as Bittersweet Golf Course.

The 1997 Plan does differ from the 1990 Plan in two locations: North of Stearns School Road, west of Route 41; and between Washington Street and Gages Lake Road west of the Tollway. Though residential use is still shown in both areas the amount has been reduced. Expanded industrial and office/service use is now shown in these areas. The plan commission studied these areas in depth; looking at numerous land use alternatives along with employment and housing data. With the help of outside consultants the Plan Commission came to the conclusion that these parcels, due to their size, location, and proximity to Route 41, the Tollway, and Route 120 are best suited for employment use.

Much of the development in the above mentioned residential areas has evolved in a way that utilizes the open space style of subdivision which provides for open space areas and a mix of lot sizes in any one development but where the overall density is less than two units per acre. The 1997 Land-Use Plan again applies its designations for this category of development to update the 1990 Plan and, reflect the development actually now on the ground; consider development proposals a significant way through the subdivision approval process; and, to accommodate future development given the preceding considerations.

(ii) Employment Areas - Industrial and Office/Service Uses

The industrial and office/service designations provide the Village with a wide-range of employment opportunities in locations relatively close to its residents. In addition, these categories provide an opportunity to diversify and strengthen the economic base of the Village. The 1997 Comprehensive Land Use Plan recommends that the Village continue to encourage businesses to locate in Gurnee to provide employment opportunities for the residents, as well as to provide a broad and diverse economic base for the Village. Commercial uses also provide employment opportunities, but other characteristics, such as the residents' shopping needs, warrant treating commercial areas as a separate category of use which is discussed in the following section.

The industrial and office/service categories include a variety of land uses. Industrial uses include businesses such as light industrial manufacturing, assembly operations, and warehouses. The office/service category includes large office/research complexes as well as small office facilities. The small office facilities generally are professional services, such as accounting, law, insurance and real estate. In general the types of users in the industrial and office/service categories are businesses which do not have a high volume of customer traffic, but which may be labor intensive and employ a large number of people. The industrial users may have a high volume of truck traffic and an important consideration in locating industrial and office/service type businesses is the convenience of access to major transportation routes.

The existence of two major regional arterials - I-94 and U.S. 41, together with numerous major area wide highways traversing the Village, are major influences on the location of development. Industrial and office/service development is drawn to locations along such routes. The routes can accommodate the heavy transportation demands of the large workforce required by industry and large office/service complexes. In addition, such thoroughfares can meet industry's need for efficient distribution routes.

The Land-Use Map designates approximately 13% of the planning area, or +/-1500 acres, for industrial and office/service uses. The Industrial land-use category includes such uses as manufacturing, warehousing and assembly plants. Office/service refers to such uses as large office complexes in campus-like settings, as well as smaller office buildings. The smaller office buildings typically provide space for professional services, such as insurance, accounting, legal and medical.

As previously mentioned in section B(i) of this chapter the 1997 Plan shows two areas newly designated as industrial and office/service since the 1990 Plan. They are the area north of Stearns School Road west of Route 41 and the land between Washington Street and Gages Lake Road west of the Tollway. This change from the 1990 Plan came about after much study and discussion by the Plan Commission and outside input from consultants and others. It was determined that these parcels are best suited for employment opportunities, possibly a corporate campus type of development or office park.

These uses can offer amenities to their employees as well as local residents in the form of pedestrian trails, large expanses of open space and improved mass transit opportunities. If traffic concerns are addressed and buffered properly with 100' perimeter landscaping as shown on the Land Use Map, this type of development will not adversely affect surrounding uses and will be a positive addition to the area. The Plan Commission feels that this land because of its size and proximity to the Tollway, Route 41, and Route 120 is better suited for employment opportunities than residential use.

With the exception of the area north of Stearns School Road and west of Route 41 and the area between Washington Street and Gages Lake Road west of the Tollway the land designated as industrial on the 1997 Plan is primarily an extension of past development patterns. All of these areas are located in close proximity to the I-94 Tollway and U.S. 41. The land designated as industrial in northeast Gurnee was slightly reduced to accommodate anticipated demand for multi-family housing in this area. The demand for such housing continues, however, the Village is reluctant to erode its employment base simply for the sake of providing such housing.

The Industrial sites are located in large consolidated areas to accommodate large modern industrial practices. In addition, these areas are located so as to minimize their impact on residential areas. Man-made features, such as highways, can buffer incompatible land-uses. In addition, expanses of open areas provide a buffer by separating the industrial land from the less intense uses. Landscaping can also provide an adequate buffer between land developed for industrial and residential uses.

The office/service areas include both large areas appropriate for development as an office/research park and smaller areas appropriate for development as small offices. The small office complexes provide space for professional service needs. In general, the smaller scale office/service areas are located in the Village Center to encourage businesses which cater to the residents' professional service needs to locate in the traditional center of the Village. Small office/service areas are also provided at the western section of Grand Avenue and Milwaukee Avenue. The sites are easily accessible and also serve as transitional areas between the commercial and residential areas. These scattered office/service areas break up the commercial development pattern along these corridors and can provide a more diverse and visually interesting view along the roadway in question.

The area designated as industrial or office/service is sufficient to accommodate an expanded population and still reach a job to resident ratio of approximately 0.9 depending on the actual form development takes. Based on the 1,500 acres of employment uses actually designated in the form of industrial and office/service areas, if developed at a ratio of at least 0.2, space for over 13 million square feet of building could result. This is sufficient to provide over 16,000 employment opportunities, assuming 800 square feet of building per employee.

(iii) Commercial Areas

Commercial development provides both opportunity and challenges for the Village. Residents have the opportunity for close, convenient shopping with a diverse variety of goods and services. In addition, commercial development can enhance the Village's revenue sources, while diversifying the source of those revenues. Employment trends are for an increasingly large portion of employment opportunity to be in the service sector, including retail. The retail centers provide a variety of job opportunities, both full-time and part-time. On the other hand, commercial development is an intense land use, which adds traffic and can stress nearby residential areas. Maximizing the benefits and minimizing the problems associated with commercial developments requires understanding and controlling the scale of development. By encouraging and providing for various scales of development, the Village can insure that the full range of consumer goods and services will be provided locally.

There are three general categories of commercial centers: regional commercial centers, community centers, and local commercial centers. The size of these three types of centers and the market that each seeks to serve varies considerably.

Regional Centers

Regional centers generally have in excess of 100 acres, include numerous stores and seek to serve a broad geographic market. Because regional centers serve such a broad market, ready access to regional highways is necessary. Gurnee's proximity to the Tollway and to U.S. 41 make it an appropriate location for such regional centers. Great America Theme Park serves as a regional entertainment center. Gurnee Mills Shopping Center is approaching 2 million square feet of retail sales area. The Center serves as a regional off-price shopping center.

Regional shopping centers are often targeted to particular segments of the market and draw their customers from a broad region. Great America and Gurnee Mills represent two types of regional centers aimed at different market segments. The 1997 Comprehensive Land Use Plan does not include any additional sites in excess of 100 acres. Unless a unique regional marketing concept and plan is presented, an additional regional type shopping center is not currently envisioned. However, at the time this Plan was prepared the Village was working with consultants to determine the feasibility of a regional conference facility.

In order to insure a safe, aesthetically pleasing environment, extensive landscaping is often incorporated into the design for commercial centers. Large centers often offer greater flexibility in placement of buildings and landscape buffers. Large berms, trees, and other landscaping soften the visual impact of extensive buildings and parking required by a major shopping center. In these ways, major commercial uses can be harmonized with the natural surroundings and buffered from residential neighborhoods.

Community Commercial Centers

Community commercial centers draw their customers from a smaller geographical area than does a regional center, and are smaller in size than regional centers. The typical size is ten to twenty acres. Several different types of commercial activity areas or centers can be characterized as “community commercial centers”. Small shopping malls typically are owned and managed by a single company, but include several different retail stores including some larger anchor stores as well as various smaller shops. Commercial strips typically are comprised of several adjacent lots, each under different ownership or management. In addition, a large single retail store such as a food or department store, may serve a community-wide market.

In Gurnee, community commercial areas include the area along Grand Avenue east of U.S. Route 41 and the Village Center area. The Village Center provides a central location for community services, such as the post office, high school, fire and police stations, Village Hall and the library, as well as a limited variety of commercial goods and services. The 1990 Comprehensive Plan provided for increased variety with two commercial areas on the east and west side of O’Plaine Road near Washington Street.

Community commercial areas typically are characterized by a higher volume of traffic throughout the day. In order to handle the traffic efficiently and with minimal impact on residential neighborhoods, newer community commercial centers and areas are located along major arterial roads both within and beyond the Village limits such as Grand Avenue and Belvidere Road. Numerous entrances and exits along a busy roadway cause significant traffic problems. These curb-cuts impede the flow of traffic and increase the likelihood of accidents. To avoid these problems, commercial developers have been and are encouraged to consolidate parcels of land so that parking for several stores can be provided in a single lot, and ingress and egress points can be concentrated in one area and minimized where possible.

Due to the size of parcels on which these centers are located there may be less flexibility in the placement of buildings and landscaping buffers than as with the regional centers on larger land parcels. However, landscaping buffers still need to be incorporated into the development of the centers. Whenever commercial areas are located near residential areas, special attention must be paid to the landscaping in order to protect the residential character of the areas. The Comprehensive Plan, Zoning Ordinance and other controls of the Village reflect these concerns.

Neighborhood Commercial Centers

Neighborhood commercial centers provide convenience goods for the local residents. These are the retail and service shops that cater to residents’ daily shopping needs. The market area is primarily oriented to the neighborhoods in the immediate vicinity of the center. The typical neighborhood commercial center will be on between 1 to 5 acres of land and will consist of at most a few stores.

A typical town the size of Gurnee will often have many neighborhood commercial centers scattered throughout the town. These small commercial areas provide convenience to residents without the larger impacts created by more intense commercial uses. However, small sites often lack flexibility in the placement of buildings, and landscape buffer treatments are often restricted. Careful attention must be given to these special elements.

The 1997 Comprehensive Plan re-states the recommendations of the 1990 Plan in that small commercial areas should be located throughout the Village where residential neighborhoods exist or are planned to be located. Many of these neighborhood centers generally are located on arterial and collector streets so that they are accessible by car without causing an increase in through-traffic within the neighborhoods. New commercial and residential developments are encouraged to locate and arrange local street patterns so that local residents can have alternative access opportunities including walking or bicycling to the neighborhood stores or services without crossing or traveling along major roadways.

Maintaining a balance and variety of commercial centers ranging from large, regional centers to small neighborhood stores will enable Gurnee residents to meet their usual shopping needs in convenient, close-to-home locations. The Village and local taxing bodies also will benefit from the increased economic activity and diversity in the local tax base. Residents also benefit with opportunities for full and part-time employment. Through careful planning of various elements of the commercial centers such as access, building placement, landscape buffering, lighting, signage and other design details, these commercial areas can blend into adjacent land use patterns and the natural environment.

(iv) Public and Quasi-Public Areas

The public/quasi-public category includes land used for public buildings such as governmental offices, the post office, schools, and the library, as well as quasi-public uses such as churches. This category also includes land used for open space, such as parks, wetlands and flood plains.

The 1997 Comprehensive Plan encourages public agencies to continue to locate in the Village Center area. This centralization can enhance the sense of community in the Village by providing a public focal point. In addition, such centralization provides efficient access between government offices. This policy is a continuation of a policy adopted and explained in greater detail in the earlier Village Center Plan.

The open space areas included in the public/quasi-public category include both publicly and privately owned property. Traditional development patterns involved expanses of single-family residential neighborhoods served by a publicly owned park. Modern development patterns involved clustering development so that it is more concentrated in certain areas.

However, there is a trade-off for this concentration of development in the form of more extensive private involvement in providing park and recreational areas for the residents. Residential development plans will continue to be reviewed to determine whether they have an appropriate mix of both passive and active recreational areas and amenities to adequately serve the residents' needs. In many instances the area designated as open space on the Land Use Map will be owned and maintained by the private sector in the form of homeowner or similar associations. In this way, the mix of recreational facilities can be more specifically tailored to the residents' of the subdivided areas in question and the cost to the general public minimized.

In 1991 the Gurnee Park district adopted a Master Plan. This built on the 1980 Park and Recreation Master Plan which coordinated and provided for the needs of its citizens during the 1980's. This Plan fully endorses all of the provisions as outlined in the 1991 Master Plan and compliments the Park District on its achievement.

In order to ensure that the general public's recreational needs continue to be met in the future, and, that existing recreational and park services are not over extended by the demands caused by new development, dedications to the Park District will be required where appropriate. Developers will be encouraged to configure the site so that a large, contiguous parcel can be deeded to the park district. Such a parcel provides for more flexibility in its use than do small parcels and can be maintained more efficiently. In addition, a large parcel generally can be made accessible to a large number of residents, whereas a small parcel serves only the immediate vicinity.

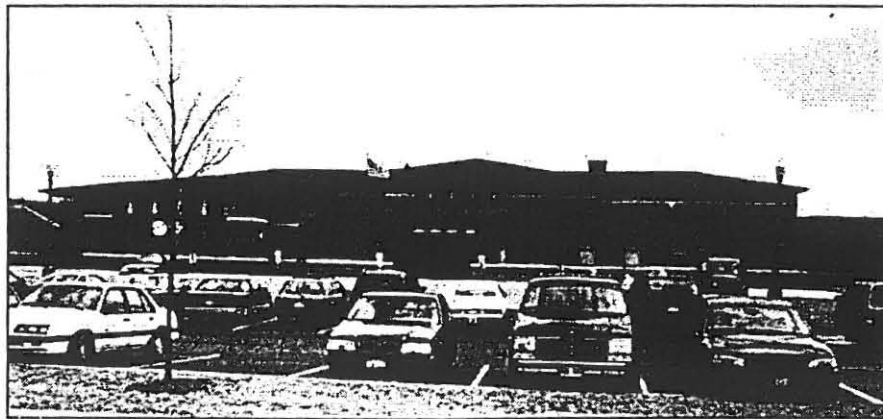
Included in the public/quasi-public land use category are areas of land located in designated flood plains. These are areas recognized by the Village as requiring special protection from development. Any development on land designated as flood plain will be discouraged unless such development can be shown to have virtually no impact on the water retaining capacity of the area. Even then, land designated as flood plain will have very strict environmental reviews before development may be permitted to proceed.

In 1994 the Village adopted a Pedestrian/Bicycle Trail Master Plan (PBTMP). The fundamental objective of the Plan is:

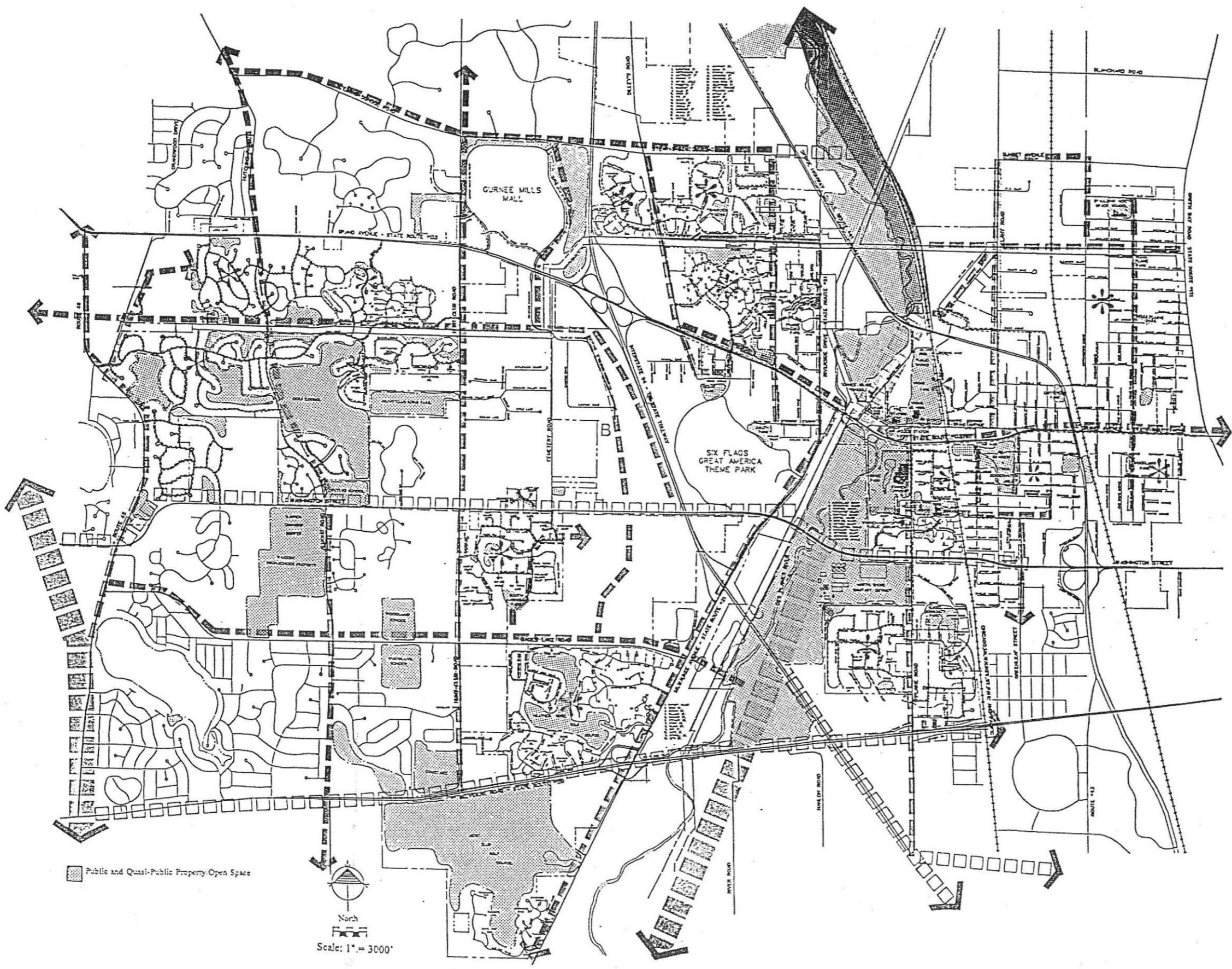
“long-term planning, design and implementation of a Village-wide system of trails to be utilized by residents for recreational and non-automotive travel throughout Gurnee. Central to the Plan are the linkages created interconnecting various neighborhoods and further developing the Village Center as a historical core and focal point of community activity.” (PBTMP, 1994)

Exhibit 4 on the following page is an extract from the PBTMP which shows the overall concept of the Plan. The planned wide variety of trails were developed to best utilize the available resources. As with the 1991 Park District Master Plan, this plan fully endorses the Trail Plan and takes its provisions into consideration in providing for the future growth of the Village and uses of land in its planning area.

Also included in the public/quasi- public land use category are the schools in the planning area. Exhibits 5 and 6 show the elementary and high school districts in the planning area. The Village places considerable emphasis on maintaining high educational opportunity standards and will continue to work closely with the relevant school districts to ensure that the planned growth of the community is coordinated with the expansion of existing and, development of new, educational facilities for its children.





An Elementary School Located Within the Village Center

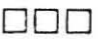


Legend




Regional Trails (L.C.F.P. Dist.)

-  Existing
-  Proposed

Other Regional Trails

-  Proposed

Community/Neighborhood Trails

-  See Neighborhood Detail Plan
-  Existing
-  Proposed

Note: Class I Trails are recommended wherever feasible.

OVERALL TRAIL CONCEPT MAP

Pedestrian/Bike Trail Master Plan
Village of Gurnee

Rolf C. Campbell & Associates, Inc.
Carriage Point - Suite 1000 101 Waukegan Road
Lake Bluff, Illinois 60044 Fax 735-1010 (708)735-1000




March 1994

EXHIBIT H

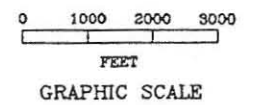


The Village of Gurnee

ELEMENTARY SCHOOL TAXING DISTRICTS

-  ELEMENTARY SCHOOL DISTRICT
-  VILLAGE OF GURNEE
-  SCHOOL LOCATIONS

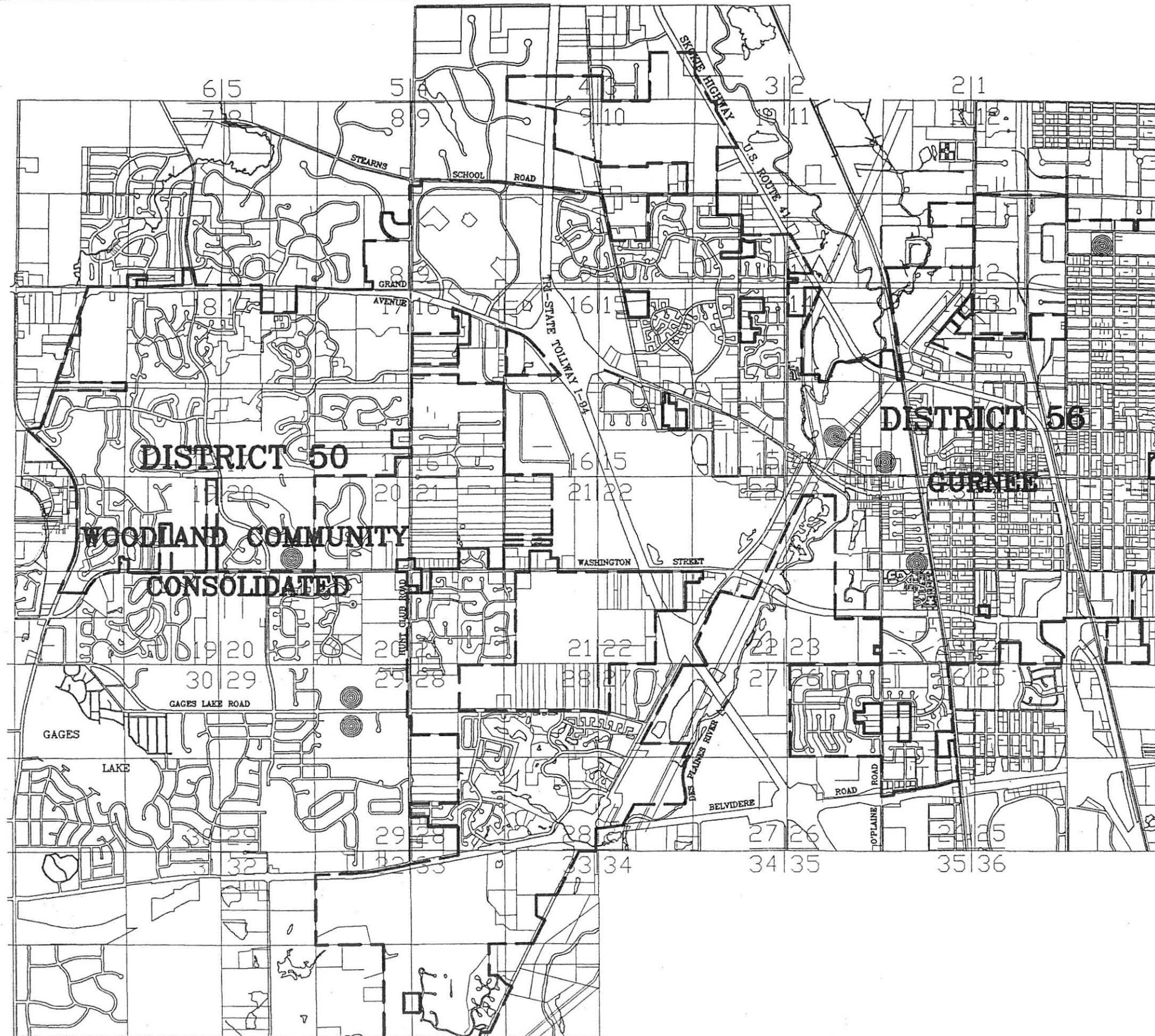
SOURCE: LAKE COUNTY MAP SERVICES (1992)



Prepared By:
Village of Gurnee Plan Commission

With Technical Assistance From:
Rolf C. Campbell & Associates Inc.
Lake Bluff, Illinois 60044

December, 1996



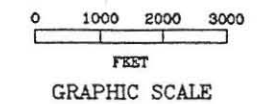
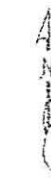


The Village of Gurnee

HIGH SCHOOL TAXING DISTRICTS

- HIGH SCHOOL DISTRICT
- - VILLAGE OF GURNEE
- ⊙ SCHOOL LOCATIONS

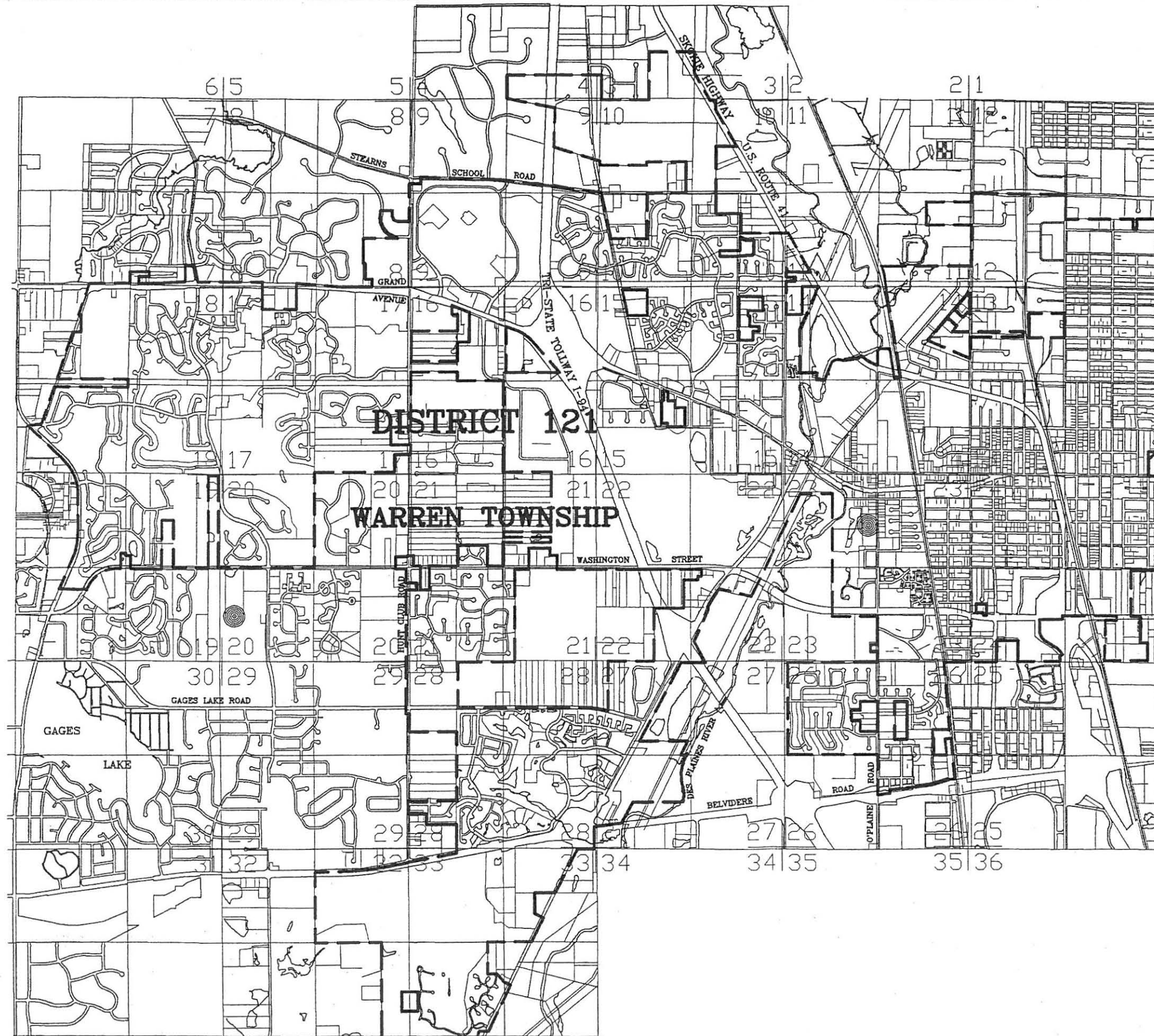
SOURCE: LAKE COUNTY MAP SERVICES (1992)



Prepared By:
Village of Gurnee Plan Commission

With Technical Assistance From:
Rolf C. Campbell & Associates Inc.
Lake Bluff, Illinois 60044

December, 1996



VI. SPECIAL DEVELOPMENT AREAS

The 1996 Comprehensive Land Use Plan Map indicates recommended land use designations throughout the Village of Gurnee and its planning area. In select areas special concerns exist for the implementation of these recommended land uses. In these areas a special designation beyond the general land use category shown on the Comprehensive Land Use Map has been implemented. The 1990 Plan Map presented land use policy guidelines for seven Special Development Areas (SDA's). Significant development has occurred in several of these SDA's since the 1990 Plan was adopted, in accordance with the guidelines set out in the 1990 Plan. These are: the O'Plaine and Belvidere Road SDA (#3 - office/service use); the Hunt Club Road and Belvidere Road SDA (#4 - mixed residential use); and the Washington Road and Hunt Club Road SDA (#5 - commercial, office/service and residential uses).

The Plan Commission has re-examined the areas that remain and potential additions to the Special Development Areas. As a result of the analysis, there are now four SDA's each with special considerations which may impact development in those areas. These SDA's are comprised of :

1. Village Center SDA (#2 on the 1990 Plan);
2. The East Grand Gateway;
3. Grand Avenue East of Great America;
4. Regional Opportunity/Community Corridor

All of these SDA's represent areas where there are special issues which impact the appropriateness of future development (see Exhibit 7). One characteristic which generally affects each of these areas to some extent is a pattern of fragmented ownership: numerous parcels of land each owned by different business entities or individuals. This pattern of ownership makes it more difficult to develop or redevelop the area in a cohesive manner. The special issues affecting these area make it particularly appropriate for future development to proceed in a coordinated fashion. Coordinated development can be accomplished by assembling several parcels under a single ownership. Coordinated development can also occur through the cooperative efforts of the individual owners.

Additional issues possibly affecting these areas include uncertainty over the configuration of the future road network, potential difficulty in obtaining workable alternatives to waste disposal, the need for coordination between development that occurs in the unincorporated sections of the County with the development occurring in the Village, and existing land uses which are incompatible with anticipated future development.



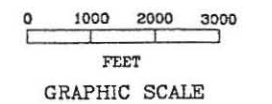
The Village of Gurnee

SPECIAL DEVELOPMENT AREAS

- AREA #1 - VILLAGE CENTER
 - Sub-Area A See Page 49
 - Sub-Area B See Page 52
 - Sub-Area C See Page 55
- AREA #2 - EAST GRAND GATEWAY
- AREA #3 - GRAND AVE. EAST OF GREAT AMERICA
- AREA #4 - REGIONAL OPPORTUNITY/COMMUNITY CORRIDOR
 - Sub-Area A See Page 79
 - Sub-Area B See Page 81
 - Sub-Area C See Page 82

*NOTE: SEE TEXT FOR DEVELOPMENT POTENTIAL ANALYSIS

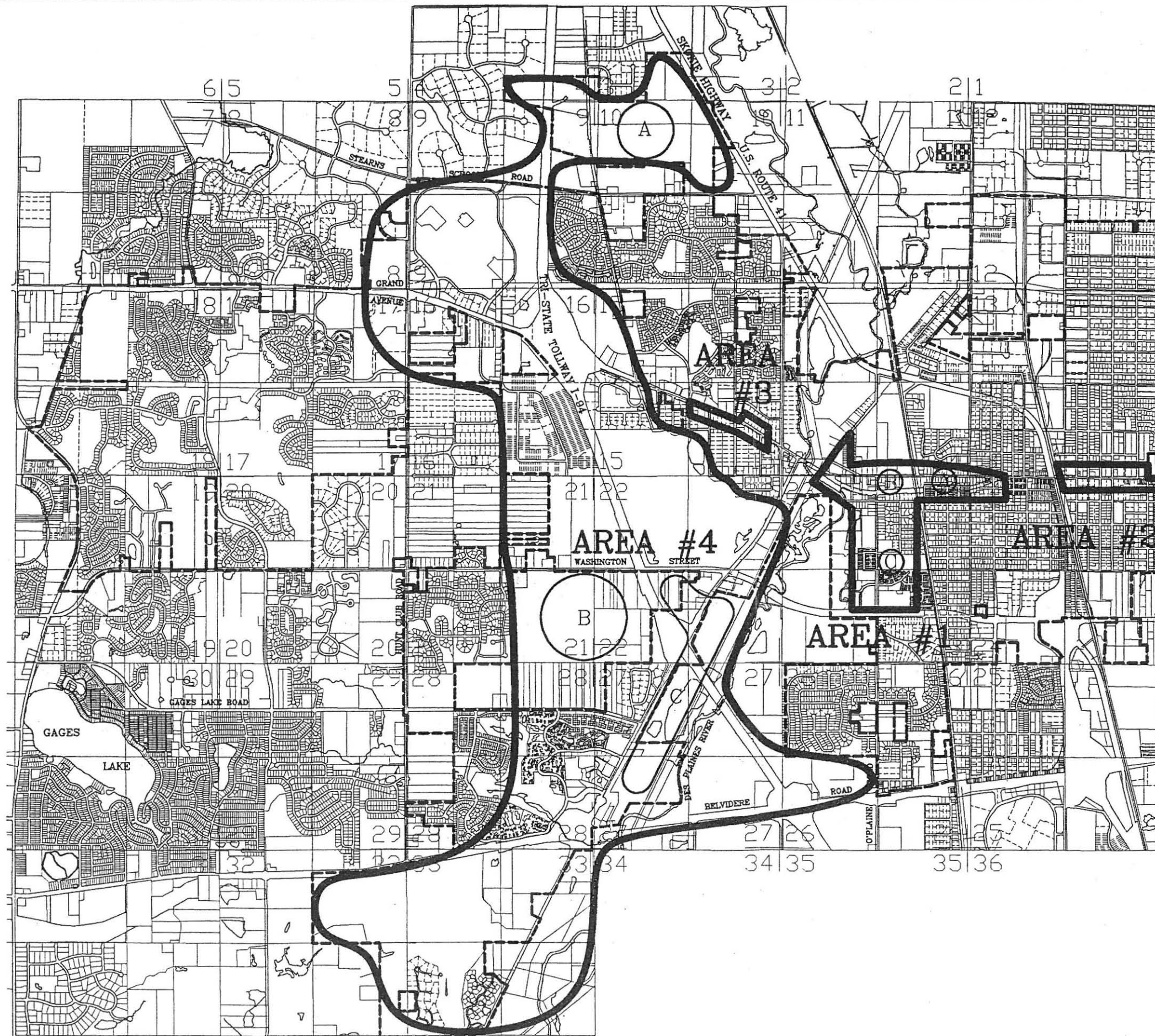
----- VILLAGE OF GURNEE



Prepared By:
Village of Gurnee Plan Commission

With Technical Assistance From:
Rolf C. Campbell & Associates Inc.
Lake Bluff, Illinois 60044

December, 1996



While these areas present opportunities for change, in order for the change to be harmonious with existing development, the special features of these areas need particular attention. The fragmented ownership patterns make changing existing development patterns more difficult. A change in the use of small parcels can adversely affect nearby parcels. This is of particular concern where the SDA's are near existing residential areas. Residential areas are particularly sensitive to adverse impacts of more intense land uses such as commercial development. In order to avoid conflicts which arise when incompatible land uses locate next to one another, the Comprehensive Land-Use Plan encourages new development to consolidate individual parcels to create a piece of property that represents a viable planning unit sizable enough to accommodate buffering, landscaping, consolidated access and circulation opportunities and other improvements. In this way conflicts can be avoided through conscientious planning for the unified area.

The following pages describe in more detail the issues and potential for development in each Special Development Area.

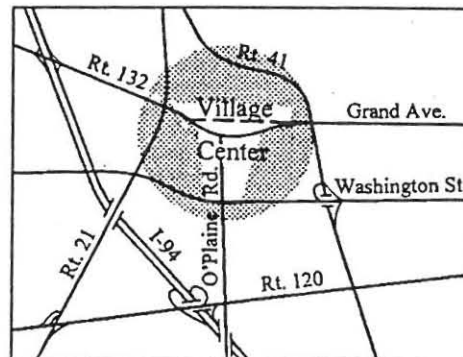


*An example of a recently constructed office building
with a residential character in the Village Center.
See Following Section*

Special Development Area 1 The Village Center

WHERE:

The Village Center is basically a 'T'-shaped area around Grand Avenue and south along O'Plaine Road to Washington Street.



WHY:

This area serves today, as it has in the past as the focal point of community life in Gurnee. In 1979 Rolf C. Campbell and Associates assisted the Village in the preparation of the first Village Center Development Plan, in which the Village Center development goal was as follows:

To provide for the use of land in the Gurnee Village Center in a manner which will stimulate rational, orderly, and balanced development ... thus maintaining the Village Center in its historical position as the focal point of all phases of community life in Gurnee. As such the Village Center should provide an attractive setting and quality environment conducive to the operation of a multiplicity of interrelated functions including retail trade, commercial services, offices, cultural functions, recreational amenities, governmental facilities, and a diverse array of residential opportunities.

Since 1979, with the aid of the Village Center Development plan and the 1990 Comprehensive Plan Update, the Village Center has strengthened its position as the core of community life in Gurnee. This is apparent when listing the various community amenities that are located within the Village Center today:

WOW:

The Village Hall
Warren Newport Public Library
Viking Community Park
Petersen Park
Gowe Beach
Gurnee Grade Schools
Warren Township High School
Houses of Worship

The Mother Rudd Historic Home
Post Office
Police Station
Fire Station
Commercial Establishments
Offices/Services
Single Family Housing Opportunities
Multiple Family Housing Opportunities

The Village Center is divided into three Sub-Areas, they are as follows:

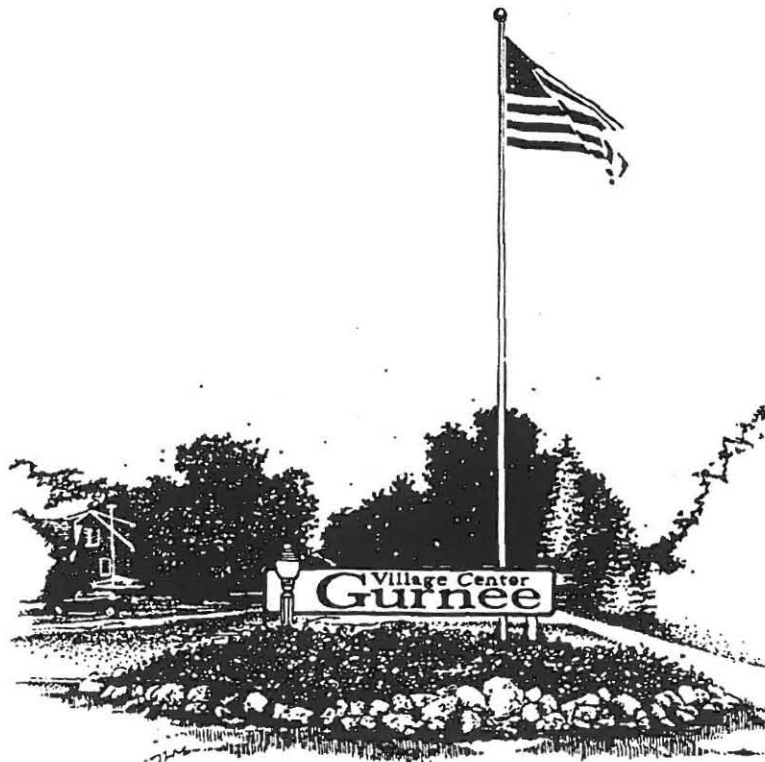
Sub-Area A is the eastern portion of Grand Avenue from Greenleaf Street to the Chicago-Milwaukee & St. Paul Railroad bridge (see Exhibit 8);

Sub-Area B extends from the railroad bridge westward to Kilbourne Road (see Exhibit 10); and

Sub-Area C extends north-south along O'Plaine Road between Grand Avenue to the north and Washington Street to the south (see Exhibit 12).

In 1979 Gurnee approved the Village Center Development Plan. The goal of this plan was to maintain the Village Center as focal point of community life in Gurnee; to provide an attractive setting and quality environment conducive to the operation of multiple interrelated functions. These include retail trade, commercial businesses, offices, cultural functions, recreational amenities, government facilities and diverse residential opportunities. This plan has been successful in reinforcing the Village Center as the focal point of community life in Gurnee by encouraging a mix of residential, office/service, and commercial uses, while maintaining public services such as police, fire protection, postal services, park and recreation facilities, library, schools and government in the Village Center. In 1994 the Village approved the Pedestrian/Bicycle Trail Master Plan to guide future planning, design and implementation of a Village-wide system of trails to be utilized by both residents and visitors for recreation and non-automotive travel throughout Gurnee.

Central to the plan are linkages interconnecting various neighborhoods within the Village and further developing the Village Center as a historical core and focal point of the community.

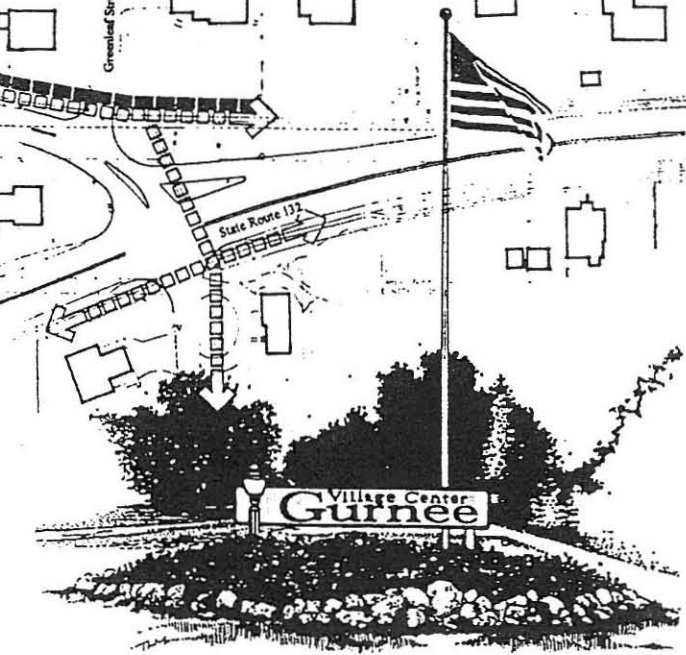
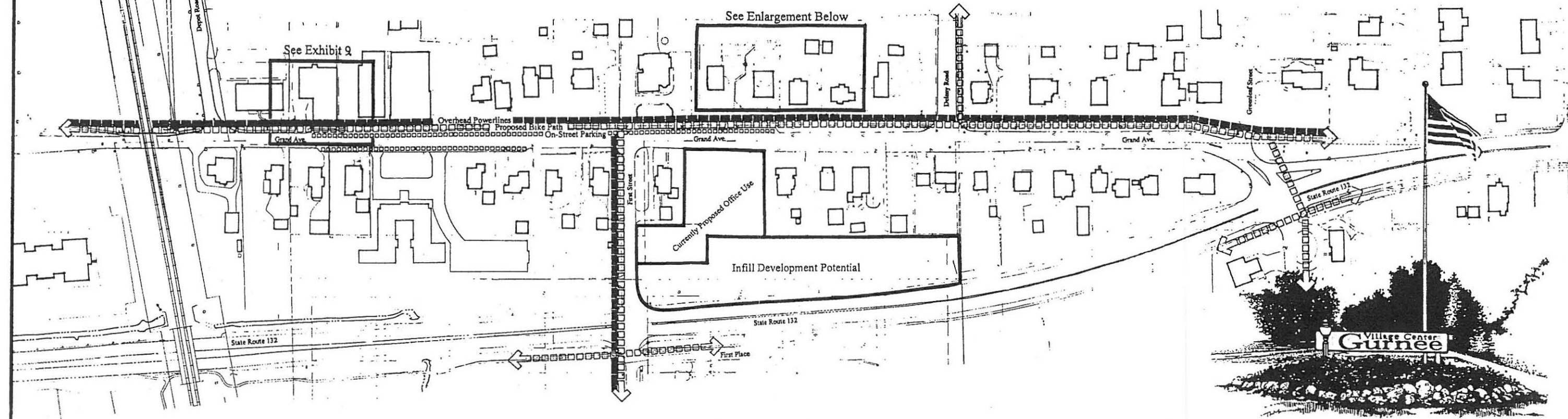


Village Center Entry Sign

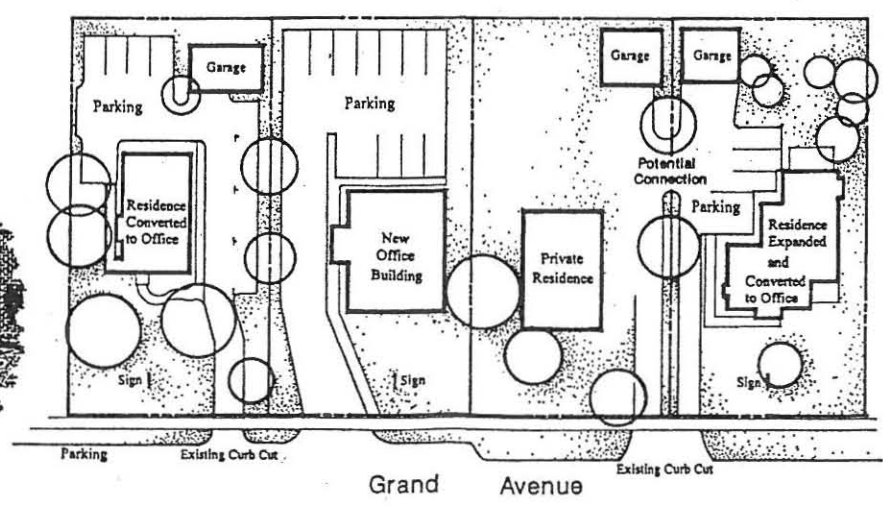
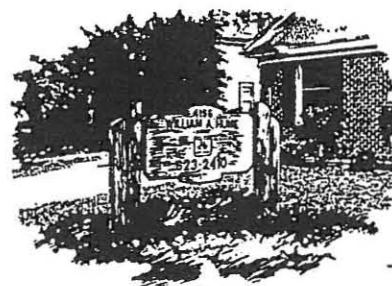
Village Center Gurnee

Sub-Area A Plan

Exhibit 8



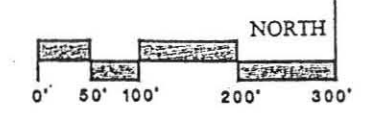
Newly Constructed Office Building and Front Yard Sign as Noted in Diagram to the Right



Design Considerations to Preserve Village Center Aesthetics:

- Utilize existing curb cuts
- Place parking behind buildings
- Preserve on-street parking
- Adapt existing structures for new needs
- New buildings should be designed in a manner sympathetic to the Village Center atmosphere
- Plan for potential connections between rear yard parking lots where feasible

Scale: 1"=100'
Date: 8/16/95
4/24/96
June 1997

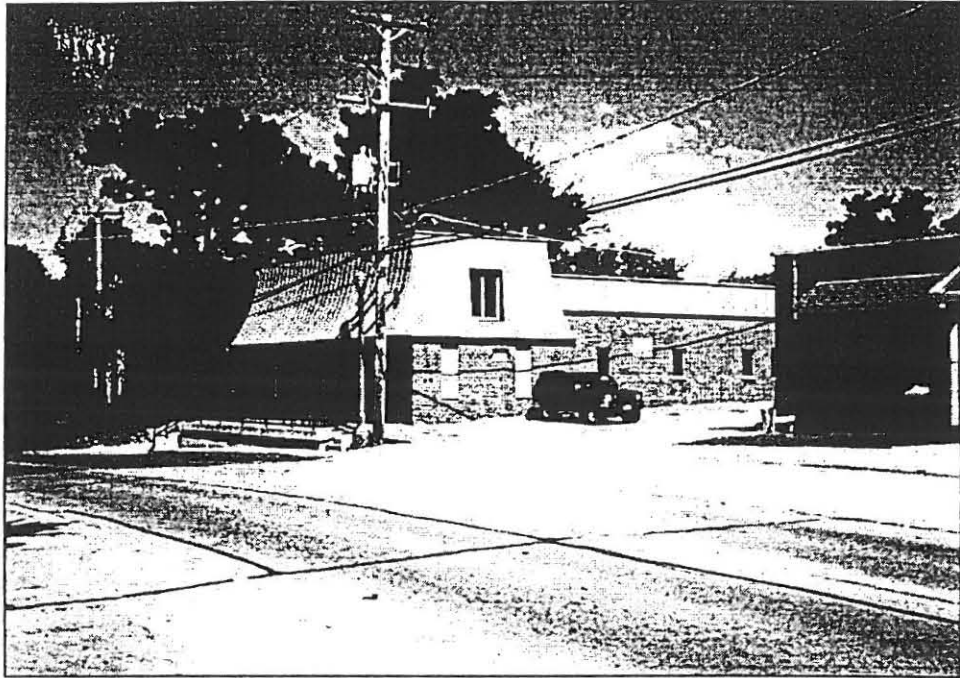


ROLF C. CAMPBELL & ASSOCIATES, INC.
CARRIAGE POINT - SUITE 1000 101 WALKER ROAD ROUTE 43
LAKE BLUFF, ILLINOIS 60044 Fax (708) 735-1818 (708) 735-1000
LAND PLANNING URBAN PLANNING EXPERT TESTIMONY
ENVIRONMENTAL SERVICES LANDSCAPE ARCHITECTURE

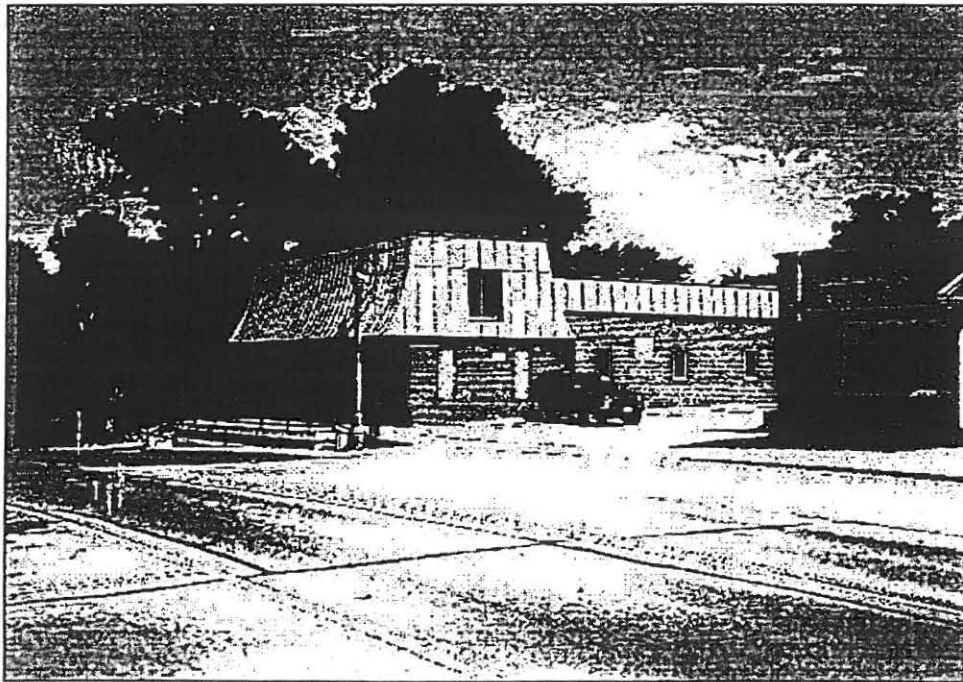
Sub-Area A and, to a lesser extent, B were originally developed as primarily single family residential. Many architecturally significant buildings still remain today giving the area its unique quality. In recent years, many of the residential structures have been converted to low intensity office and/or service uses. The creative reuse of existing structures, utilization of existing curb cuts, and properly scaled signage to this point has preserved the aesthetics of the area while at the same time providing adequate parking and other necessary improvements. The age and significance of many of the structures in this area together with the mature landscaping found along Grand Avenue mark this portion of the Village Center as an area whose visual facade should be preserved as close to intact as economic constraints may permit. By utilizing existing driveways for access to off-street parking new curb cuts are not required. This preserves the on-street parking, lessening the need for parking lots which in turn protects the existing character of the area and slows vehicular traffic for a safer and more pleasant environment for pedestrians. One difficulty with on-street parking is the potential conflict with the formation of a bike path along Grand Avenue. However, if the power-lines along Grand Avenue were placed underground it would create more space and eliminate obstacles for upgraded sidewalks, a possible bike path and new landscape/streetscape improvements. (see Exhibits 8 & 9)



Private Residence on Grand Avenue in the Village Center



Existing conditions on the north side of Grand Avenue east of the Chicago, Milwaukee, St. Paul & Pacific Railroad bridge.



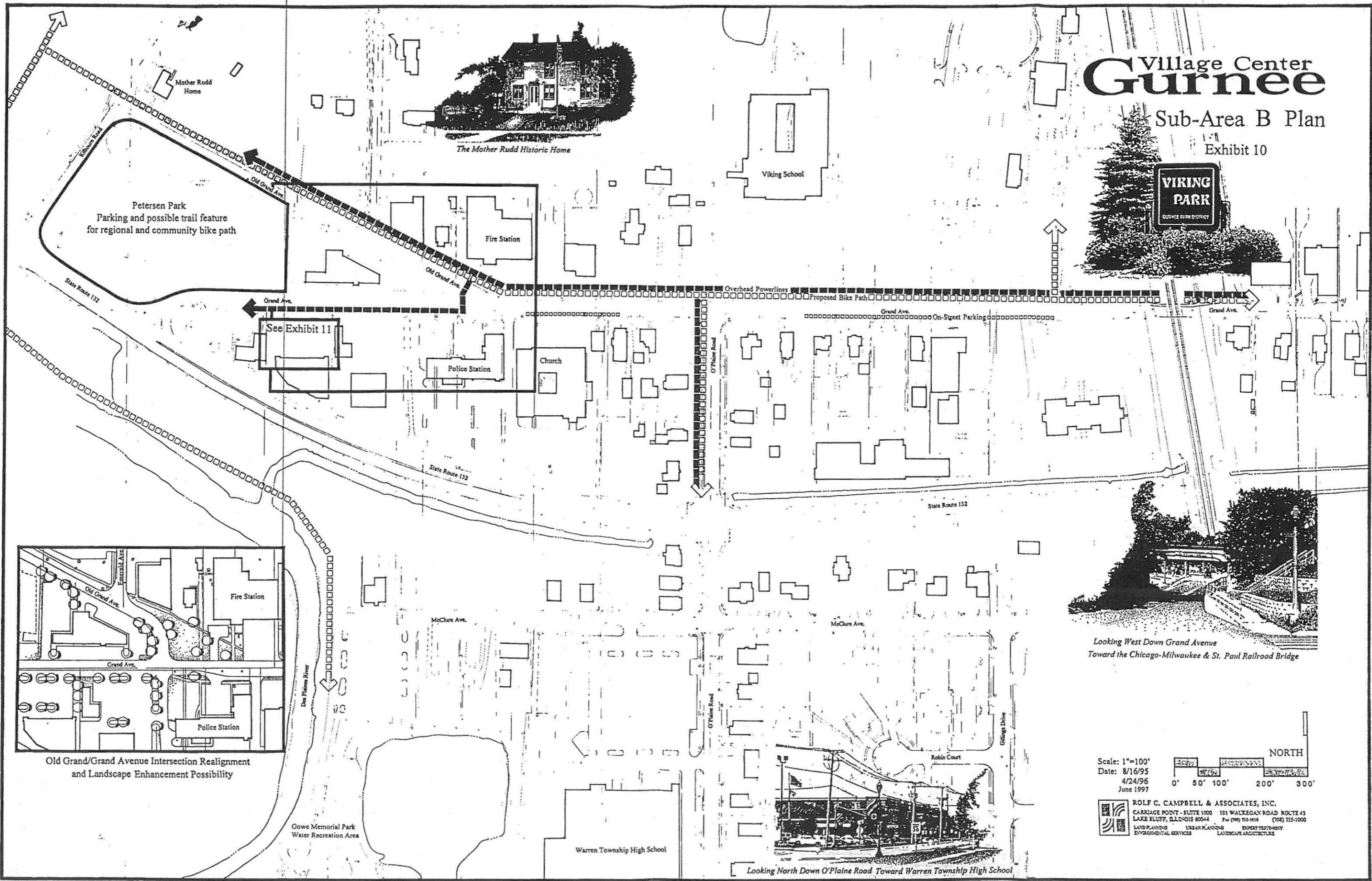
Rendering eliminating the overhead powerlines.
Eliminating the powerlines would enhance the appearance and increase the opportunity for further landscape improvements.

Exhibit 9

Village Center Gurnee

Sub-Area B Plan

Exhibit 10



Petersen Park
Parking and possible trail feature
for regional and community bike path

The Mother Rudd Historic Home

Viking School

Fire Station

See Exhibit 11

Police Station

Church

State Route 132

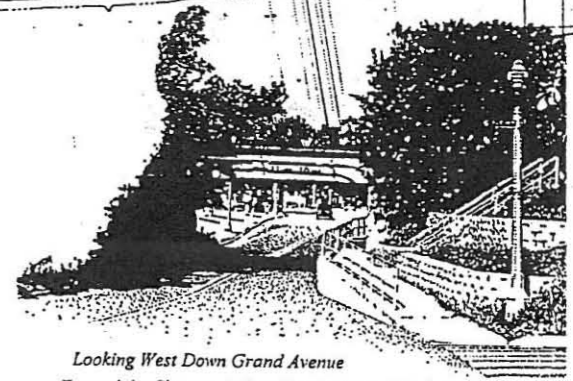
Fire Station

Police Station

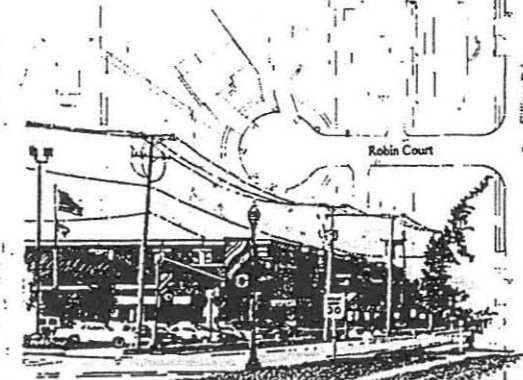
Old Grand/Grand Avenue Intersection Realignment
and Landscape Enhancement Possibility

Gowe Memorial Park
Water Recreation Area

Warren Township High School

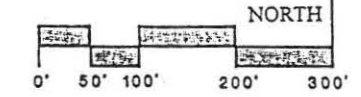


Looking West Down Grand Avenue
Toward the Chicago-Milwaukee & St. Paul Railroad Bridge



Looking North Down O'Plaine Road Toward Warren Township High School

Scale: 1"=100'
Date: 8/16/95
4/24/96
June 1997



ROLF C. CAMPBELL & ASSOCIATES, INC.
CARLAGE POINT - SUITE 1000 101 WALKER ROAD ROUTE 43
LAKE BLUFF, ILLINOIS 60044 Tel (847) 714-1811 Fax (847) 715-1000
LAND PLANNING ENVIRONMENTAL SERVICES EXHIBIT PREPARATION LANDSCAPE ARCHITECTURE

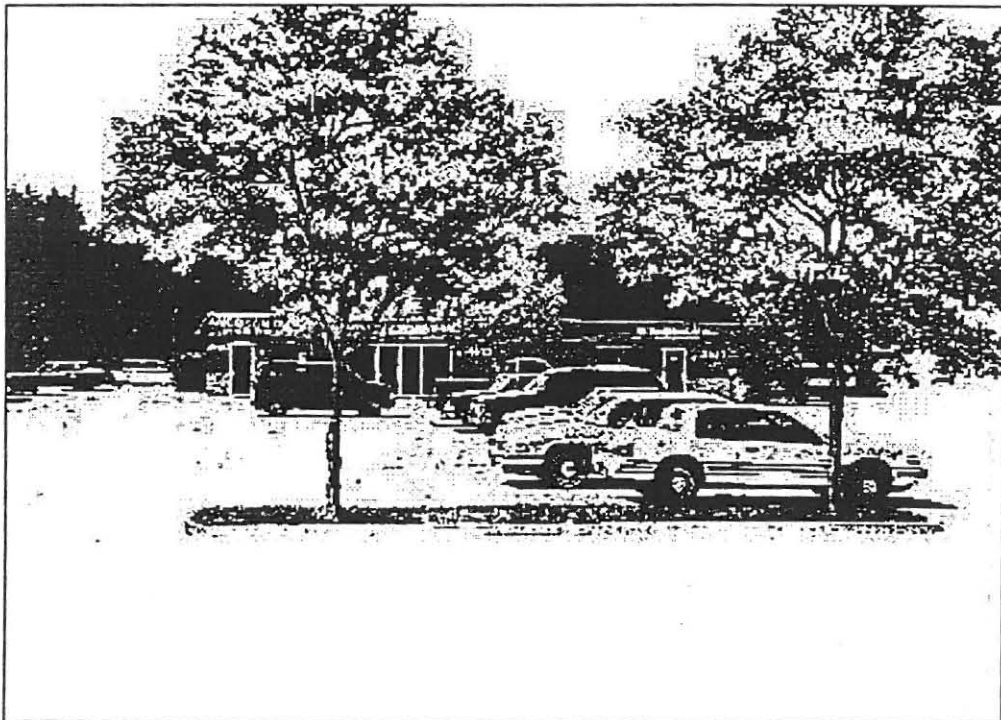
Sub-Area B contains a series of contrasting architectural styles, building quality, and land uses. A number of visual liabilities and potential traffic conflicts exist in the area which in turn create some of the greatest potential for improvements. The possibilities include burying power-lines, the addition of landscaping features, the redesign of parking facilities, reconfiguring the Grand Avenue/Old Grand Avenue intersection, and creating a connection from the Village Center to the proposed Riverwalk. The overhead power-lines prohibit street tree planting in areas that would greatly benefit from the opportunity. The removal of overhead power-lines alone, with no further improvements, would do much to enhance the appearance of Grand Avenue. Many parking lots as they exist now are large expanses of undefined paved areas. Marking parking stalls, driving lanes, and planting islands would make for safer and aesthetically more pleasing parking areas. By reconfiguring the Grand/Old Grand Y-intersection as a T-intersection, circulation could be improved. Access to existing uses should not be adversely affected and more detailed plans would need the input of adjacent businesses and property owners. A small entry park for those arriving to the Village Center from the west is being planned. A more radical approach has been discussed: to close Old Grand Avenue between the newly created Peterson Park and the Mother Rudd Home creating a larger park directly incorporating the historic building and possibly creating a pedestrian plaza. As mentioned in the Pedestrian/Bike Master Plan one goal is to link Village trails with regional trails. Peterson Park is an ideal location for a focal point for those entering the Des Plaines Trail and the proposed Riverwalk to be built atop a new levee system for the Des Plaines River. (see Exhibits 10 & 11)



Residence Converted to Office Use on Grand Avenue.



Existing Conditions Looking south from Grand Avenue west of the Grand/Old Grand intersection showing extensive pavement and minimal landscape.



Rendering depicting area with planting islands containing lawn and canopy trees large enough upon installation to view the building signage below their canopies.

Exhibit 11

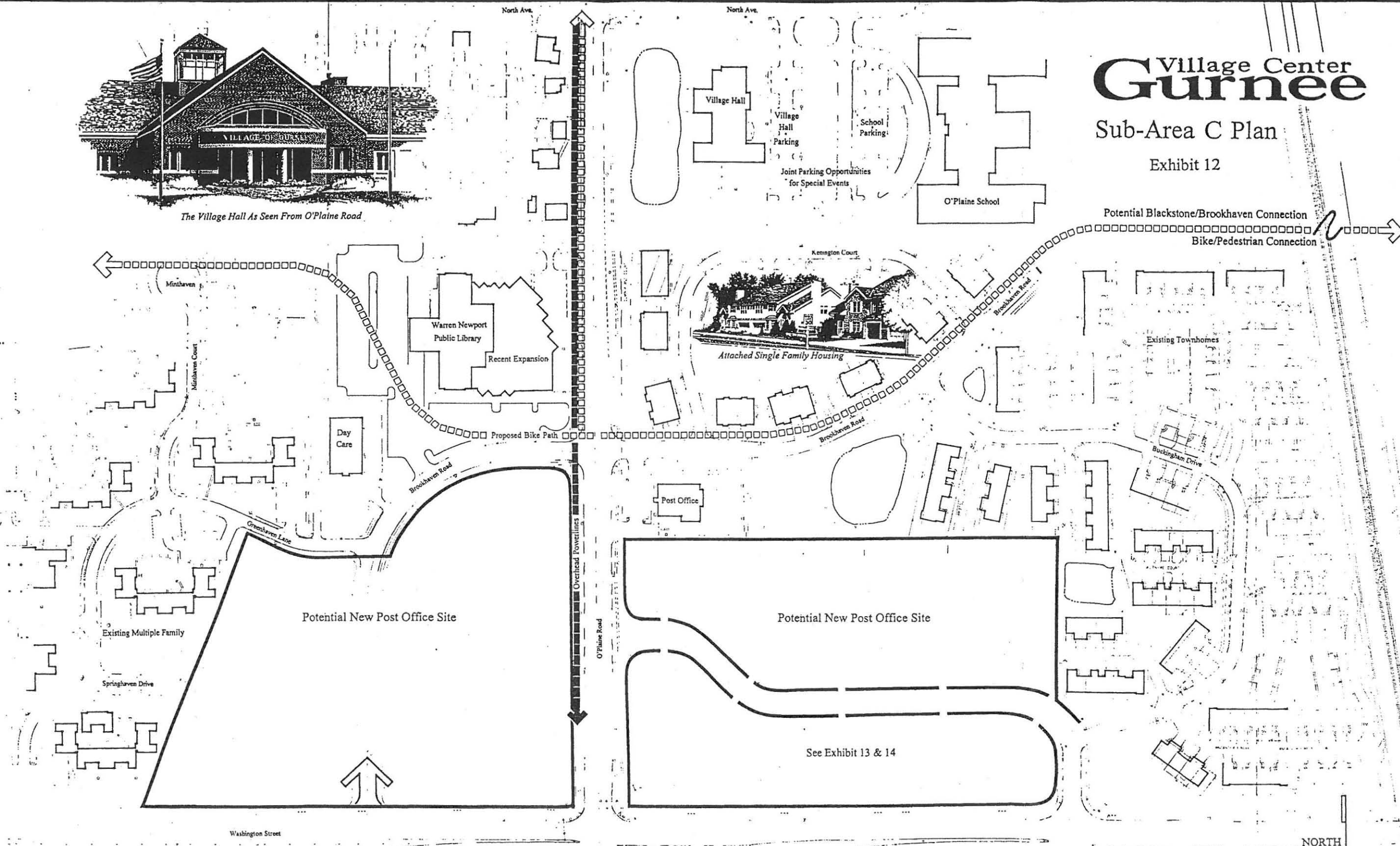


The Village Hall As Seen From O'Plaine Road

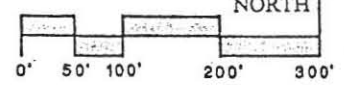
Village Center Gurnee

Sub-Area C Plan

Exhibit 12



Scale: 1"=100'
 Date: 8/16/95
 4/24/96
 June 1997



NORTH

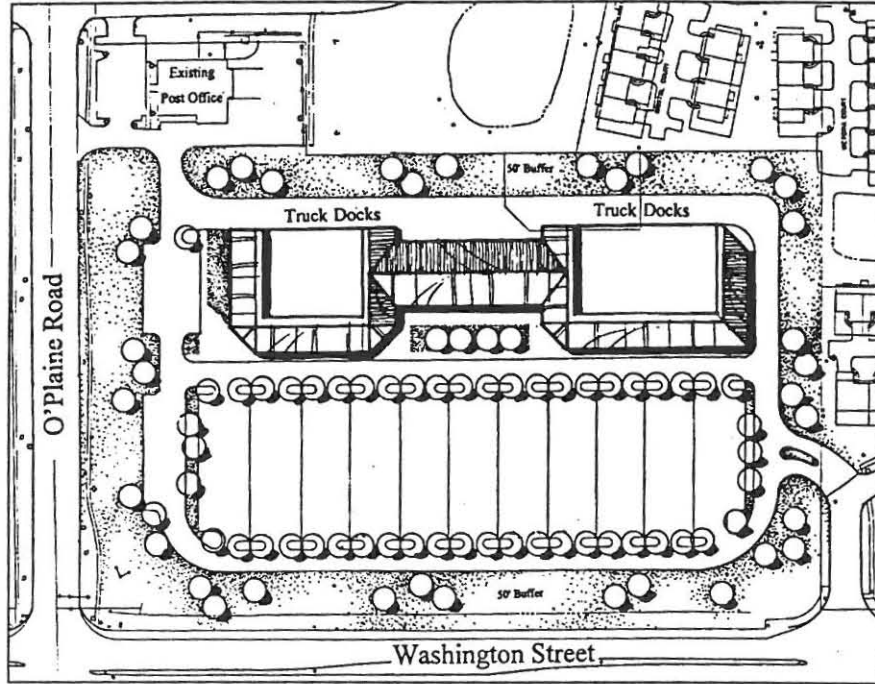
ROLF C. CAMPBELL & ASSOCIATES, INC.
 CARLAGE POINT - SUITE 1000 101 WAUKEGAN ROAD ROUTE 43
 LAKE BLUFF, ILLINOIS 60044 Tel (708) 715-1010 Fax (708) 715-1000
 LAND PLANNING URBAN PLANNING EXHIBIT TESTING
 ENVIRONMENTAL SERVICES LANDSCAPE ARCHITECTURE

Sub-Area C is comprised of the largest tracts of undeveloped land within the Village Center. There are approximately 20 acres of available land at the intersection of O'Plaine Road and Washington Street. These vacant parcels have great potential for a mixed use "Village Square" type development incorporating an expanded Post Office and enlarged Warren-Newport Public Library. A unique situation exists due to the close proximity to the Post Office, Library, Warren Township High School, O'Plaine School, and the Village Hall. As shown on Exhibit 12, the opportunity exists to create a bicycle/pedestrian connection between Brookhaven Road and Blackstone Avenue either over or under the railroad tracks. This connection would further the potential for mixed use development in the area by increasing access to the site while promoting pedestrian and bicycle circulation.

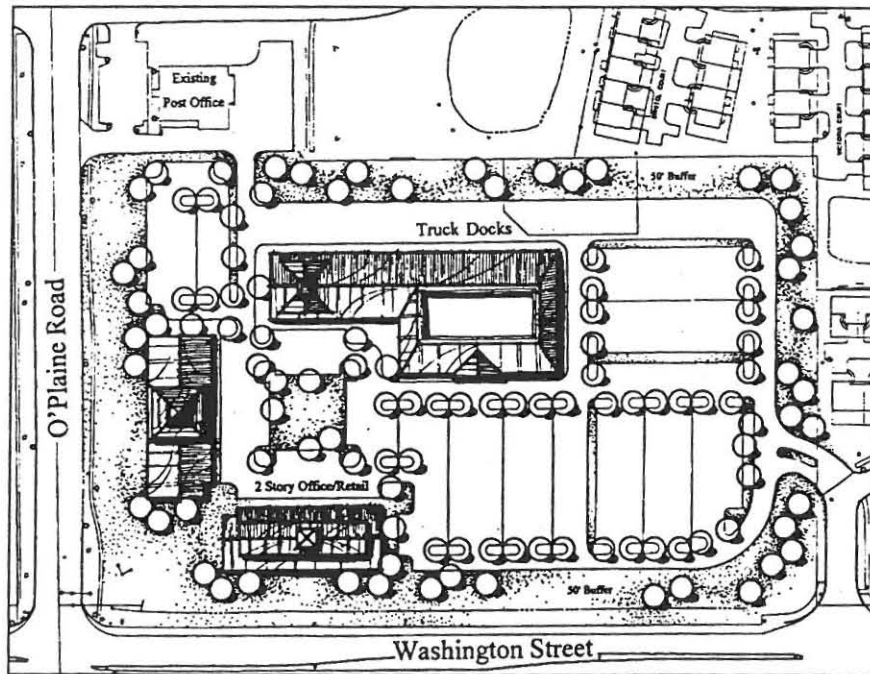
Exhibit 13 shows two conceptual development plans for the approximately 11 acre parcel at the northeast corner of the O'Plaine Road and Washington Street intersection. Both plans provide for approximately 80,000-120,000 square feet of commercial business and office/service uses. The top image is a traditional development with a single structure located toward the rear of the parcel with parking in front. This configuration has the potential for conflict with the residential neighbors to the north and east of the site as well as being in conflict with the development ideals of the Village Center concept.

- The building mass is quite large compared to other structures in the area and is situated on the parcel close to the existing residential units.
- Loading docks on the residential side of the commercial building will further impact the residents to the north and east both visually and in the form of noise and fumes.
- The large expanse of parking in front of the single commercial building is not the best image to convey to those entering the Village Center from O'Plaine Road.
- The plan would not be in harmony with the existing Village Center character, a 'Village Square' type of development is more appropriate.

The second image shows a conceptual plan designed to alleviate conflict with the abutting residential neighborhood while conforming to the Village Center atmosphere. The plan accommodates commercial/business and office/service uses in one and two story buildings clustered around open space. In order to adequately buffer the proposed buildings from the existing residential development to the north and east of the site, the development is concentrated in the southwest corner of the site with a minimum 50 foot greenspace buffer around the site. The design protects the amenities of surrounding property owners while at the same time providing for excellent visual prominence for the business uses on the site in a manner appropriate for, and complimentary to the Village Center atmosphere. The plan also indicates generous quantities of landscaping both around the periphery and throughout the interior of the site.



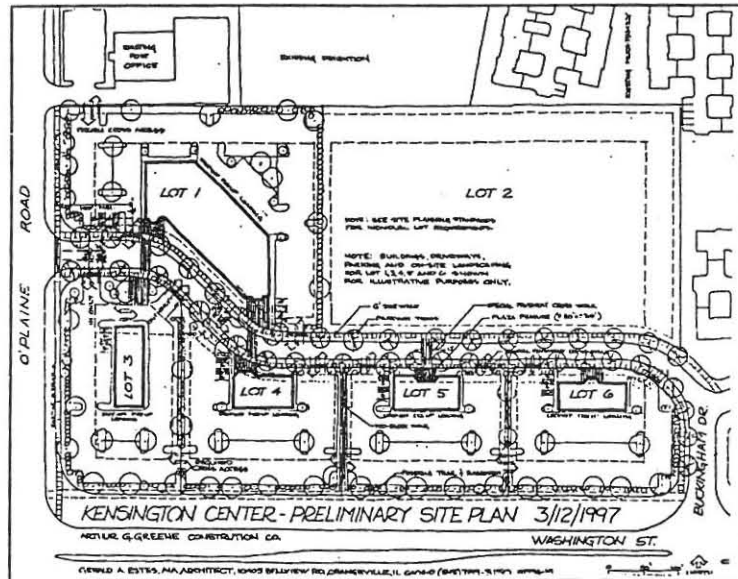
Traditional concept for the site at the northeast corner of O'Plaine Road and Washington Street.



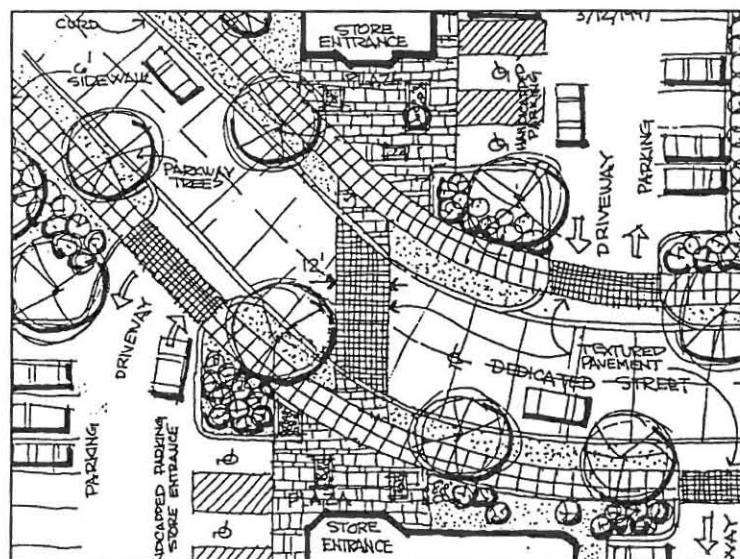
A 'Village Square' development plan that addresses the special conditions of the site and its surroundings.

Exhibit 13

Exhibit 14 shows drawings recently submitted to the Village for the same site that is shown in Exhibit 13. The recent submittals address some of the previously stated issues for the site. The plan shows several small building as opposed to one single structure. The plans reflect a publicly dedicated street through the property which may be needed to accommodate a possible new post office facility. The detail suggests the desire to create a place that is both pedestrian friendly and aesthetically pleasing by including pedestrian plazas, a modified public street design, well defined cross walks, special paving surfaces and ample landscaping.



Site plan submitted to the Village for Plan Commission approval.



Detail of plan showing pedestrian accessibility, reduced pavement width, and minimal building setbacks.

Exhibit 14

The success of Gurnee's Village Center has prompted Village officials to look at ways of expanding the Center's sphere of influence to incorporate larger areas within Gurnee.

As mentioned previously, the 1979 Village Center Development Plan and the 1990 Comprehensive Plan Update have guided development within Gurnee in a way that has successfully strengthened the Village Center as the focal point of community life in Gurnee. The area provides an attractive setting for a wide range of diverse yet interrelated uses which include numerous recreational amenities, residential opportunities, commercial and office service uses, as well as public services and government uses. By incorporating some of the ideas from the Village Center Special Development Area plans into other areas of the Village officials hope to share the success of the Village Center with a larger part of the community. The Village Center boundaries will not change, but areas outside of the boundaries will borrow certain characteristics and design ideas from the Center as a means of improving the character of those areas and to further unify Gurnee as a whole.

Two such areas that would benefit from an increased Village Center influence are the following:

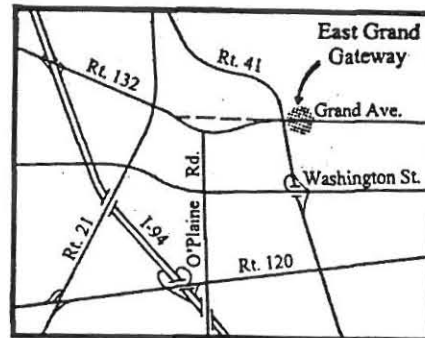
- East Grand Avenue between Greenleaf Street to the west and the Village boundary to the east.
- Grand Avenue west of the Village Center between Riverside Road to the east and Great America Parkway to the west.

Though different in character from one another and from the Village Center, both of these areas would benefit from some of the same or similar design guidelines and improvements and aesthetic details that are an integral part of the Village Center Special Development Area.

Special Development Area 2 The East Grand Gateway

WHERE:

Grand Avenue (State Route 132) extending from the Village boundary on the east to U.S. Route 41 and the Chicago and Northwestern Railroad on the west.



WHY:

This area represents what has historically been an important commercial and business location for the Village of Gurnee and beyond. It is the first impression residents and non-residents experience when entering Gurnee from the east along Grand Avenue - an important arterial highway in the area. The area is also related to significant residential neighborhoods in the Village to the north and south of this portion of Grand Avenue. At present this East Grand Gateway is characterized by a number of significant commercial enterprises and several available commercial buildings and lots. Over the years, the area has been replaced as the Village's major commercial location by areas to the west including Gurnee Mills, the Hunt Club-Grand commercial area and others. As a result, this Gateway Area has not attracted the extent of available private investment as the western area of the community.

The Village places significant emphasis on revitalizing the East Gateway Area. As an entranceway to the community, the area creates a perception of the Village in the minds of residents and visitors alike. This area can have a wider impact than its immediate environs and its revitalization could have potential positive influences on property values and investments for the residential neighborhoods to the north and south. At the same time, the area is well situated as a transition to the Village Center area a short distance to the west of U.S. Route 41.

The designation of the East Grand Gateway as a Special Development Area could, through the application of carefully considered planning strategies and, thoughtfully targeted public/private investment, enhance the aesthetic, economic and functional role of the area which in turn has the potential for a significant positive impact on the Village and the surrounding neighborhoods.

Exhibit 15 on the following page illustrates the existing conditions and examples of possible improvements as discussed further herein.

The East Grand Gateway



Existing Entry Sign

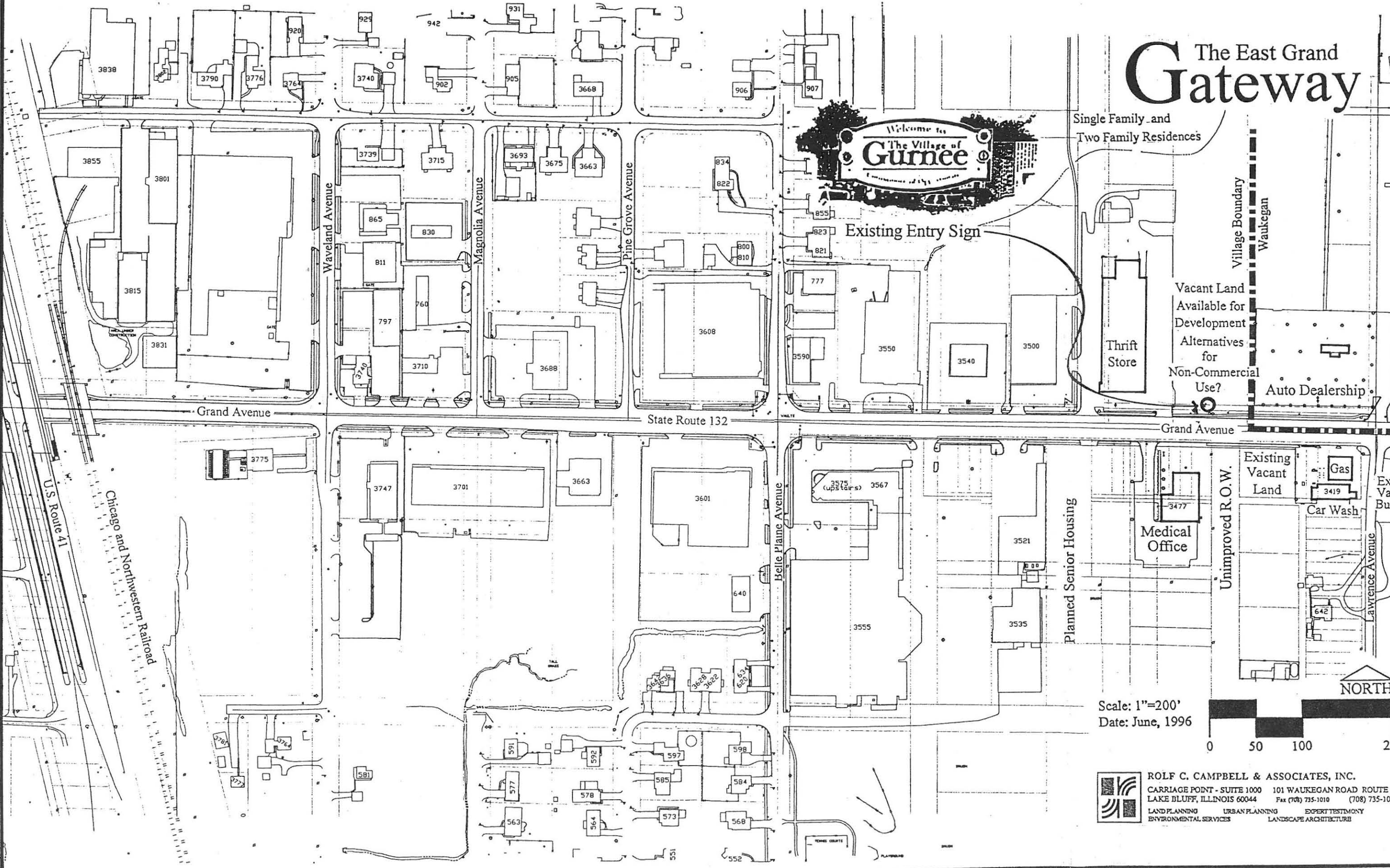
Single Family and Two Family Residences

Vacant Land Available for Development Alternatives for Non-Commercial Use?

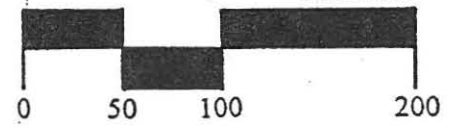
Thrift Store

Auto Dealership

Village Boundary
Waukegan



Scale: 1"=200'
Date: June, 1996



ROLF C. CAMPBELL & ASSOCIATES, INC.
 CARRIAGE POINT - SUITE 1000 101 WAUKEGAN ROAD ROUTE 43
 LAKE BLUFF, ILLINOIS 60044 Fax (708) 735-1010 (708) 735-1000
 LAND PLANNING ENVIRONMENTAL SERVICES URBAN PLANNING EXPERT TESTIMONY LANDSCAPE ARCHITECTURE

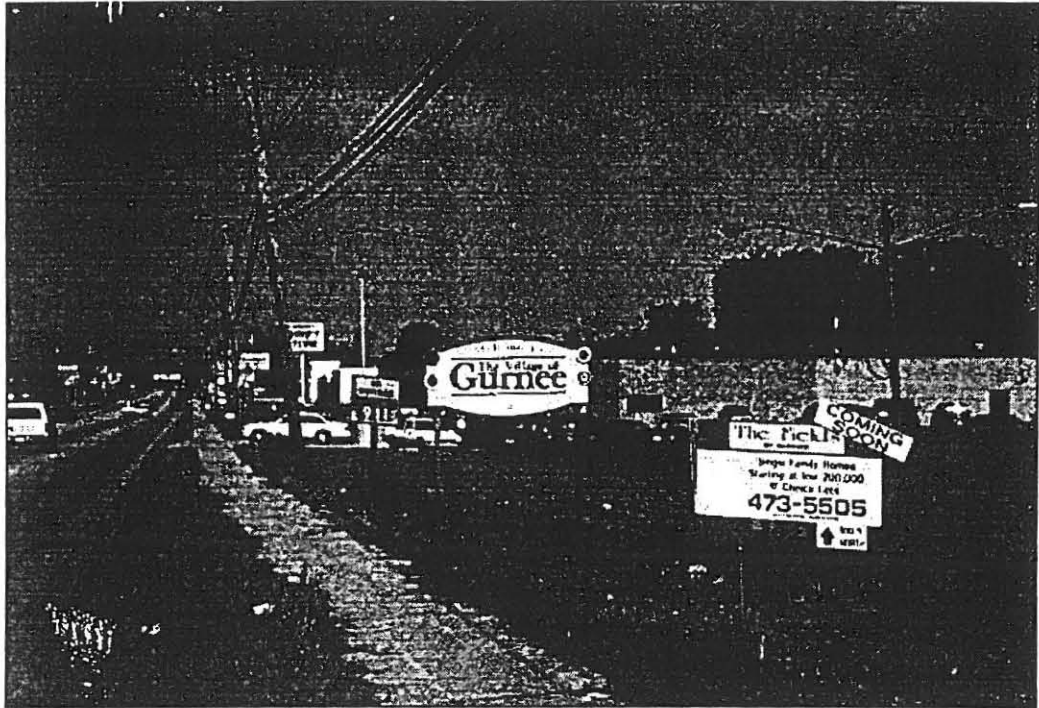
WHAT?:

- Commercial Frontage to Grand Avenue
- Easy Access to U.S. Route 41
- Available Commercial Sites and Buildings
- Proximity to Woodlawn Park
- Proximity to Village Center
- Public Transportation & Potential Improvements
- Part of Planned Village Bicycle Trail System
 - Link between Des Plaines River (west)
 - and North Shore Trail (east)
- Village Identification Opportunities
- Urban Open Space Opportunities
- Multiple Family/Senior Housing Potential

The East Gateway Area represents one of enormous potential. The Village Plan envisions a strategy of both public and privately driven revitalization for the area with the overall aim of attracting new investors and users while, at the same time, preserving the scale and underlying character of development, thus ensuring that existing users and businesses will remain committed to the area.

Central to the Village's revitalization strategy is the introduction of a variety of key streetscape elements to improve both the aesthetics and identity of the area and enhance public transportation opportunities. Potential streetscape improvements include the following: improved entry signage; upgraded street lighting; parking lot and right-of-way enhancements; burying overhead powerlines; creating urban open spaces; new bus shelters, and improved automobile/bus circulation.

Installation of the characteristic Village of Gurnee street lamp, burying powerlines, and/or the installation of enhanced landscaping throughout this area will help provide Village identification and assist in improving the overall aesthetics of the street scene. As with the Village Center, these enhancements both within the public right-of-way and in areas such as parking lots, can have a significant impact on the visual character of the street. In the East Gateway the Village also encourages reducing the impact of obtrusive signage along the street. The following pages provide illustrations to show the potential impact of such improvements (see Exhibits 16-22).



Existing conditions on the north side of Grand Avenue showing the existing entry sign, minimal landscaping and overhead powerlines

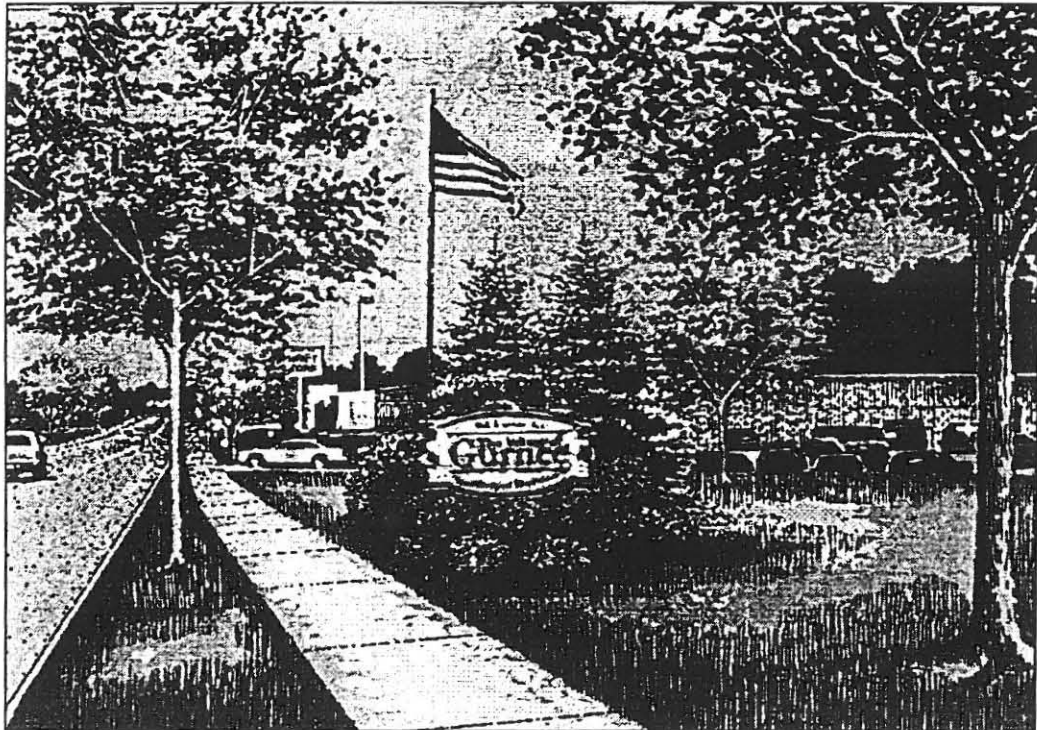
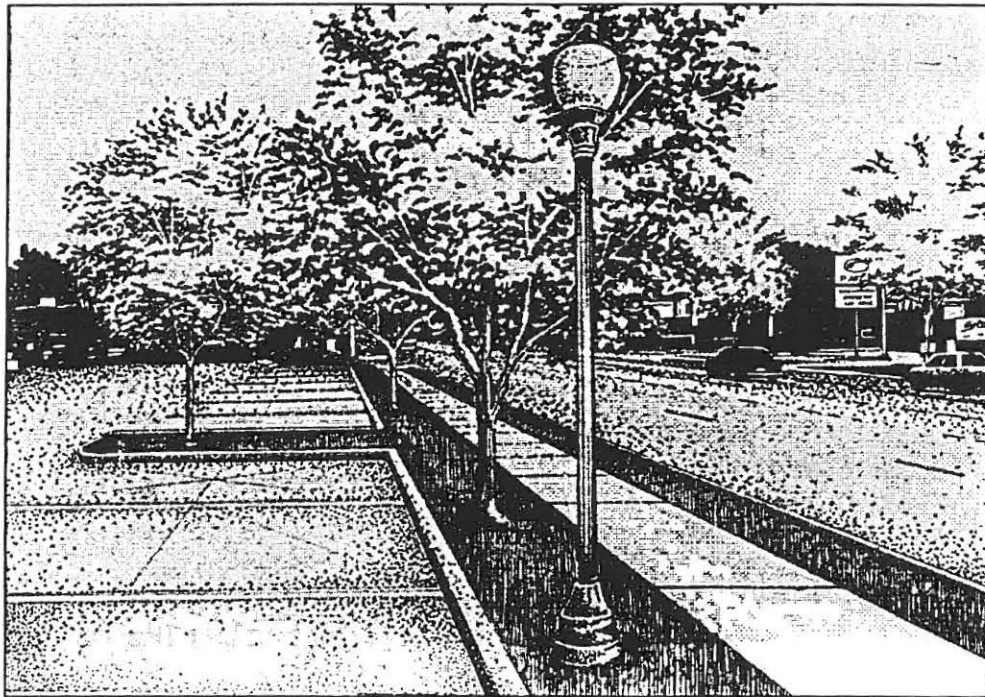


Illustration eliminating the overhead powerlines, lowering the entry sign and increasing the plantings around it, and adding street trees

Exhibit 16: Entry Enhancements

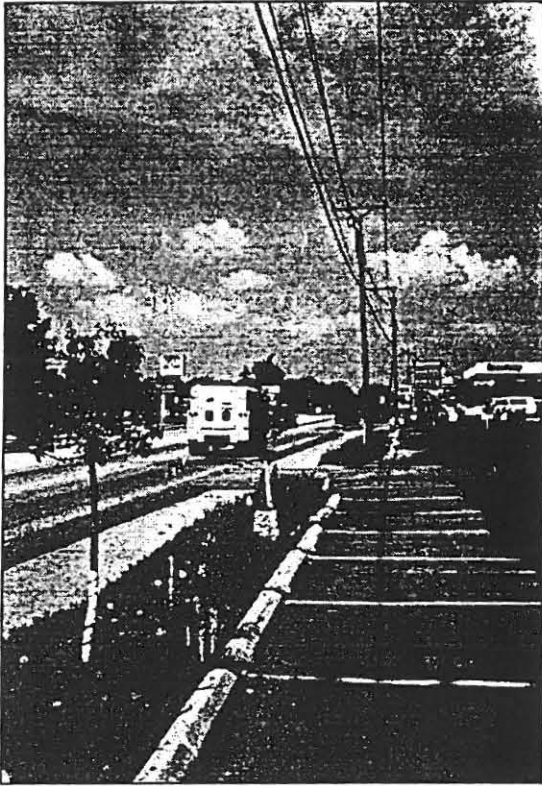


Existing Conditions Looking west along south Grand Avenue showing extensive pavement, minimal landscape, and no vertical elements to add visual interest.



Rendering depicting area with planting islands containing lawn and canopy trees as well as the characteristic Gurnee street lamp to help provide Village identification and improve the overall aesthetic of the area.

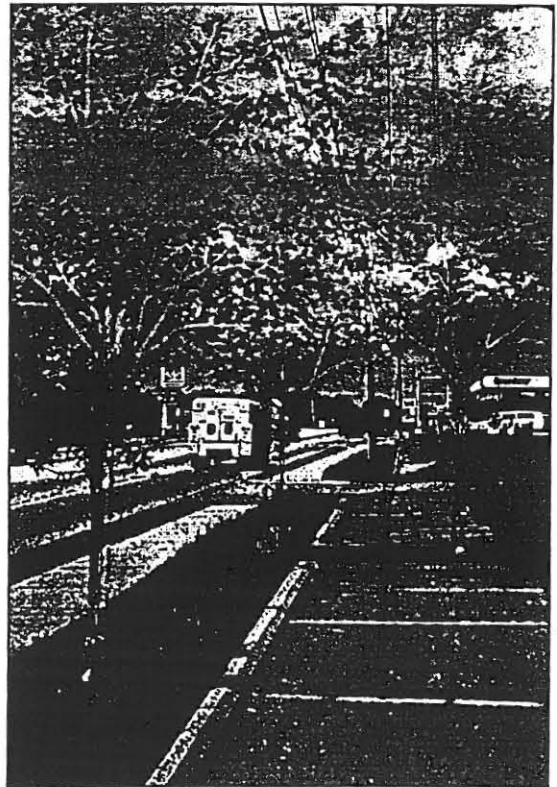
Exhibit 17: Street Lighting.



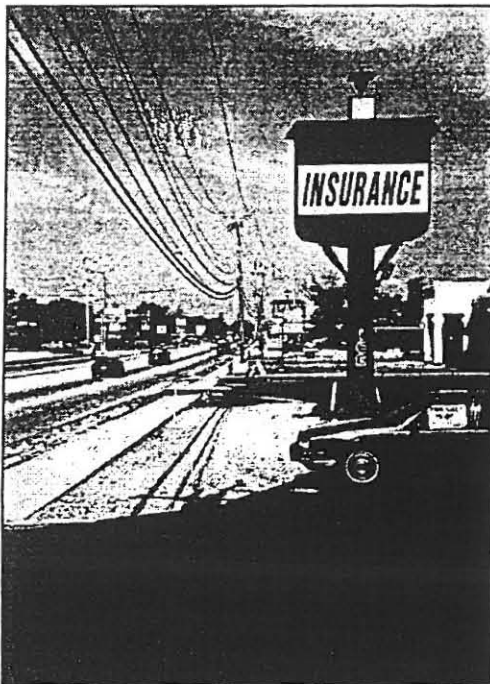
The photograph on the left is of the existing streetscape viewing west along the north side of Grand Avenue. The shot illustrates the limited impact of the installed landscape due to its small size and the open, stark appearance of the parking lot with no landscaped islands or other plantings. The photograph also shows the visually intrusive nature of the overhead powerlines given the limited landscaping.

**Exhibit 18: Parking Lot and
R.O.W. Enhancements**

The rendering on the right shows the dramatic visual effect of installing more substantial right of way plantings and providing landscaped islands planted with shade trees in the parking lot. The additional landscape has the effect of softening existing structures and visual intrusions in the street scene including the powerlines. The widespread use of such an approach along the north and south sides of Grand Avenue throughout the East Gateway Area would have a profound effect on the aesthetics of the area.



The following illustrate that there exist a variety of potential improvements that can be employed in the streetscape and the visual impact that these can have. The photograph below is a view west along north Grand Avenue. Right is a rendering showing the effect of simply adding low plants to the base of the sign. The effect is to soften the impact of the built environment such as the buildings, powerlines, and existing signs by providing a distraction.



Right is the same view but this time the illustration shows removing the overlines, reducing the impact of the sign by lowering it and the installation of taller landscaping. The combination of the reduction in the visual impact of the built development such as burying powerlines and lowering the sign, coupled with a significant increase in landscaping can have a startling effect on the streetscape.

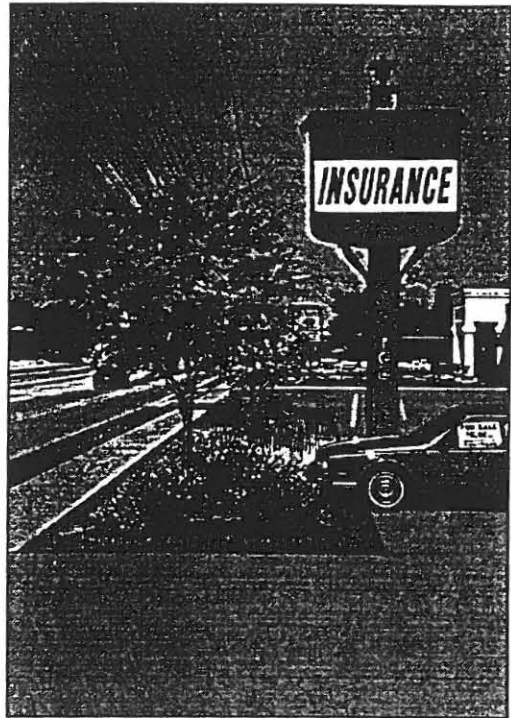
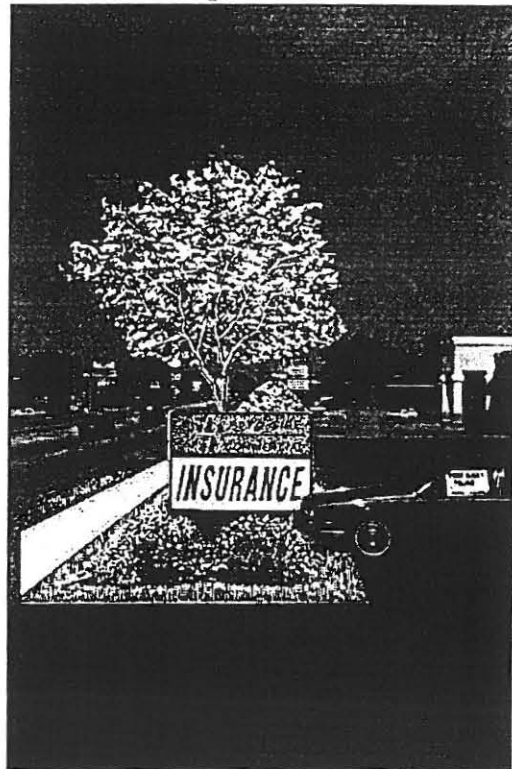
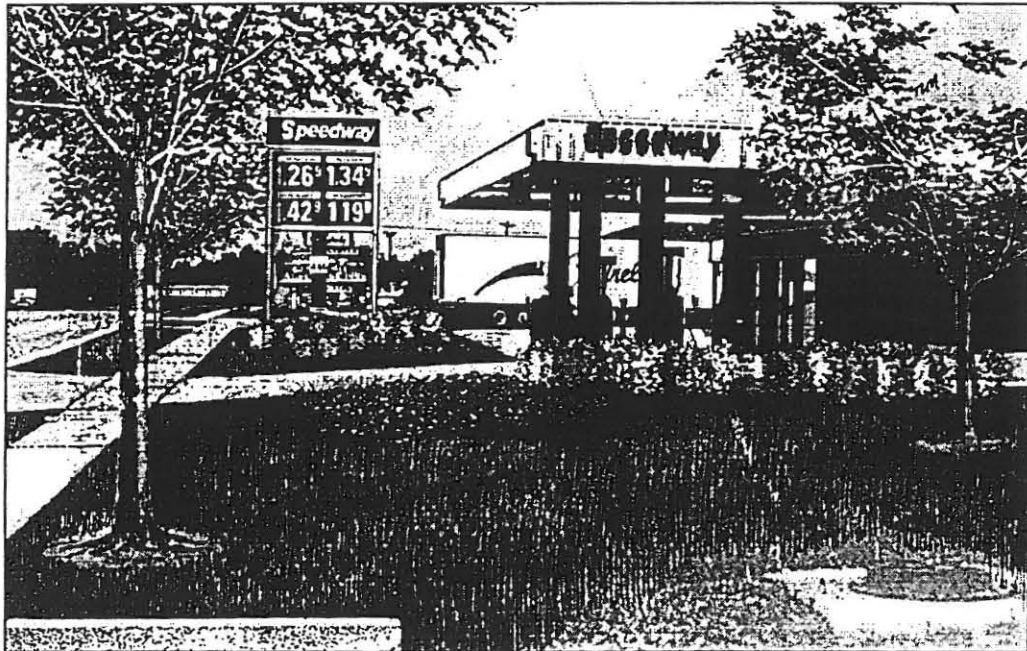


Exhibit 19:
Landscape/Signage/Powerline
Streetscape Enhancement





Existing Conditions Looking west along north Grand Avenue showing powerlines, minimal landscaping/screening and signage.



Rendering depicting removal of powerlines, additional site and R.O.W. landscaping and screening and less obtrusive signage.

Exhibit 20 - Example of Commercial Site & R.O.W. Enhancement

The existing streetscape has been developed in such a way that opportunities exist for the landscaping and general improvements to both the building setback areas, parking lots and signage to soften the appearance of the buildings and parking areas and hence that of the street scene in general. This could be achieved with both the existing development and any potential redevelopment in the area. The Village is prepared to work with the individual property owners in the provision of such landscaping/urban open space

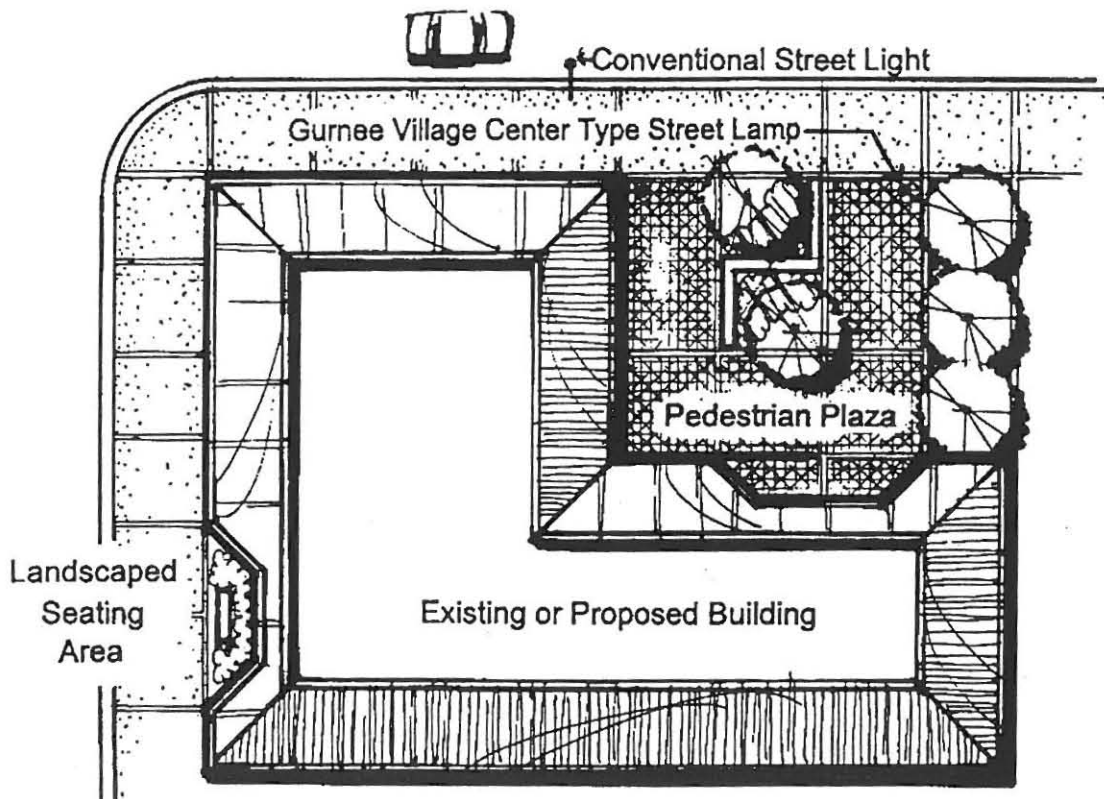
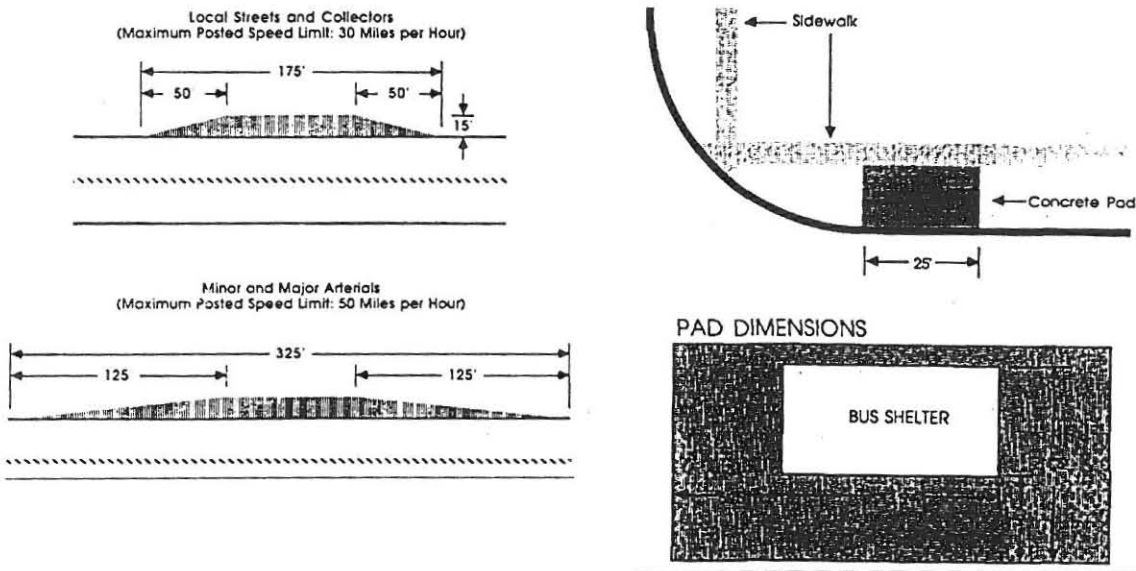


Exhibit 21: Urban Open Space

One significant streetscape improvement that is envisioned for this area is covered bus shelters along Grand Avenue. Such shelters can be an important factor in the usage of public transportation and hence the access potential to the area for both customers and employees. An increased use of public transportation can also have a positive affect on traffic volume on Grand.



Bus Turnout Designs

Paved Passenger Waiting Areas

Increasing the user-friendliness of the area and safety for visitors/users by improving Auto-bus circulation is another possible enhancement. One method of achieving this is by segregating the bus stops from the main flow of traffic along Grand. The illustrations above show two examples of such segregation. The Village would need to work with IDOT, PACE and possibly private property owners to achieve these improvements.

Exhibit 22: Public Transportation Improvements
Images from Pace Development Guidelines, December 1989

Potential improvements to this important area collectively represent (along with any other appropriate investment) the means by which the area can be enhanced - economically, aesthetically and functionally. As previously mentioned, revitalizing East Grand Avenue can have a positive effect on residential properties to the north and south. Similarly, Gurnee is continuing to further expand utility services to the residential properties to the north of this area and these improvements to this residential neighborhood can also have a positive effect on the redevelopment efforts for the East Grand Gateway commercial corridor.

Much of the piecemeal improvements such as: facade re-vamps, the installation of decorative features and landscaping, sympathetic signage and any other appropriate improvements to the area can be accomplished by individual business owners. The Village should begin a phased introduction of the decorative street lights into the area which may also involve private property interests utilizing this recognizable light feature into their plans. The Village can assist with the establishment of an East Gateway Business Owners Association to help coordinate the potential improvement activities in the area.

The Village may wish to explore in more detail the potential for alternative uses including residential, office, service, educational and others for some of the infill properties and existing under-utilized buildings. Based on these more specific studies and the interest of the private sector, alternatives for funding including possibly the establishment of a TIF (Tax Increment Financing) District and other financing options will need to be explored.

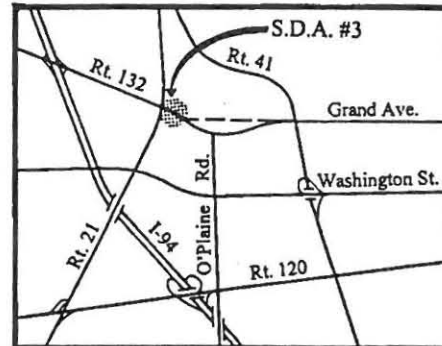
Based on the interests of the business community other activities and special attractions to enhance the climate such as joint promotions or a farmer's market can be explored. Many of these ideas can only be successful with substantial commitment on the part of the local business owners.

The Village will continue to place great emphasis on the role of the East Gateway Area in the community and attempt to ensure that its entrepreneurs, visitors and surrounding residents benefit from its thriving success well into the foreseeable future.

Special Development Area 3 Grand Avenue East of Great America

WHERE:

The Single family lots immediately north and south of Grand Avenue (Rte. 132) between Riverside Drive (Rte. 21) to the east and Six Flags Parkway to the west.



WHY:

As a central part of the process of preparing an update to its Comprehensive Land Use Plan, the Village of Gurnee has always been receptive to requests by Village residents and other interested parties to consider certain land use issues. During this update of the Comprehensive Plan, the Village was approached by a number of residents/property owners from this area with concerns that they would like the Village to address. The primary issues fall into three categories as outlined below:

1. Traffic

- Excessive speeds on Grand Avenue.
- Volume of traffic on Grand Avenue is heavy and continually increasing.
- Traffic is not stopping for school bus stop signs.

2. Noise

- Sirens from emergency vehicles.
- Loud car radios.
- Large trucks shifting gears and screeching brakes.

3. Access

- Fear of being rear ended when slowing to enter driveways.
- Plowed snow blocks driveways.
- Not safe to make left turns across traffic to enter or exit driveways due to speed and volume of traffic.

WHAT?:

Existing well-kept homes on large lots
Attractive residential character
Frontage to Grand Avenue
Proximity to Route 41 and the Tri-State

Some residents/owners raised the question of residential conversions to office and professional business type uses similar to or less intense than those accommodated in the Village Center - a short distance to the east of this area. In the Village Center, Gurnee has successfully retained the residential character of the area while providing for conversions to non-residential uses such as office and service uses. The possibility of creating a new zoning district, similar to the Village Center, was discussed for this portion of Grand Avenue which would allow small office uses (no retail businesses).

The Village Plan Commission studied a variety of options for alternative uses in this area. The need for such study is due to the potential impact that such changes in land use can have not only on the character of the immediate area, but also on the traffic patterns and the surrounding residents within the abutting residential neighborhoods. The study of such issues produced a number of potential options for the area.

While considering conversions and possible building expansions in this area, the Plan Commission and the Village Board considered, among others, the following issues:

- The effect on the character of the street scene of parked vehicles, signs, and possible building additions as seen from Grand Avenue;
- The effect of parked vehicles, enlarged parking areas, and outside lights on neighboring property owners;
- The potential to reduce the number of curb-cuts on Grand Avenue;
- The possibility of increased vehicular movements in this area;
- The likelihood of cooperation between adjoining property owners for the conversion of two or more parcels at the same time and the potential for shared parking arrangements;
- Landscaping and signage issues;
- Existing residential conversions in the community; and,
- The views of interested parties as presented to the Village on the matter at Village meetings and in correspondence.

After months of consideration, numerous public meetings, much resident input and discussion the Plan Commission has decided against recommending a new zoning district for this area. The Commission feels that this is not the appropriate solution to alleviate the concerns raised by the local residents. The Plan Commission is of the opinion that the appropriate solution is to undertake studies to develop enhancements to strengthen the residential character of the area. More study of the area would be necessary as well as a general consensus among the residents and Village officials if any land use or zoning change should ever be considered. This area is designated a Special Development Area due to its unique character, location and concerns as raised by the residents of the area and as recognized by the Plan Commission.

The following is a list of suggestions of which all or some may be appropriate to implement. Many of these ideas are from residents of the area:

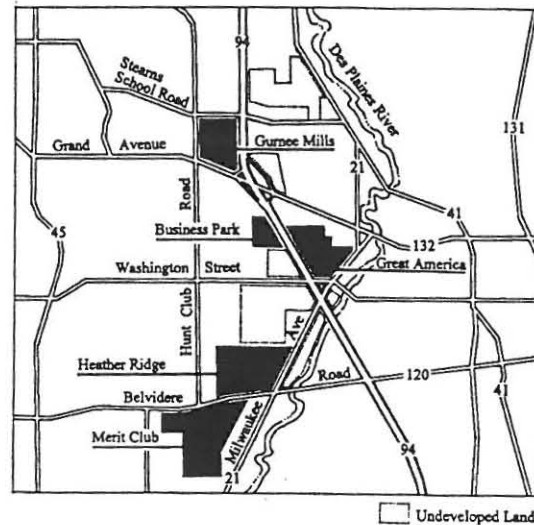
- Obtain professional assistance to develop specific recommendations to strengthen the residential character of the area including both immediate enhancements to be implemented within a year or two and longer range solutions to be added to the Village capital improvements program.
- Implement capital improvements in the area to further reinforce the area as a residential neighborhood such as installation of the characteristic Gurnee lamp posts, enhanced landscaping and appropriate signage (children at play, reduce speed, etc.).
- Conduct a traffic study to further understand the situation.
- Work to possibly reduce the speed limit (40 mph is not conducive to a residential area)
- Install clearly marked bus stops along Grand Avenue for school buses and PACE buses
- Check and adjust timing or demand functions of the traffic signals in the area to reduce traffic back-ups.
- Per residents' request; possible establishment of more stringent auto noise laws relating to stereo and muffler noise levels.
- Work with Great America to allow cars early entry into their parking lots prior to the park's opening before backups on public roads occur.

Special Development Area 4

The Regional Opportunity/ Community Corridor

WHERE:

A corridor extending from the south central edge of the Village south of Route 120 near the Merit Club and St. Sava Monastery, north along Milwaukee Avenue (IL Route 21) to the Tri-State Tollway (I-94), then, north along the Tollway past the full access interchange at Grand Avenue to the area just north of Stearns School Road and then curving east to the regional exposure provided by U.S. Route 41.



WHY:

This strategically important Regional Opportunity/Community Corridor is characterized by a wide variety of land uses, large vacant sites, several major visitor attractions; convenient regional access to the entire Chicago and Milwaukee metropolitan area and tremendous development opportunities. The objectives of the Village for this area are as follows:

- Take full advantage of the Regional access opportunities and visibility provided by Route 120, Route 41, the Tollway, and the other major arterials in the area.
- Encourage sensitive and coordinated development that addresses regional and local impacts to ensure continuity of design.
- Address traffic issues and explore possibilities for new or improved mass transit opportunities and alternative means of transportation.
- Protect existing views and natural amenities within the area.
- Allow development that complements the community needs and enhances the overall quality of life for Gurnee residents.
- Establish special site planning and aesthetic standards for the corridor.

WOW!:

The area currently contains two major visitor attractions - Six Flags Great America theme park and Gurnee Mills shopping center which attract millions of visitors to the Village annually and make significant contributions to the tax base of the community and to the general economic well-being of commercial enterprise throughout the community. These developments also expand the shopping, recreational and employment opportunities of Gurnee residents and workers. However, they also increase the traffic to and from the area. According to the Illinois Bureau of Tourism, the largest single destination for bus traffic in the State of Illinois is the Great America Theme Park. Traffic is an important issue within the corridor. The Plan Commission feels strongly that alternative means of transportation need to be studied and, if feasible, implemented within this corridor.

An underlying goal of the Village throughout its growth history has been to foster development that expands opportunities within the community and to capture those opportunities that may be recognized in the region. This has resulted in a pattern of development that attracts visitors and investors to the Village from throughout the region and to some extent the entire nation, but always with the fundamental aim of ensuring that the Village is a desirable community in which to work and live.

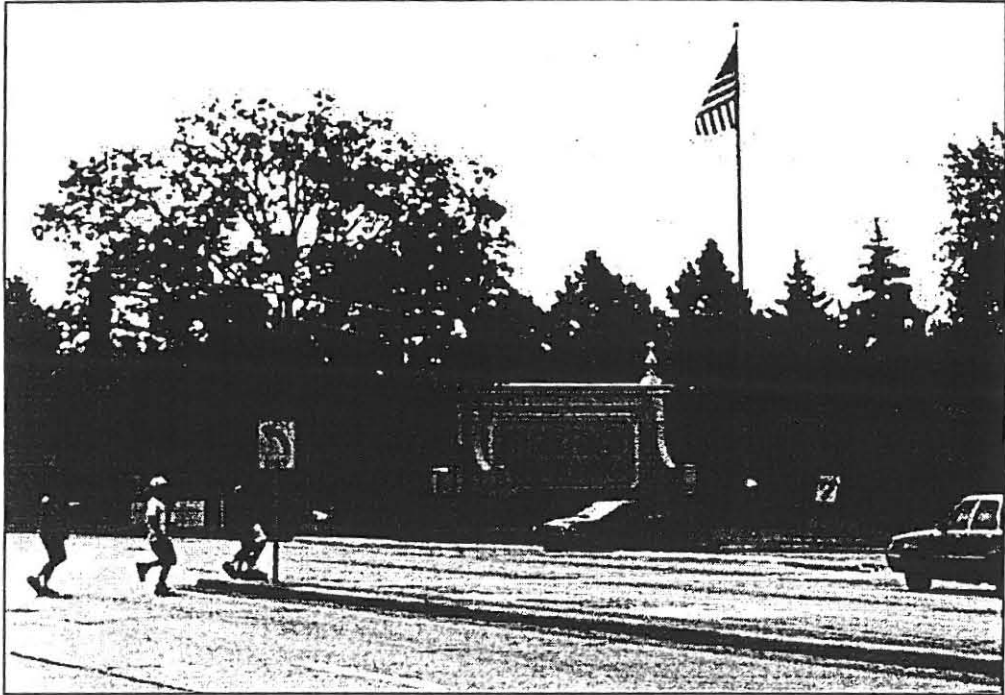
Due to the special characteristics, and potential of this Regional Opportunity/Community Corridor, the Village wishes to ensure that with careful planning, past successes can be built on, and an aesthetically pleasing, balanced, unified pattern of development can be achieved. Future growth must be compatible with existing uses and address both regional and local impact issues. New projects must positively contribute to the lives of community residents and workers, and assist in the continued development of the community as a thriving opportunity center. Such development should include alternative transportation opportunities which can be as simple as walkways to off-site destinations or a bus stop incorporated into a new site plan to possibly even setting aside land for a non-auto circulation system such as a people mover or light rail system. Substantial areas are designated for employment generating uses such as office/research development, these areas are well suited for a corporate 'campus' type of development which tends to have large amounts of open space, recreational amenities, ample landscaping and coordinated internal circulation. There too exists the potential for additional recreation/visitor development such as a regional conference/hotel facility and the expansion and continuing development potential of Six Flags theme park, Gurnee Mills Outlet Mall, as well as the existing mix of housing opportunities.

The size of the area coupled with the range of existing uses and the amount of available land as previously outlined raises a number of questions that will need continuous planning and discussions as the area evolves. The general land use designations as indicated on the Comprehensive Land Use Plan Map, as recently updated with the Village Plan Commission, appear to be capable of accommodating the range of land uses and opportunities that have been recognized for the Corridor.

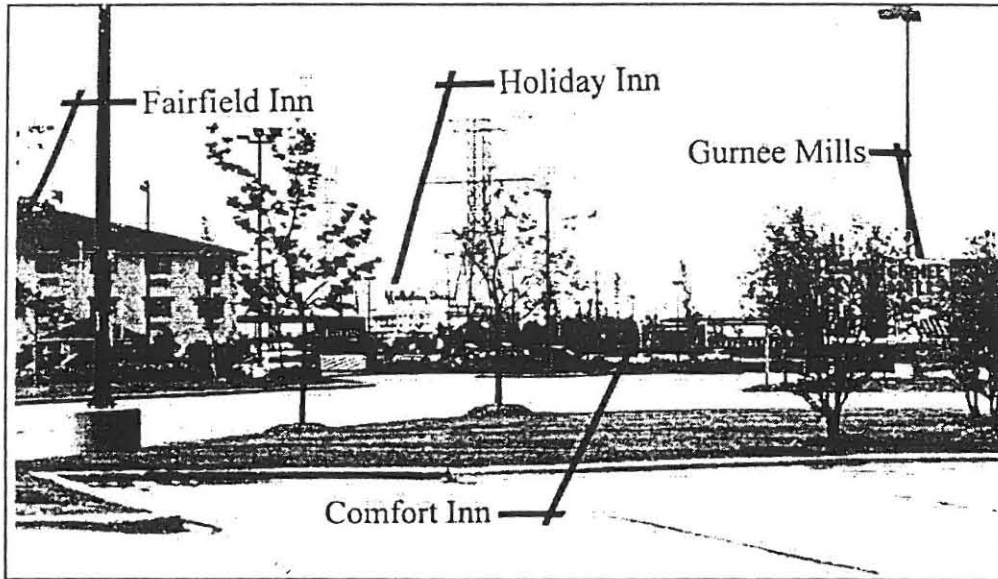
A comparison between the size and range of land use characteristics in this Corridor compared to those of the other Special Development Areas such as the Village Center Area or the East Grand Gateway Area, suggests that discussing specific portions of the corridor may be warranted in order to clearly define the Plan Commission's vision for the corridor.

An example of the complex and wide ranging characteristics of this area is illustrated by Exhibit 23 and 24 on the following pages. Exhibit 23 shows the general character of the northern portion of the Regional Opportunity/Community Corridor which is commercial/recreational/visitor oriented in nature. This is typified by the photograph showing a concentration of three hotels and Gurnee Mills shopping center in one shot. The uses in this part of the Corridor can be generally categorized as relatively intense commercial uses producing high retail sales tax generation. While such uses have been successfully integrated into the Village with standards including generous landscaping, open space and setbacks, they are commercial or commercial/recreational in nature and their character in the street scene, signage, traffic generation patterns, visitor potential and other characteristics are reflective of these types of uses and need to be taken into account as development continues in the area.

In contrast to the northern portion of the Corridor, the southern end of the Corridor is comprised of quite different uses as is shown in Exhibit 24. The uses here tend to be less intense while still having the potential for attracting visitors and generating tourism as is indicated by the sign for the U.S. Women's Golf Open Championship in 1999 and the plans for the Forest Preserve regional trail through the area. One primary goal of the Plan Commission affecting further development in the southern portion of the Corridor is preservation: to preserve the existing character of the area; the views; the natural amenities; and the scenic corridors. The uses in the southern Corridor have their own general appearance in the street scene, traffic patterns and other characteristics that set them apart from those in the northern part of the corridor around Six Flags and Gurnee Mills.

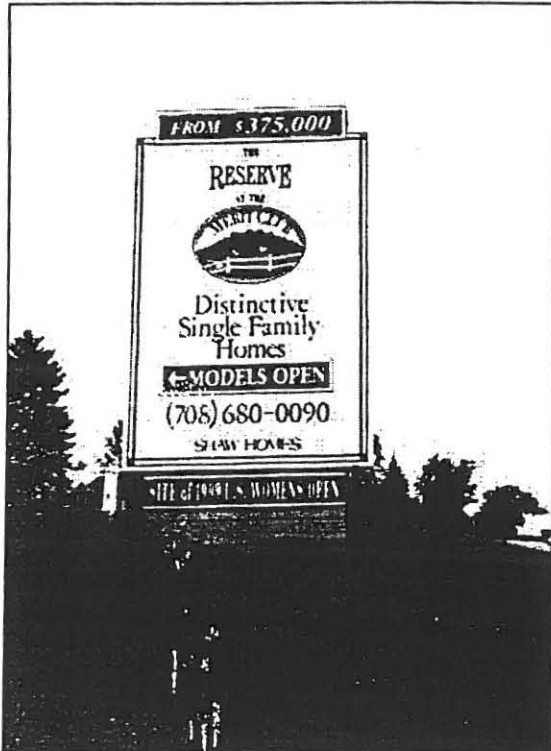


Six Flags Great America Theme Park Entrance, Grand Avenue



Gurnee Mills Shopping Center and the Adjacent Vicinity

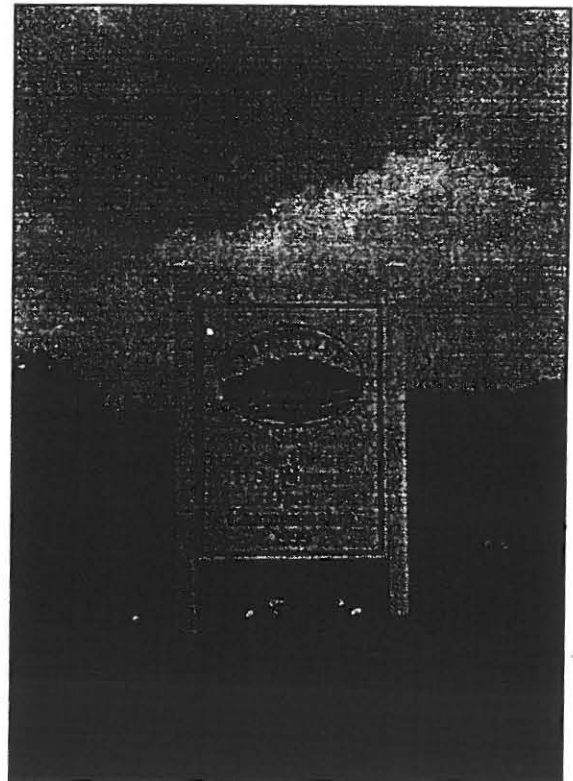
**Exhibit 23: Regional Opportunity/Community Corridor -
Northern Area Character**



Left: Private golf course community.
Homes ranging from \$375,000
to \$1,000,000

**Exhibit 24: Regional Opportunity/
Community Corridor -
Southern Area Character**

Right: Also tourism/visitor potential
but note how this is of a different
character than the north Corridor
area (see Exhibit 23)



This broad variety in the type of uses and resultant character and traffic generation as well as the sizes of available parcels of land in these different parts of the Corridor present challenges for developing a coordinated planning strategy for the Special Development Area. The vast size and variety of land uses set this area apart from the other Special Development areas in this update of the Plan. The Village has examined a number of alternative approaches to coordinating a planning strategy for this Corridor. A successful blend of a number of individual planning strategies that together will result in a cohesive planning approach for addressing the future of this important Corridor, both to the Community and the Region may be needed in light of the size and diversity within the area.

Prior to the formation of the Regional Opportunity/Community Corridor the Plan Commission studied numerous tracts of land for potential inclusion in the Comprehensive Plan Update as Special Development Areas. These represent areas where there are special issues which impact the appropriateness of future development such as fragmented ownership, future road networks, coordinated development, and compatibility with existing land uses. Three such Sub-Areas fall within the Corridor's limits: Sub-Area A--the area north of Stearns School Road between Route 41 and Interstate 94; Sub-Area B--the land south of Washington Street west of Interstate 94; and Sub-Area C--the Route 21 Corridor between Route 120 and Washington Street. These three Sub-Areas represent significant pieces of land available for future development within the Regional Opportunity/Community Corridor.

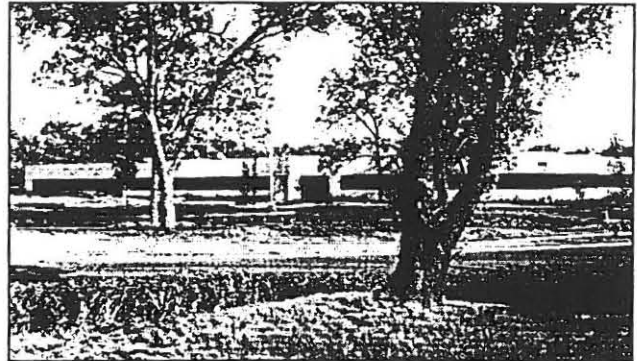
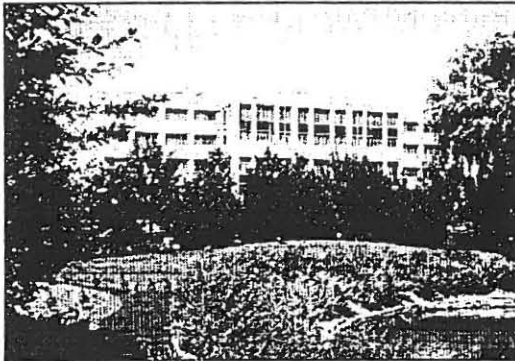
Sub-Area A--Stearns School Road Area

This area of approximately 300 acres includes, but is not limited to, Special Development Area #6 from the 1990 Gurnee Comprehensive Land Use Plan (see Exhibit 7). The concerns noted in 1990 were: uncertainty with proposed future road alignments, juxtaposition of the area parcels in relation to the Tollway and Route 41, and a lack of access to municipal sanitary sewers in the then SDA #6.

As mentioned in the 1990 Comprehensive Plan Update one proposed road configuration extends Sunset Avenue westward to intersect with Route 41 and connect with Stearns School Road. As outlined in the 1994 Lake County Framework Plan Update, current plans are to extend Yorkhouse Road to Route 41; reducing the probability of the Sunset-Stearns School Road Connection. In relation to Route 41 and the Tollway, the 1990 Comprehensive Plan notes that residential development in the area must provide significant buffering and building setbacks to protect residents from noise and fumes caused by heavy traffic volumes. However, non-residential developments may benefit from the Tollway and Route 41 which instead of being a design constraint becomes a positive factor in the form of prominence and accessibility to the area.

Since 1990 the Village has received approvals for modifying the Facility Planning Area. The potential for expanding sanitary sewer service to the area previously referred to as Special Development Area #6 has been more thoroughly explored. Questions remain as to the costs for this potential extension of services and it may take a project of considerable scale to justify the investment in major expansion of sewer capacity in this area. The Village Plan Commission has considered the potential for a larger scale project for this area with major employment oriented uses with access to Route 41.

The Land Use Map shows residential immediately north of Stearns School Road with the remaining land designated for office/service and industrial uses. If buffered properly with a minimum of 100' perimeter landscaping and a loop internal circulation route to provide balanced traffic patterns the employment uses will not adversely affect any surrounding uses and in fact may be beneficial in the form of additional open space, trails, and possibly even recreational amenities. New development will be encouraged to provide transportation improvements (including possibly setting aside sufficient land for non-auto circulation routes), pedestrian oriented internal circulation and walkways to off-site destinations, and public recreational opportunities. The Commission feels that this land because the size and proximity to the Tollway, Route 41, and Route 120 is best suited for an office/research park and possibly a corporate campus type of use (See Exhibit 25).



Examples of existing buildings in similar locations to those shown on the Gurnee Comprehensive Plan Map for future Office/Service and Industrial/Office Research uses.

Exhibit 25

Sub-Area B--West of Milwaukee Avenue/I-94 Intersection

This area is comprised of roughly 300 acres of land and is in many ways quite similar to the Stearns School Road area (see Exhibit 7). This is a high visibility area, from both Interstate 94 and Milwaukee Avenue, as well as from Washington Street and Gages Lake Road. Due to the amount of land available, its close proximity to Great America and the Tollway, and its central location the Plan Commission feels that it, like the Stearns School Area, is best suited for employment uses. With a minimum 100' perimeter landscaped buffer the employment uses within this area would be adequately buffered from all adjacent uses and allow for pleasant views as seen from the Tollway and the other thoroughfares. A corporate campus type of development or office park can be beneficial to the Village and its residents in many ways. If done properly, these types of developments can offer amenities to the local residents such as walking trails, large expanses of open space, improved mass transportation to the area, and potentially new and different transportation options (see Exhibit 26). The potential for office/service and industrial uses primarily within 1 to 3 story buildings with some limited development over 3 stories translates to approximately 2,000,000 square feet of total floor area.

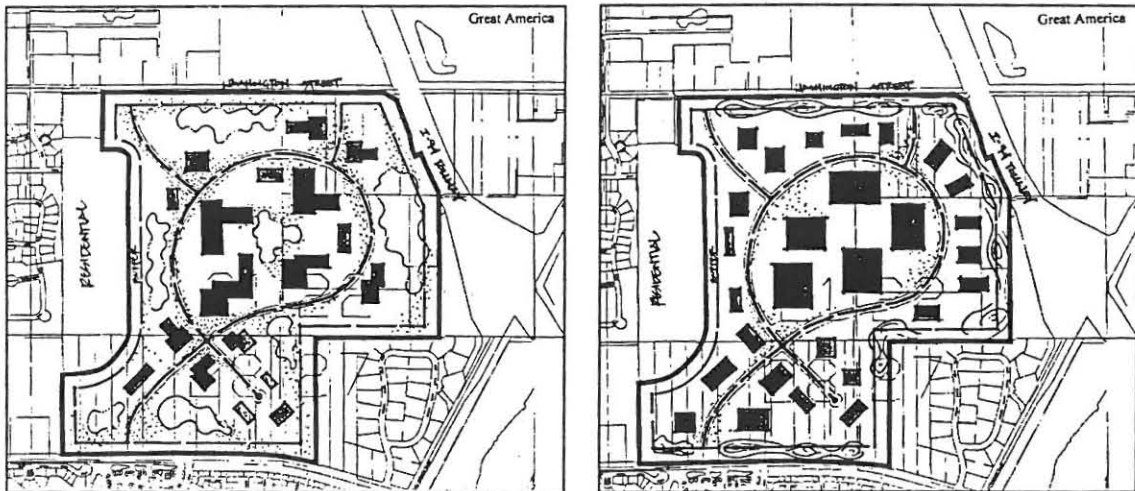


Exhibit 26
Diagrammatic Site Plans For Examples of Corporate Campus and Office Park
Type Development For This Area

Sub-Area C--Route 21 Corridor

This study dealt with four pieces of land all totaling a little under 200 acres along Milwaukee Avenue (see Exhibit 7). The area includes the triangular piece of land bordered by Milwaukee Avenue to the east, the Tollway to the west, and Washington Street to the north and the land east of Route 21 between Washington Street to the north and Belvidere Road to the south.

This area is significant due to its proximity to major roadways, future plans for the extension of Route 53, the desire to protect Milwaukee Avenue as a scenic corridor, and the fact that plans have been submitted to the Plan Commission for development within the area that do not meet the current zoning. The scenic corridor concept for this stretch of Milwaukee Avenue is intended to result in a successful marriage of development and a major thoroughfare where development does not over-dominate the corridor. Concept plans for this area show large setbacks from the road (minimum 100') with significant landscaped buffers.

The overall concept for this area is an office/service scenic corridor with approximately 800,000 to 1,500,000 square feet of total floor area which averages less than a 0.2 floor area ratio. This would occur in low and mid-rise buildings between 1 and 3 stories in height unless increased setbacks are provided in which case buildings up to a maximum of 5 stories will be allowed and in areas abutting the Tollway the height may be increased up to a 6 story maximum. The desired mix of uses is one with varying peak hour traffic characteristics given the importance of this busy regional highway arterial for the area.

The triangular area between Milwaukee Avenue, the Tollway and Washington Street was Special Development Area #7 in the 1990 Comprehensive Plan. The comments made in the earlier plan are still pertinent today. The area has been partly developed as single family residential along Washington Street and Milwaukee Avenue (some of the single family structures have been converted to office/service uses) while the interior of the site is undeveloped. The area is located directly across Washington Street from Great America and the concept plan shows coordinated access onto Washington Street from both Great America and any new development on this site. The concept plan suggests that there be no more than two or possibly three access points to the interior of the site. A circular road pattern within the area is recommended to facilitate access within the interior and with sites along the periphery. The plan also recommends that the individual properties along Washington Street and Milwaukee Avenue be developed or redeveloped with coordinated access so as to limit the number of curb cuts on these two major arteries. Highway oriented businesses, such as fast food restaurants and service stations, are discouraged because of the large increase in traffic such development would cause in the area (see Exhibit 27).

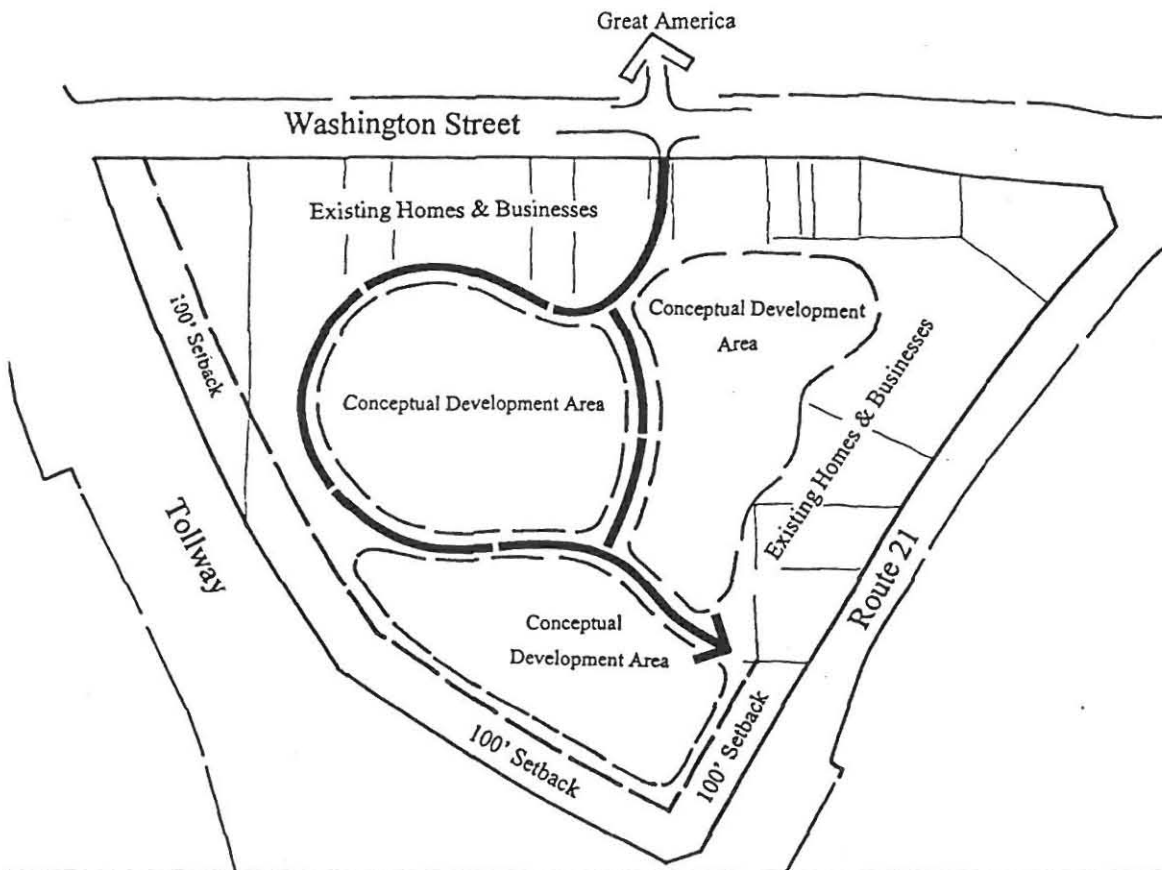


Exhibit 27
Diagrammatic Plan for Land South of Great America

Corridor Planning Issues

As with the other special development areas in this Update of the Village Comprehensive Land Use Plan, in the Regional Opportunity/Community Area, the Village of Gurnee will explore every possible planning initiative to ensure the prosperity and appeal of the Corridor for the future years to come.

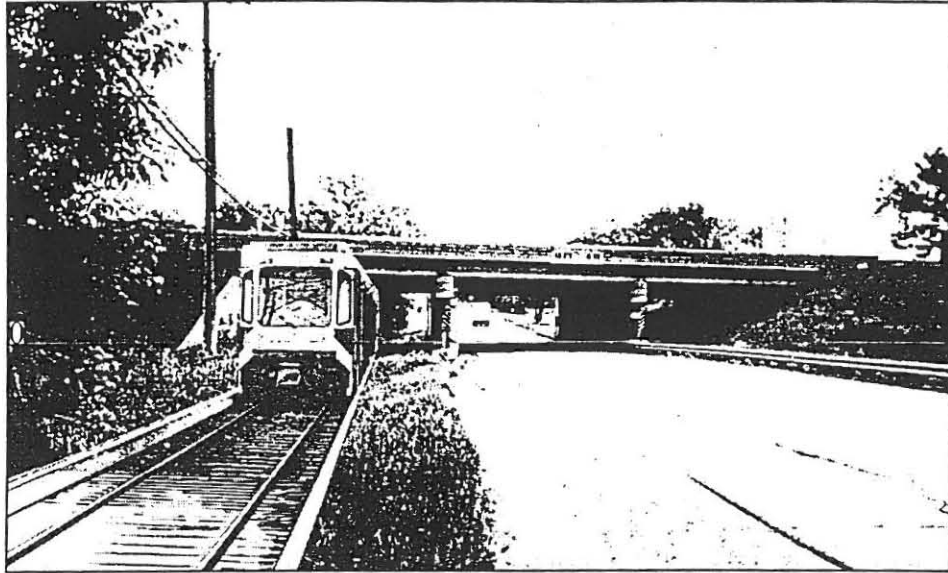
Exploring Alternatives to Automobile Transportation

An important indication of the Village's commitment to exploring opportunities for alternatives to the automobile is the preparation and adoption by the Village of the Pedestrian Bicycle Trails Master Plan in 1994 and their continuing support for annual allocations of funds to implement the Plan. While this represented a milestone in planning for automobile alternatives in the community, other potential alternatives will need consideration by the Village in the Regional Opportunity/Community Corridor.

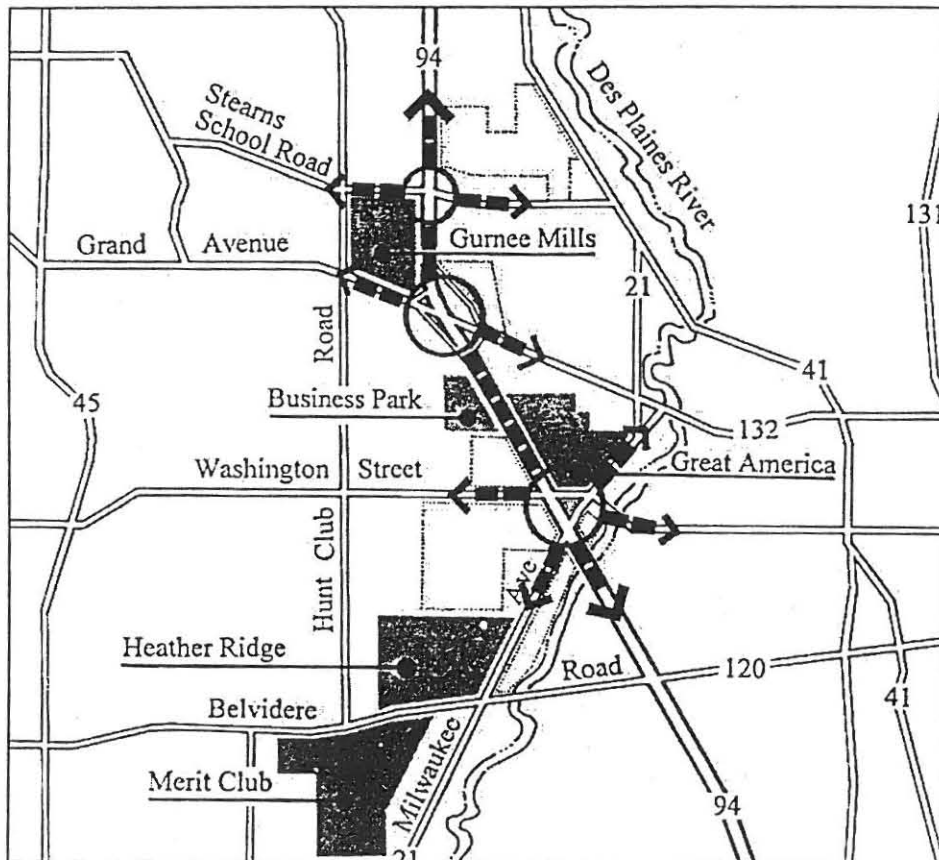
The range of possibilities varies from a potential train station on the Milwaukee District North Line with possible connections via other mass transit alternatives to the Corridor to the possibility of a rapid transit/people mover or coordinated bus routes in the central/northern area of the Corridor connecting individual sites with possible connections to other sub-areas at some future date. In the early 1970's Rolf C. Campbell & Associates completed a Mass Transit Development Plan for the Village of Niles, Illinois. Since 1973 Niles has offered a free bus service. This is one example of a community actively encouraging and implementing transportation alternatives. The overall possibility of a unified mass transit system (monorail or light rail system) linking residential, employment, commercial and recreational land uses throughout the corridor is the Plan Commission's long range vision. Exhibit 28 shows a diagram of a potential monorail or light rail route connecting major uses within the Corridor.

Funding for such a plan will need to be a shared responsibility. The Village may want to require developers within the Corridor to set aside sufficient land for non-auto right-of-ways, or finance some of the construction costs through special assessments on businesses near the planned circulation routes. Those closest to the improvement may pay higher assessments than those further away.

As an initial stage in the consideration of such a system, the Village has looked at ways to provide for connections between land uses in the central/northern part of the corridor. Exhibit 28 shows a potential link of compatible land uses, specifically that of connecting the east and west sides of the Corridor across the Tollway. This exhibit shows the existing opening on the north side of the bridge deck for the Tollway crossing over Washington Street near the south entrance to Great America. The potential to utilize this opening for access ranging from a pedestrian path, bicycle trail, protected traffic lane to people movers are examples of the Village considering opportunities that may exist.



View east along Washington from north side.
 Note potential for access connection of some type ranging from a pedestrian path, bicycle trail, protected traffic lane to people movers.



Possible Mass Transit Route

**Exhibit 28: Regional Opportunity/Community Corridor -
 Mass Transit Potential**

Design Criteria

The Village Plan Commission may need to further explore the potential for the establishment of specific design criteria for development in the Corridor and also for the establishment of an overlay zoning district. These Corridor specific design criteria/standards may address the following issues:

- Special traffic study requirements for new uses including both automobile and mass transportation factors;
- Advertising signs or other attention attracting devices of a unique character;
- Shared parking facilities;
- Bermed &/or landscaped parking areas;
- On-site lighting standards;
- Screening requirements of dumpsters;
- Construction standards;
- Increased setbacks;
- Outside Storage and Display Regulations;
- Landscaping and screening requirements;
- Land use restrictions;
- Others.

The Overlay District, when applied in conjunction with the underlying Zoning District standards and the provisions of this document, could provide the Village with the increased detail for directing future development in the Corridor.

VII ANNEXATION AREAS

The annexation of areas around Gurnee will continue to play an important role in the growth and development of the Village. As with previous Comprehensive Land Use Plans, this Plan designates land uses deemed appropriate for areas of land not currently within Village boundaries but within its planning area. All of these areas may at some future date annex to the Village but regardless of whether they do or not, their ultimate land use can have a significant impact on the Village and the day to day lives of the residents.

Historically, the Village has encouraged and will continue to welcome requests for annexation by both residents and businesses in the planning area outside of the Village limits. The Village will work with developers and potential residents and businesses to ensure a mutually beneficial annexation package such as appropriate development on the part of the developer and zoning classification and Village services on the part of the Village. The Village will continue to follow a long-standing policy of generally requiring that all residential areas in the Village be served by public sewer and water either prior to, or immediately following, annexation.

The Village of Gurnee anticipates that annexed areas will be developed with a character that is compatible with the general form of development elsewhere in the Village and generally consistent with the land use designations on the Land Use Plan. The Village will attempt to ensure the orderly annexation of property in a way that does not place any unnecessary burden on Village services and facilities. Central to the Village's overall philosophy is a desire to achieve the desired balance of public versus private land uses. The Village has successfully planned its development to ensure the establishment of significant areas for passive and active recreation land uses and will continue to encourage development that makes adequate provision for such uses.

Much of the undeveloped land in the planning area is located outside of the Village in unincorporated areas. The future character of the Village will depend to a large extent on the form that these development in these areas takes. As such the Village will continue place considerable emphasis on the above issues prior to the annexation of any property. The successful application of such a well established methodology will ensure that the Village continues to offer residents and workers a pleasant community in which to live and work.

VIII COMMUNITY FACILITIES

The provision of facilities in the Village such as public water and sanitary sewer are essential for existing residents and businesses and for the future growth of the Village. The County of Lake Framework Plan Update (1995) outlines County facility planning policy for the Gurnee planning area. Exhibit 29 on the following page shows that 3 of the County's 14 Facility Planning Areas (FPA's) are represented in the Village's planning area: The northeast area is served by the Northeast Lake FPA; the eastern side of the planning area is served by the North Shore Sanitary District FPA; and, the southeastern section is served by the Northeast Central Lake FPA. A review of the Generalized Sewered Service Areas plan in the County's Framework Plan Update shows that virtually all of the land parcels currently within Village limits are served by public sewer and where they are not currently served, the potential would appear to exist for the extension of the existing sewer to serve sites that may annex to the Village at some future date.

The Plan on the following page also shows the location of the principle treatment plant in Gurnee's planning area: Gurnee NSSD located east of the Tri-State Tollway (I-94), south of Washington Street and West of O'Plaine Road.

The Village's long-standing policy of ensuring that all properties within its limits are served by sanitary sewer is expected to continue into the future. The County Framework Plan Update states that:




"County-wide, sewer capacity is adequate to meet future growth needs if growth locates where the capacity exists. However, it is unlikely that new growth will always be localized with adequate capacity. Indeed, the development levels anticipated by many of the municipal comprehensive plans could result in localized shortfalls." (Page 8-9)

While the Framework Plan is not specific in reference to Gurnee as regards to the adequacy of the capacity of the facilities to meet anticipated needs, this statement is important in that it acknowledges the limitations of the existing and planned facilities to meet the demands of projected growth. Prospective developers should place considerable emphasis on the capacity of facilities in the FPA in which the project is located as part of the overall planning of their projects. Where capacity shortfalls may exist in the future, the developer might be required to contribute to the cost of expansion or provision of new facilities. The Village will consider such factors as part of its review process when considering requests for annexation and applications for development.

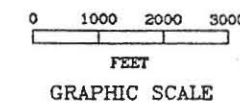


The Village of Gurnee

FACILITY PLANNING AREAS

-  FACILITY PLANNING AREAS
-  VILLAGE OF GURNEE
-  N.S.S.D. TREATMENT FACILITY

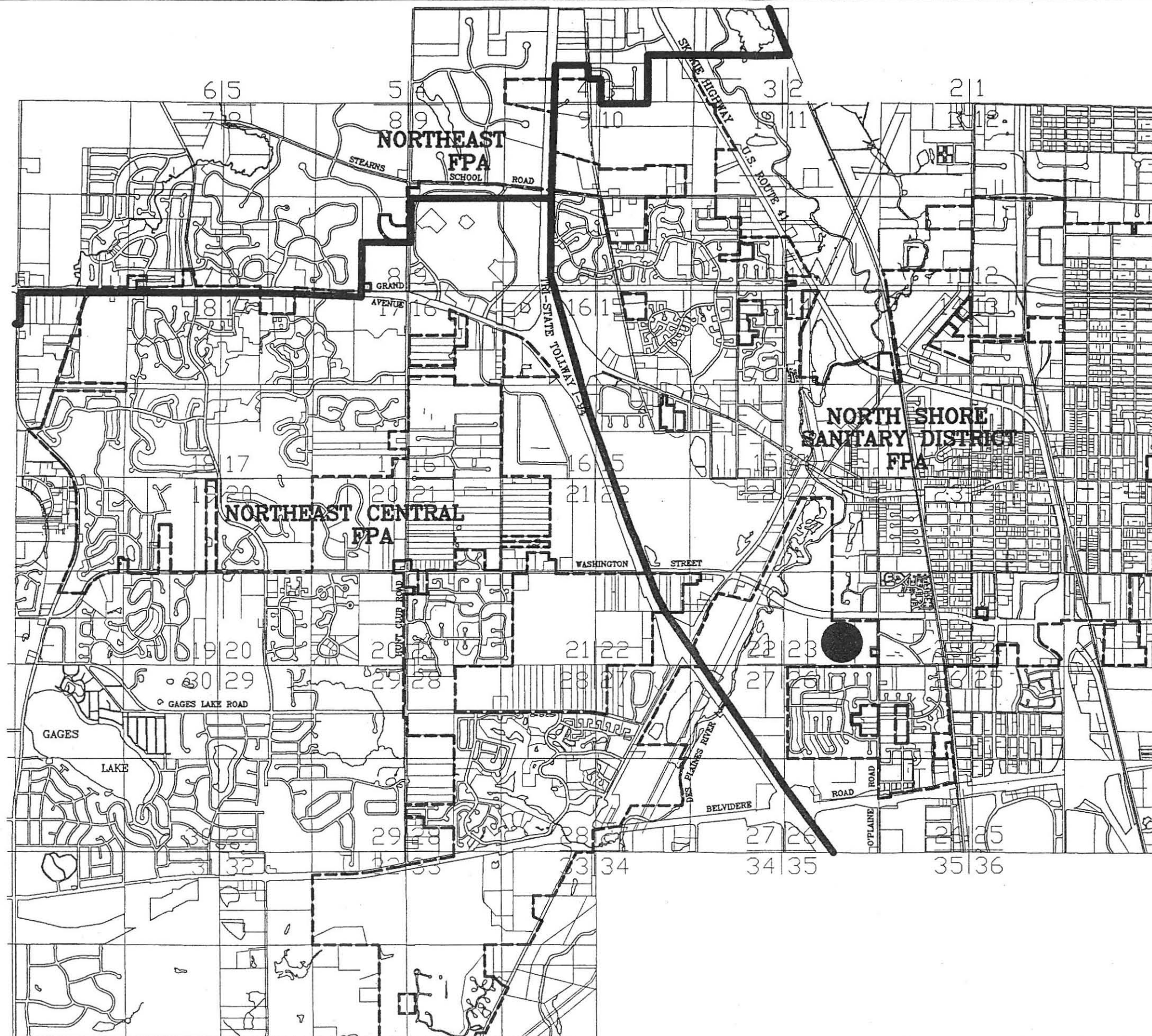
Source: Northeastern Illinois Planning Commission
(June, 1991)



Prepared By:
Village of Gurnee Plan Commission

With Technical Assistance From:
Rolf C. Campbell & Associates Inc.
Lake Bluff, Illinois 60044

December, 1996



IX TRANSPORTATION

The Village of Gurnee owes much of its present day prosperity to its ability to successfully take advantage of its excellent accessibility. As stated in Section 4B)(ii), the existence of two major arterials in I-94 and U.S. 41, together with numerous major area-wide highways traversing the Village, have been significant influences in the location of development. Given the significance of the planned additions and improvements of major highway developments within and surrounding the Village, this Plan provides a separate overview of the transportation network and proposed changes to it as currently planned for the future.

Exhibit 30 shows the major regional arterial in the form of I-94 Tri-State Tollway and U.S. Route 41 coupled with the numerous major area-wide highways traversing the Village. The plan also shows the approximate location of the proposed I-355 Tollway extension (FAP 342). This project represents an important addition to the highway network of the region and the Village has been working diligently with other communities in Lake County, the Illinois Department of Transportation (IDOT) and the Illinois State Tollway Authority (ISTA) on development standards to ensure that environmental and other safeguards are put in place prior to construction of the project. Specifically, these standards relate to: Soil erosion and sediment control; wetland and flood plain protection; stormwater management; illumination; signage; open space preservation; landscape design; and highway access. The Village has been an active participant in the Corridor Planning Council of Central Lake County developing such standards since its inception in 1990. With the technical backup and coordination for the Corridor Council provided by the Northeastern Illinois Planning Commission. The land use recommendations in this Plan have taken into consideration the proposed Tollway extension which is reflected on the Land Use Map.

In 1986 the Village adopted a Comprehensive Transportation Study for the Community. A Village Task Force composed of representatives from both the public and private sectors provided essential input in the development of the study. Much of the Study's findings and recommendations remain relevant today, but in view of the development that has occurred within and surrounding the Village during the past ten years coupled with recent proposals for a regional conference facility, the Village is updating the study and it is expected to be complete in the near future.

As previously stated, in 1994 the Village prepared and adopted a Pedestrian/Bicycle Trail Master Plan which sets forth a long-term program to guide the development of a Village-wide system of trails to be utilized by residents for recreational and non-automotive travel throughout Gurnee. The Plan is an important addition to the Village's transportation planning framework for the Community. It shows the commitment Gurnee has to study and implement alternative means of transportation. The provisions of the Master Plan are reflected in the land use recommendations of this Plan.

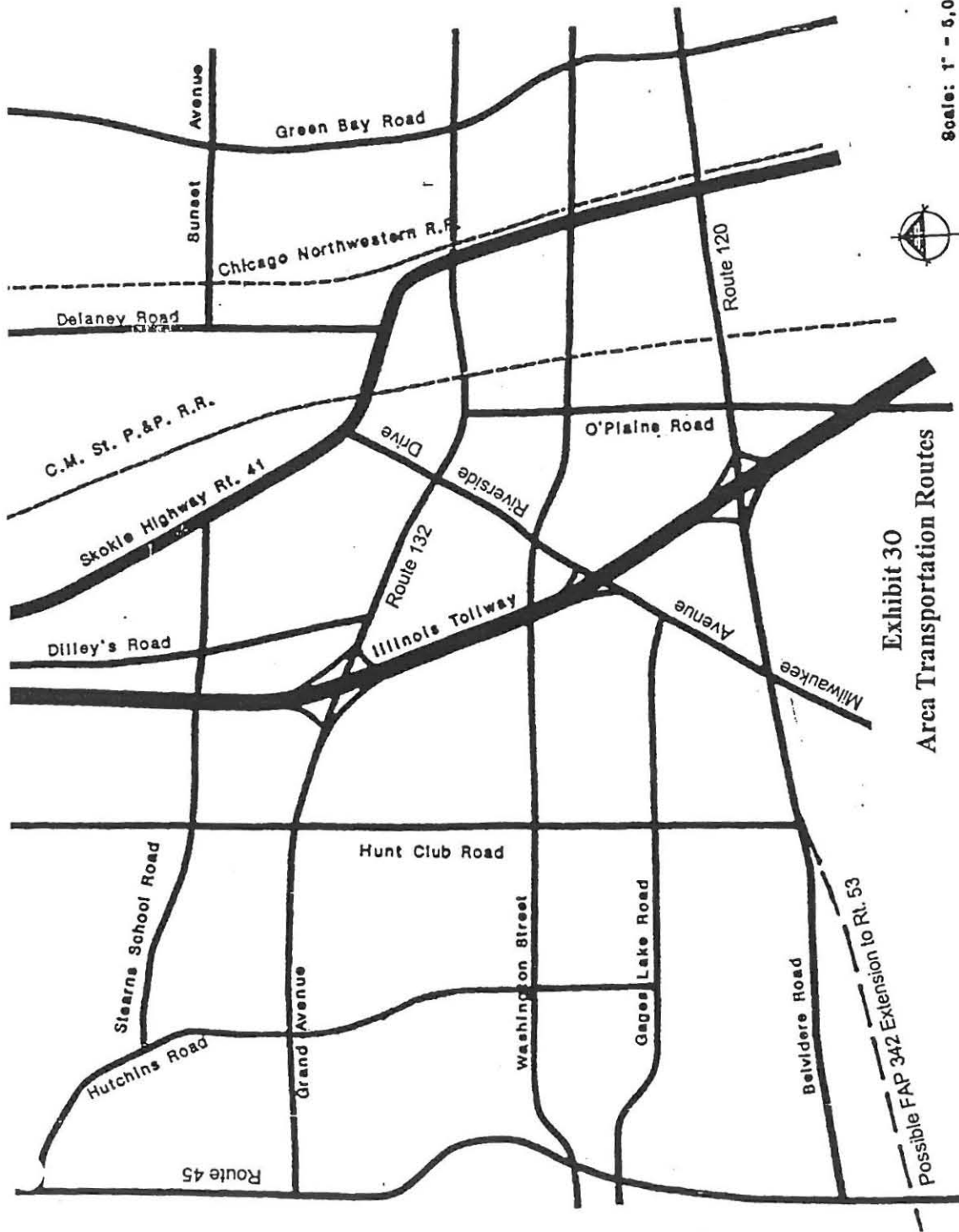


Exhibit 30
Arca Transportation Routes

X. IMPLEMENTATION

The 1997 Comprehensive Plan Update provides a guide toward the orderly development of the Village of Gurnee for the promotion of the health, safety and general welfare of its existing and future residents. To implement the Plan development process, the Plan Commission held public hearings regarding the Update and is recommending to the Village Board of Trustees that it adopt the Plan. The Comprehensive Plan is being submitted to the Village Board of Trustees for its consideration.

A major purpose of the Comprehensive Plan is to serve as a guide for development within the community and its broader planning area. The Update sets forth the planning goals, objectives and policies of the Village to the public and potential land developers. The Plan also provides the guidance necessary to determine whether proposed development projects in Gurnee will assist the Village in reaching its long-range goals.

The Comprehensive Plan's Land Use Map designates the recommended land uses for the entirety of the Village and its planning area. Much of the Comprehensive Plan is general in its approach. The primary purpose of the Comprehensive Plan is to be an overall guide to future land use, rather than to provide lot-by-lot standards for development. Therefore, the concepts and recommendations of the Plan must be fine tuned as Village Officials, residents, and developers interpret and make specific land use decisions regarding its recommendations. Thus, the Comprehensive Plan is not self-enacting. To have relevance it must be a basis for making specific land use decisions regarding annexations, zoning (including map and text amendments), special uses, variations, subdivision improvements, the placement of public buildings, and other public improvements.

While the Comprehensive Plan is intended as a general guide the Plan Commission did note several areas where specific strategies for implementation should be pursued. For example, in Chapter VI, "Special Development Areas", the Plan Commission identified several areas where a unified approach to development or redevelopment could be advantageous in the near future within the context of the long-range development opportunities for the special areas, where appropriate or applicable. It should be noted that in these areas a variety of zoning districts exist both within the Village and in unincorporated Lake County. For any given single property its existing zoning district may be appropriate, but when that property is considered in the broader context of its neighborhood and in light of the Comprehensive Plan's long-range goals, more unifying development regulations may be necessary. Drafts of some possible "Overlay Districts" were proposed and presented to the Plan Commission as a part of workshop meetings on the Comprehensive Plan Update. In its review of those draft "Overlay Districts" the Plan Commission noted the need to carefully assess the relationship of the Overlay District regulations to the various permitted and special uses listed in the different underlying zoning districts. Similar select issues such as requirements for Design or Appearance Review not only for changes in zoning, special uses and annexations, but also for permitted uses were discussed. The Plan Commission determined that it may be appropriate to consider a Comprehensive Update of the Village's Zoning Ordinance following the adoption of the Comprehensive Plan. Gurnee's Zoning Ordinance was last

comprehensively amended in 1980. Since that time various amendments have been made to the Village Zoning and other ordinances for specific regulatory areas such as updated Flood Plain and Stormwater Management Regulations, Signs and others, but a comprehensive amendment has not occurred recently. The Plan Commission did note many sound features of the current Zoning Ordinance and Special Use and Annexation Agreements that have been developed under the current Village Ordinances. Based on this finding, the Plan Commission recommends that the Board of Trustees first consider action on the Comprehensive Plan Update before requesting the Plan Commission undertake a comprehensive amendment of the Zoning Ordinance. The Plan Commission could then include in the recommendations of the Comprehensive Plan Update the potential for development of "Overlay Districts" for the Special Development Areas.

In addition to amending the Zoning Ordinance, it is recommended that the Village update long-range studies of its capital needs in a comprehensive Capital Improvements Program. A long-range capital budget which uses the goals and objectives identified in the Comprehensive Plan should be developed and ultimately adopted. One aspect of the Capital Improvements Program should be developing a framework for the addition and replacement of the Village's capital assets. This includes streets, water and sewer lines, municipal buildings, and major construction projects. The Village must anticipate the need for these capital improvements in formulating a comprehensive plan for efficiently acquiring and maintaining these assets without a decrease in the quality of the services provided to Village residents. In that the Comprehensive Plan anticipates the Village will continue to experience population, household and employment growth in the foreseeable future, accommodating this growth through public infrastructure will require careful planning. The Comprehensive Plan can serve as a guide to determine where needed capital resources must be directed.

The Plan Commission hopes the Village Board of Trustees will carefully consider the goals, objectives, and policies contained herein and adopt the Comprehensive Plan Update. This Update continues the Village's strong adherence to the principle of planning its future in a thoughtful manner, with a long-range perspective, for the good of the current residents of the Village and those that will reside in Gurnee in the future.