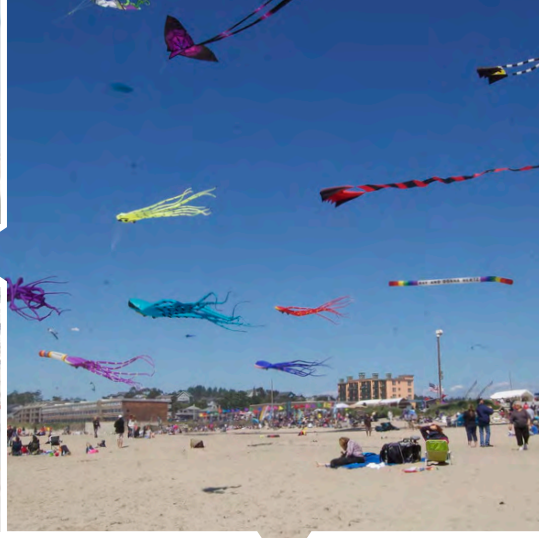
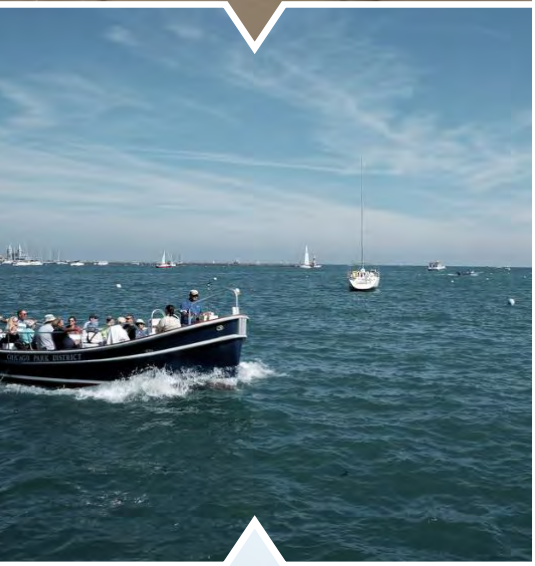
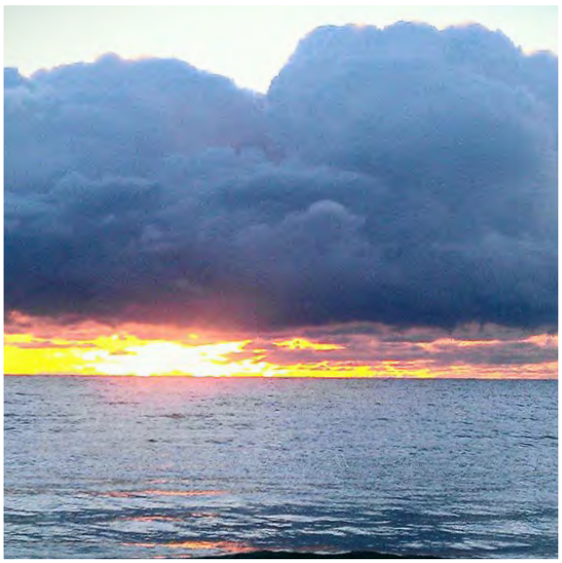

DECEMBER 21, 2015

• CITY OF WAUKEGAN ILLINOIS •

LAKEFRONT

ACTIVE IMPLEMENTATION PLAN

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City of Waukegan

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Active Implementation Plan

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ELECTED OFFICIALS

Mayor Wayne Motley
City Clerk Maria LaCour
Treasurer Dr. John Schwab

1st Ward Alderman - Sam Cunningham
2nd Ward Alderman - Patrick Seger
3rd Ward Alderman - Greg Moisio
4th Ward Alderman - David Villalobos
5th Ward Alderman - Edith Newsome
6th Ward Alderman - Larry TenPas
7th Ward Alderman - Lisa May
8th Ward Alderman - Bill Valko
9th Ward Alderman - Ann Taylor

MAYOR'S OFFICE

Wayne Motley, Mayor
Noelle Kischer-Lepper, Director of Policy and Projects

COMMUNITY DEVELOPMENT, PLANNING & ZONING DEPARTMENT

Russ Tomlin, Director of Community Development
Steven Sabourin, Senior Planner

COMMUNICATIONS & MARKETING DEPARTMENT

David Motley, Director of Communications

FINANCE DEPARTMENT

Tina Smigielski, Director of Finance

FIRE DEPARTMENT

Ricco Farrell, Fire Chief (retired)
Michael Scholle, Fire Marshal

WATERFRONT WORKING GROUP

Wayne Motley, Mayor
Lisa May, Alderman, 7th Ward
John Antaramian
Frank Furlan
Tom Hagerty
Noelle Kischer-Lepper
David Motley
Greg Petry
Randy Rogers
Steve Sabourin
Diane Tecic
Russ Tomlin

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Project Background

The City of Waukegan, population 89,078 according to 2010 US Census data, and the county seat of Lake County, Illinois, is located 40 miles north of Chicago on the Lake Michigan shoreline. Waukegan's lakefront offers a park and public beach, a recently renovated public marina, and abundant natural spaces, yet the city is still working to overcome negative perceptions based on practices of former industrial occupants. In 2015, after many years of effort, much of the industrial contamination once present in Waukegan has been contained, removed, and/or remediated.

In 2002, with site clean-up well underway and a significant amount of lakefront property under City ownership, Waukegan partnered with the Urban Land Institute (ULI) to prepare an advisory report to help move past the area's legacy of industrial contamination. The ULI panel helped to form goals for the future of Waukegan's lakefront, and recommended the creation of a full master plan to create a vision and action agenda for implementation.

The result of this report was the Plan titled *A 21st Century Vision for Waukegan's Downtown and Lakefront* of 2003 by the consulting team of Skidmore, Owings & Merrill LLP (SOM). This Plan did indeed establish a long-term vision for the City of Waukegan, and created a framework for future development. However, due to multiple factors, in the year 2015 many of the action items of this Master Plan have yet to be implemented.

In July of 2015, the City of Waukegan, in cooperation with the Waukegan Park District and Waukegan Port District and with funding from the Great Lakes Restoration Initiative through the Illinois Coastal Management Program, tasked the planning/design firm of Edgewater Resources LLC of St. Joseph, Michigan to create an Active Implementation Plan as an effort to realize the vision of the original Master Plan. The end-product of the Active Implementation Plan of 2015 (the Plan) is an updated list of economically viable and fully-implementable action item recommendations.

Study Area
The primary study area for the Plan includes an area of approximately 350 acres within Waukegan's City limits, including the harbor, marina, public beach, and connections to downtown Waukegan.

Sheridan Road marks the area's western border, and main connections to downtown Waukegan on both the Mathon Drive Bridge (east of Grand Avenue) and the Washington Street bridge were included in the study area.

The ravine where the Waukegan River empties into Lake Michigan marks the study area's southern border, and the northern border includes Sea Horse Drive and properties immediately north.

While outside of the scope of the Plan, consideration was given to previous planning studies and how sites north, south, and west of the project area affect the development near the harbor. These areas, including the Johns Manville site and the power plant, were discussed in public meetings to address how they fit in to the future of Waukegan's waterfront.

The Active Implementation Plan provides City leaders with an updated vision for the project site using the goals and guiding principles of the original Master Plan of 2003 - updating them to account for modern market conditions and the community's current needs.

Site Inventory and Market Analysis
The Plan includes an analysis of the project area's existing physical and market conditions, used to inform action item recommendations. Results are included in Chapters 3 and 4.

Community Outreach
Community input was received through stakeholder meetings, three public meeting sessions, e-mail correspondence, direct phone calls, and through the City's Facebook page. Results are summarized in Chapter 5.

Action Items
A comprehensive list of recommended action items is provided in Chapter 6, based on City agency and public input, and analysis of the goals of the original Master Plan. Action items are grouped into the following categories:

- Physical Improvements
- Operational Elements
- Programmatic Elements
- Development
- Partnerships
- Marketing/Image

Funding Strategies
As part of a strategy to fully implement the suggested action items, in Chapter 7 funding strategies are explored to ensure economic feasibility.

N Sheridan Rd
Greenwood Ave
Dahringer Rd
Amstutz Expy
N Sheridan Rd
Pershing Rd
E Sea Horse Dr
PRIMARY
STUDY AREA
Grand Ave
Clayton St
E Madison St
Washington St
S Sheridan Rd
Market St
Belvidere St
Lake Michigan
Sheridan Rd
2,000 feet
10th St

1.1 OVERVIEW

The City of Waukegan has a beautiful waterfront less than a half-mile from its downtown core. The city has three miles of shoreline with a working port, marina, and popular sand beach. Waukegan has undergone decades of environmental remediation and is poised for redevelopment in one of the country's most affluent and rapidly growing counties, Lake County, Illinois.

These assets were certainly recognized in the 2003 Master Plan titled: *A 21st Century Vision for Waukegan's Downtown and Lakefront* and prepared by the renowned planning and design firm of Skidmore, Owings & Merrill LLP.

Yet Waukegan has struggled to implement the broad vision of this Master Plan. Challenges to development still exist: waterfront access is indirect and confusing, and due to various barriers, the connection between downtown and the public beach is a nearly two-mile journey for pedestrians, cyclists, and vehicles. The Amstutz Expressway, commuter and industrial rail lines, and a bluff physically separate downtown Waukegan from its waterfront.

The Lakefront revitalization effort does indeed face challenges, but City leaders and community members, spurred by a Illinois Department of Natural Resources (IDNR) grant, have demonstrated a desire to finally realize the opportunities for their waterfront as outlined in the original Master Plan.

The Active Implementation Plan does not hope to re-imagine the original Master Plan. Instead this Plan will incorporate current concerns and ideas and explore why the recommendations of 2003 have not yet been realized.

Skidmore, Owings & Merrill LLP

The Waukegan lakefront and downtown Master Plan of 2003 represented the culmination of extensive work by City of Waukegan staff and elected officials and the New Harbor City Renaissance Commission. The latter body served as the steering committee for the Master Plan. Waukegan's citizens also helped prepare the Master Plan through a series of public meetings held in November, 2002, and February through August of 2003.

Transformation of Waukegan's lakefront and downtown was planned to be driven by the projected development of up to 4,000 new homes and a combined 1,000,000 square feet of new retail, hospitality, entertainment, education and cultural activity.

The Master Plan was intended to be used by City departments, other public agencies, the development community and the residents of Waukegan as a vision for the future and a guide to action.

The Master Plan explored recommendations for both Waukegan's lakefront and downtown civic spaces. Several action items from the 2003 Plan have been realized today, including strengthening the downtown with such projects as the renovation to the Genesee Theater, re-establishment of the Waukegan River through streambank restoration projects, and steps toward the creation of an active harborfront district through improvements to Waukegan's Harbor Marina.

Many remaining action items have yet to be implemented, but the planning team has reached the consensus, based on market research and extensive public input, that the vision and guiding principles of the 2003 Master Plan remain relevant in 2015.

Skidmore, Owings & Merrill LLP

1.2 GUIDING PRINCIPLES OF 2003 PLAN

1. Emphasize Mixed-Use Transit-Oriented Development in the Downtown and the Harbor-front

Downtown will become a compact, walkable center for jobs, living, learning, entertainment, shopping and dining. mixed-use districts will be established around Waukegan's Harbor.

2. Create Strong Pedestrian, Transit and Roadway connections between Downtown and the Lakefront

Downtown and the lakefront will be connected by strong, clear pedestrian, bicycle, roadway and transit connections.

3. Protect, Restore and Enhance Waukegan's Ravine and Park System

Waukegan's bluffs, rivers and ravines comprise an irreplaceable open space asset, and will be protected and enhanced.

4. Restore the Lakefront into a Regional Environmental and Recreational Asset

Waukegan will be known for the restoration of its lakefront environment, where clean land, air and water will enhance ecological restoration and wildlife protection and complement recreational opportunities.

5. Create a Transportation Framework that Allows Clear Access to the Lakefront

Modifications to the existing road and infrastructure should clarify access to new development, strengthen routes to the lakefront, establish streets as civic places, and consolidate underutilized land.

6. Encourage Harbor-Related Uses that Complement an Environmentally-Based Lakefront

The Harbor will evolve into a regional center for sailing and boating. The adaptation of remaining industry and utilities to a new vision for the lakefront will establish Waukegan as an international model for sustainability.

RELEVANCE IN 2015 TO STUDY AREA

There is demand for smart, mixed-use redevelopment on the waterfront that combines existing businesses with new uses such as residential, with restaurants, outdoor markets, and shopping opportunities close by. There is interest in a cafe and coffee shop, for example, at the Metra station in the short term, with trails for cyclists to bike to the train.

Throughout the public input process, this connection appeared as the most-wanted program element.

During the second public meeting, the image with the highest number of positive votes in the visual preference survey was the 'Magic Hedge', a former brownfield site near Chicago that has transitioned to a tall grass prairie and bird sanctuary.

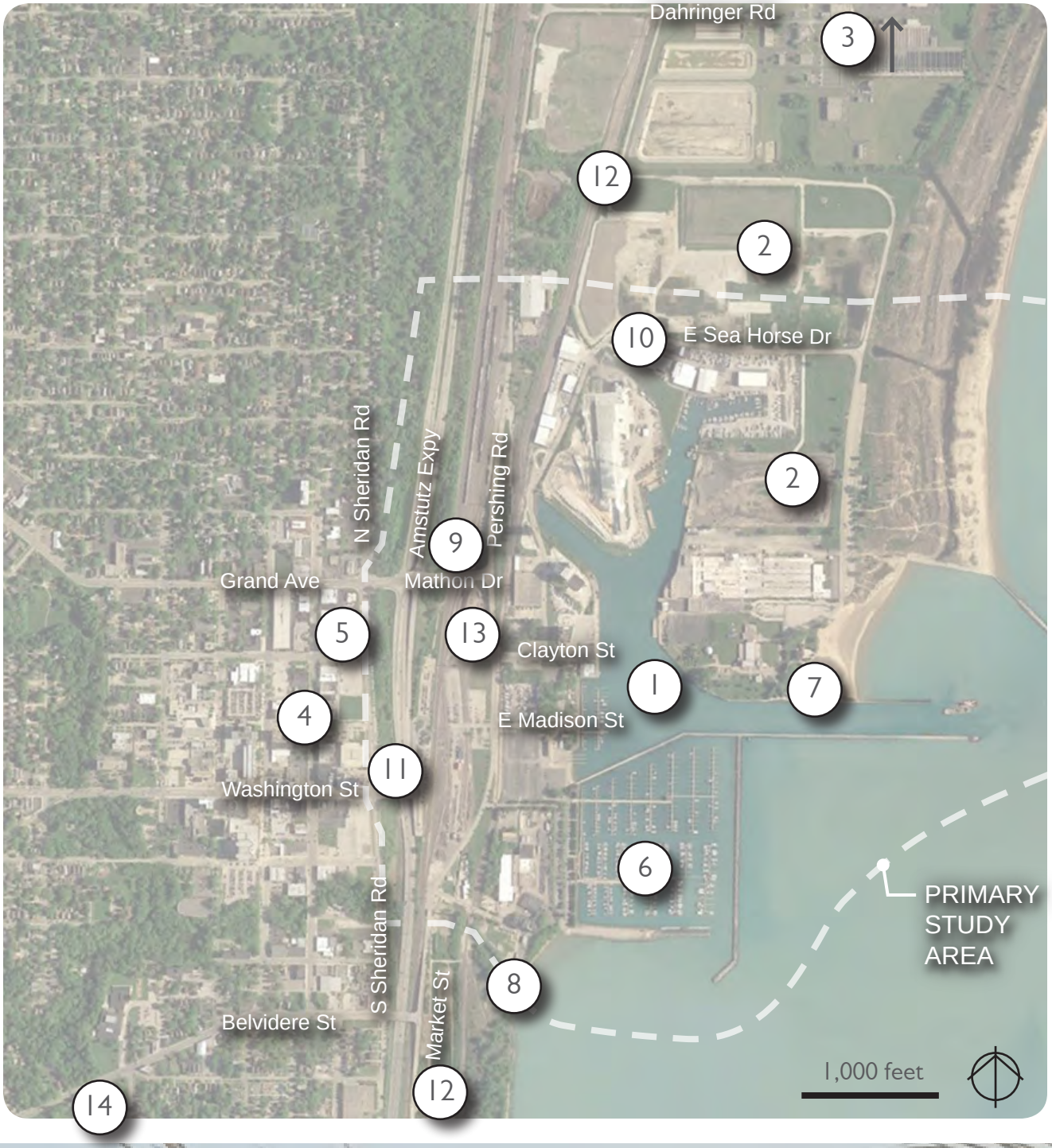
A theme of the Implementation Plan, developed through public input, is to turn Waukegan's former weakness (industrial contamination) into a strength by using that story of clean-up and reuse to create a uniquely sustainable new community on the waterfront for residential and recreational activities.

The City is already planning pedestrian and cyclist connections across the Grand Avenue Bridge, currently under construction, plans are in place to improve Sea Horse Drive, and the City has expressed interest in road realignment that will allow more direct access to the lakefront.

Boating activities, both sailing and personal non-motorized watercraft remain in high demand, based on the public input and market analysis. Kayaking and stand-up paddle boarding are popular and growing recreational activities.

1.3 NOTED ACCOMPLISHMENTS

It is important to note that in the past twelve years there have been improvements made to Waukegan's lakefront that align with the vision of the 2003 Plan. While many of the projects from the 2003 Plan are yet to be realized, key areas of progress are noted below (a more detailed timeline of progress can be found on page 16):



LEGEND

1. PCB's cleaned and groundwater clean-up.

2. Coke plant/OMC site demolished, soil clean-up complete, fence planned for removal.

3. Johns-Manville clean-up underway.

4. Downtown streetscape improvements.

5. Renovated Genesee Theatre.

6. Marina updates and expansion.

7. Stiner Pavilion improvements.

8. Waukegan River Bank Stabilization/Green Infrastructure Project complete in 2015, funded through Great Lakes Restoration Initiative Shoreline Cities, design work by Deigan & Associates, LLC.

9. Grand Avenue Bridge improvements currently under construction (fall 2015). New bridge will have 5' bike lanes on both sides of road and sidewalks.

10. Sea Horse Drive pedestrian improvements are currently in planning phase, design work by Deigan & Associates, LLC.

11. Planning underway for Carnegie Library adaptive reuse project with BauerLatoza Studio.

12. Potential removal of CN rail lines.

13. Connection to Lake Front Bike Path from marina to Pershing, to Grand Avenue Bridge.

14. Roosevelt Park and ravine improvements.

1.4 LAKEFRONT TIMELINE

2017
- Planned renovation of Carnegie Library
- Potential removal of CN rail lines

2015
- JM site proposed to complete clean-up efforts, EPA will leave
- City, Park District, and Port District partner with Edgewater Resources to develop Active Implementation Plan

2015
- Construction on Mathon Drive Bridge begins, addition of pedestrian and bike lanes
- Planning efforts for pedestrian improvements to Sea Horse Drive

2014
- BRP site transfers to City ownership
- OMC clean-up complete

2014
- All PCB's removed

2013
- Environmental dredging of harbor complete

2012
- Marina renovation

2011
- Active phase of groundwater cleanup at Manufactured Gas and Coke Plant site complete

2011
- Demolition of former News-Sun building

2010
- OMC building demolition
- City budget cuts lead to departure of Downtown and Lakefront Redevelopment Director

2010
- Great Lakes Restoration Initiative habitat restoration project

2009
- OMC clean up begins

2009
- City participates as Program Partner in Burnham Plan Centennial

2008
- Active phase of groundwater cleanup at Manufactured Gas and Coke Plant site begins

2008
- City works with BauerLatoza Studio on adaptive reuse design for Carnegie Library
- Overlay District Ordinance amended to allow greater flexibility in development design
- Sheridan Road reconstruction/restoration completed (started 2007)
- Downtown streetscape improvements completed by City

2007
- City engages Trust for Public Lands to draft Open Space Implementation Report
- City engages Desman Associates to conduct parking study for downtown Waukegan
- City works with Metra to add Sunrise reverse commute express train

2006
- City issued RFP for 100 N. Sheridan Road site
- Eastern-most building at OMC north plant site demolished
- City undertakes engineering effort with Gewalt Hamilton for lakefront infrastructure

2006
- Master Plan wins Metropolitan Planning Council 2005 Burnham Award for Excellence in Planning
- Master Plan wins The Congress for the New Urbanism Award for Excellence
- City engages Desman Associates to develop conceptual plans for a parking structure as part of an intermodal transportation facility, in cooperation with Gewalt Hamilton

2005
- Design guidelines developed by SOM and approved by City Council
- City issued RFP for Academy Square site
- Soil cleanup complete at Manufactured Gas & Coke Plant site

2005
- City hires Downtown and Lakefront Redevelopment Director
- City establishes Overlay District for downtown and lakefront
- City conducts RFP, hires marketing firm Fleishman-Hillard for branding campaign (Wow!Waukegan)

2004
- Soil cleanup begins at Manufactured Gas & Coke Plant site
- City builds parking garage with retail space at Clayton and County Streets

2004
- Renovated Genesee Theater opens
- City begins downtown streetscape improvements

2003
- SOM Master Plan

2002
- JM clean up begins under an EPA funded removal action
- OMC ceases operations

2002
- ULI report

2001
- JM manufacturing buildings demolished

1998
- Johns Manville plant ceases operations

1.5 2003 PLAN STATUS

The question remains: with a strong vision, well-developed guiding principles, and detailed action items, why haven't more of the goals of the 2003 Master Plan been realized?

Certainly the economic downturn of the late 2000's played an important role, and the aftereffects are still being felt throughout the real estate development community. Traditional bank financing for real estate development projects remains difficult to obtain, and new rules and regulations on banks continues to have a chilling effect on real estate financing. While the real estate development market has improved significantly over the last few years, development activity has been focused in "safer" markets such as Chicago, New York City, and other large markets. Developer financing options for markets outside of the major metropolitan areas remain more limited in today's market than in 2003, although programs such as the Foreign Investor EB-5 program are being modified in Congress to focus on smaller markets that need more of an economic catalyst than major cities. Other factors include the complex nature of the environmental clean-up efforts and the time frame required to complete all needed permitting in order to return waterfront property to public ownership. The perception by outsiders that the lakefront sites in Waukegan are contaminated remains a challenge that needs to be overcome through a directed marketing campaign telling the story of Waukegan today.

The action items outlined in Chapter Six of this document will explore a range of recommendations that address these concerns directly and focus on making immediate improvements that benefit the community while transforming the image people have of Waukegan's lakefront from an outdated narrative of the contaminated industrial past to the true story today of transformation and renewal.

2.1 PURPOSE OF THE PLAN

The broad purpose of the Active Implementation Plan, as with the 2003 Master Plan, is to enhance the community of Waukegan through better utilization of its many existing waterfront resources, ensuring long term economic success and a high quality of life for Waukegan residents.

More specifically, the purpose of the Active Implementation Plan is to provide strategies to realize the vision of the 2003 Master Plan by providing updated action items. This document is meant to serve as an active planning tool for City departments, to open lines of communication and encourage partnerships to help meet goals, and to identify immediate action items that can be implemented now, helping to retain and build momentum for future action items.

APPROACH

The approach for this Plan had the planning team working very closely with key City leaders and staff, as well as local residents and business owners as appropriate to craft a Plan that is visionary, appropriate for the neighborhood, and economically viable. The process involved significant public interaction.

Through the design and planning process, a good deal of time was spent discussing the economic realities that shape development patterns and lead to successful outcomes over time. Through extensive public outreach and by utilizing the resources already available through City, Park District, and Port District staff, the planning team is able to view challenges and obstacles from a new perspective, often helping to find creative new solutions for implementation.

2.2 IMPLEMENTATION PLAN THEMES

Through the planning process, three main themes have emerged as equally important facets of the Implementation Plan. These themes build on the vision of the 2003 Master Plan but also incorporate current needs and a positive outlook for Waukegan's future.

Transform Our Challenges Into Opportunities

Waukegan could use its legacy of industrial contamination to tell the story of what was once here before human intervention - stunning natural areas and sand dunes rich with wildlife - and how some of that is gone but we have learned how to be better stewards of the land and how human use can be compatible with preservation.

Focus on Things Only Waukegan Can Offer

Waukegan is a destination waiting to happen. The experience of sailing into Waukegan's harbor has the potential to be a draw for boaters around the entire Great Lakes. The simple act of watching the sun rise over Lake Michigan is an opportunity that very few cities can offer!

Encourage, Engage, and Partner

Many action items will require involvement across multiple City agencies. When thoughtfully engaged and working toward a common goal, these partnerships have the potential to leverage resources and be advantageous to all parties.

2.3 IMPLEMENTATION PLAN GOALS

The following goals were developed based on interpretation of stakeholder and public feedback.

Uphold the Vision of Original Master Plan

No need to re-design the 2003 Plan, its recommendations are still valid.

Engage the Community

Recommendations should represent Waukegan's diverse community.

Improve the Waterfront's Image

Tell the story of improvements that are already happening and use that story to actively get development moving.

Create Year-Round Activity

The waterfront can be a year-round draw.

Enhance Quality of Life for Residents and Visitors

Create an economically, socially, and environmentally sustainable waterfront for all ages, ethnicities, and income levels.

3.1 OVERVIEW

Based on data provided by the City of Waukegan and the information gained on site tours, the planning team gained specific knowledge of key issues of the Waukegan waterfront. This will provide the sound informational and analytical base for decision-making through the future planning process.

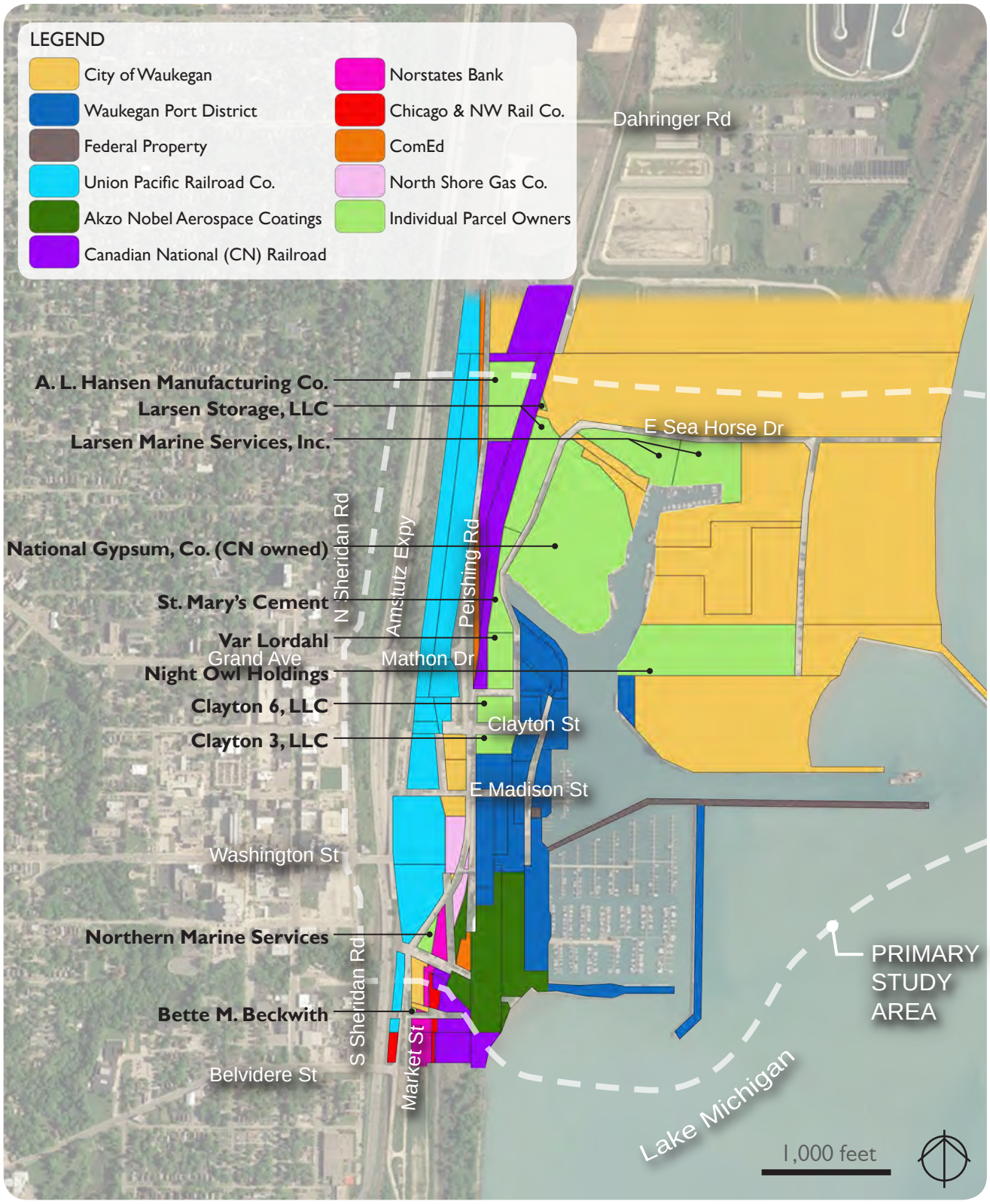
Multiple site visits were made over a number of months and through various weather conditions. Data was gathered on site and through City staff discussions and at public meetings.

Inventory components include:

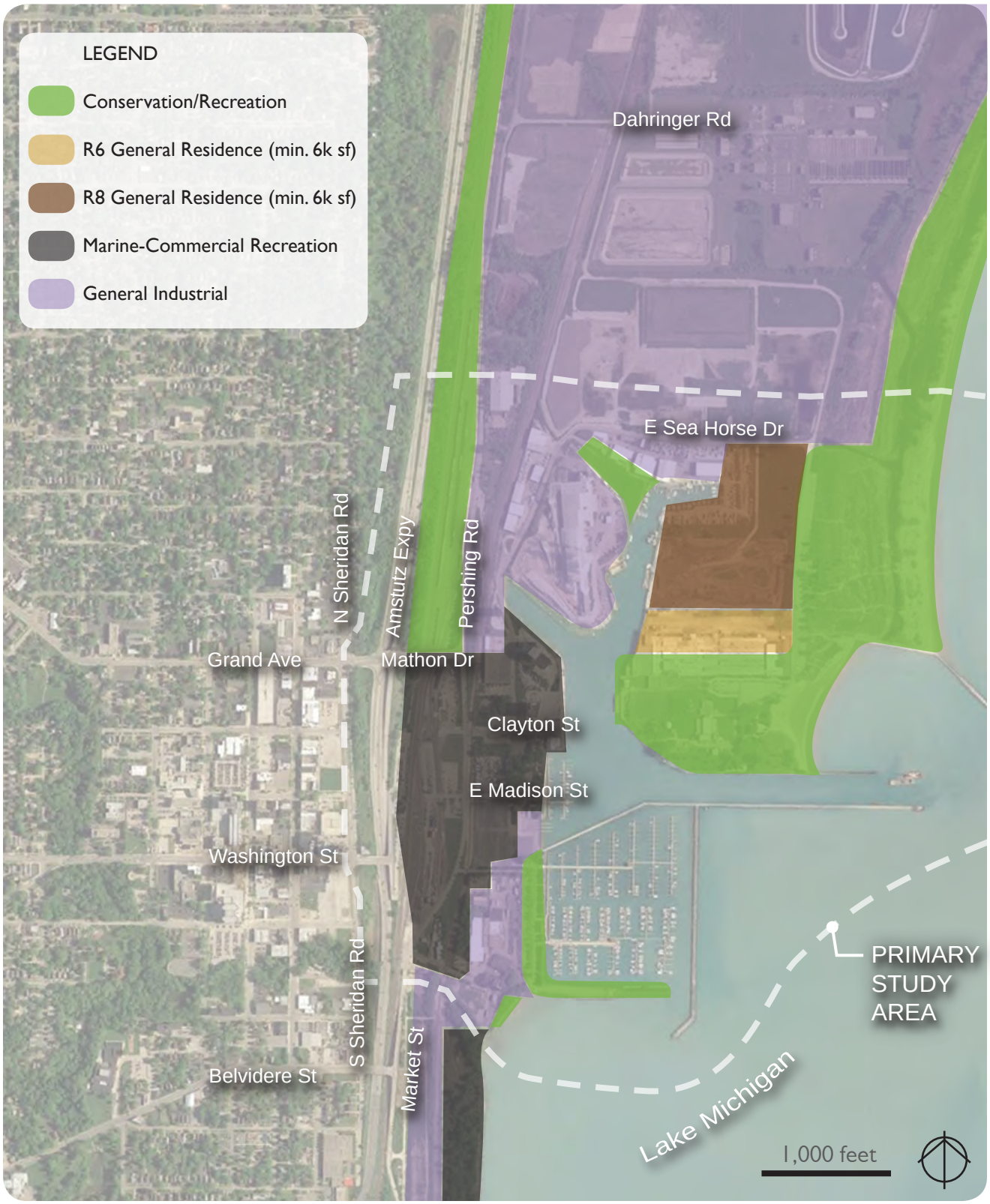
- Site Context: Public facilities, municipal and industrial uses, sites of interest, wetland delineation, and existing connections
- Property Ownership: Based on current County tax records
- Current Zoning: As outlined by the City of Waukegan Planning & Development Department
- Existing Tax Increment Finance Districts: As provided by the Economic Development section of the Planning & Development Department
- Daily Traffic Counts and Parking: Traffic patterns for major vehicular routes adjacent according to Illinois Department of Transportation data, and available parking spaces
- Site Challenges: Barriers to connectivity, areas of vehicular/pedestrian conflict

3.2 SITE CONTEXT

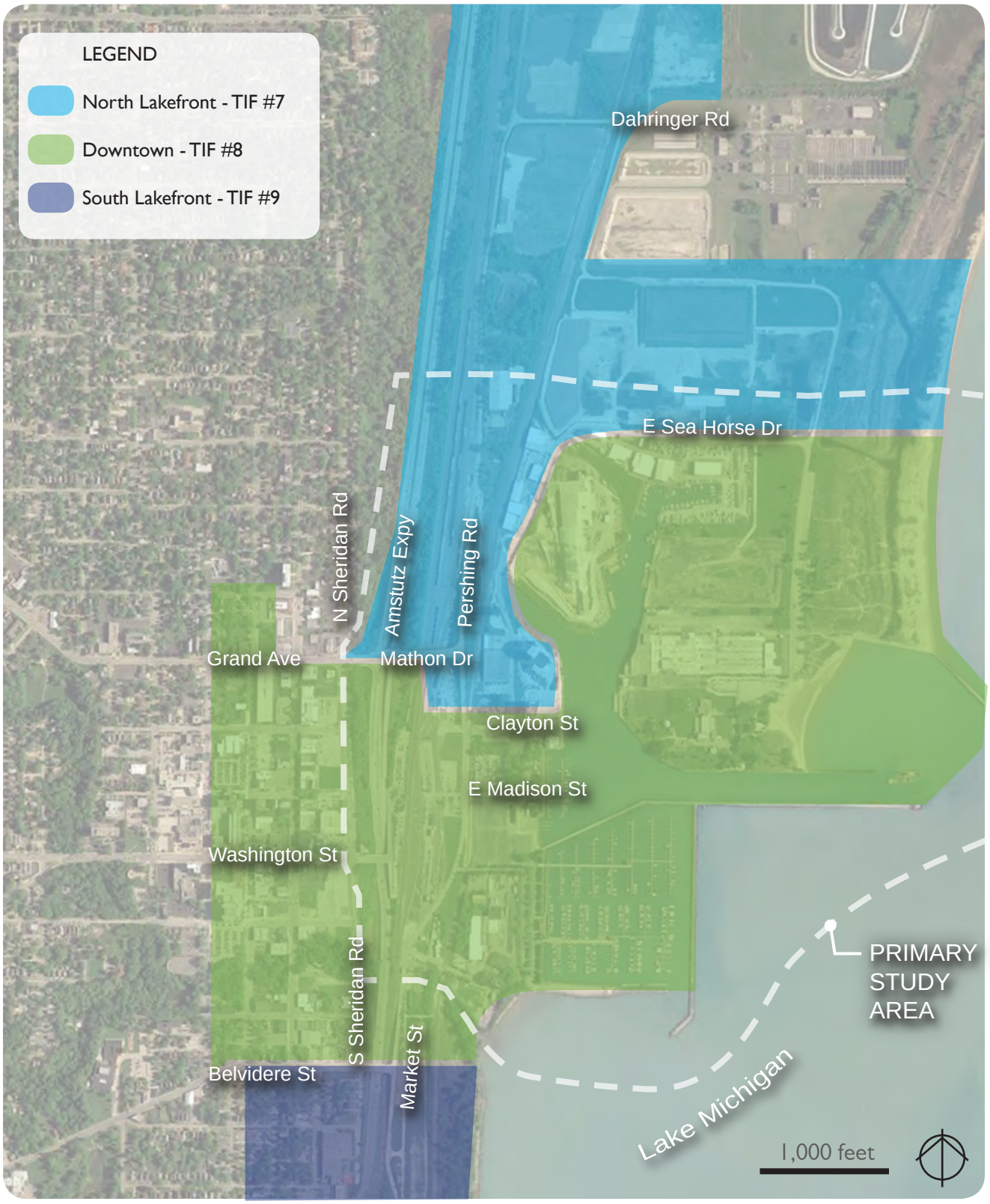
3.3 PROPERTY OWNERSHIP



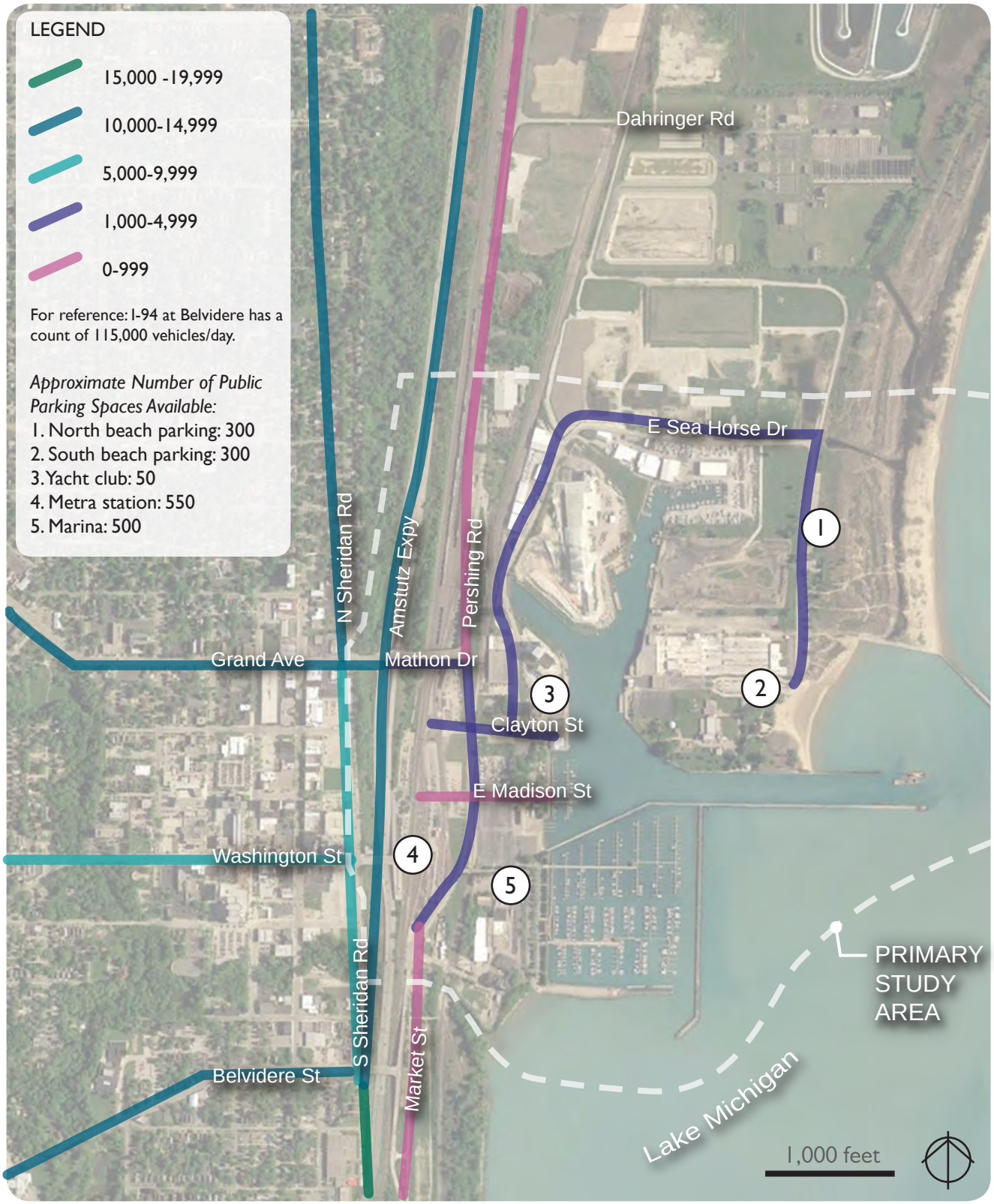
3.4 CURRENT ZONING



3.5 EXISTING TIF DISTRICTS



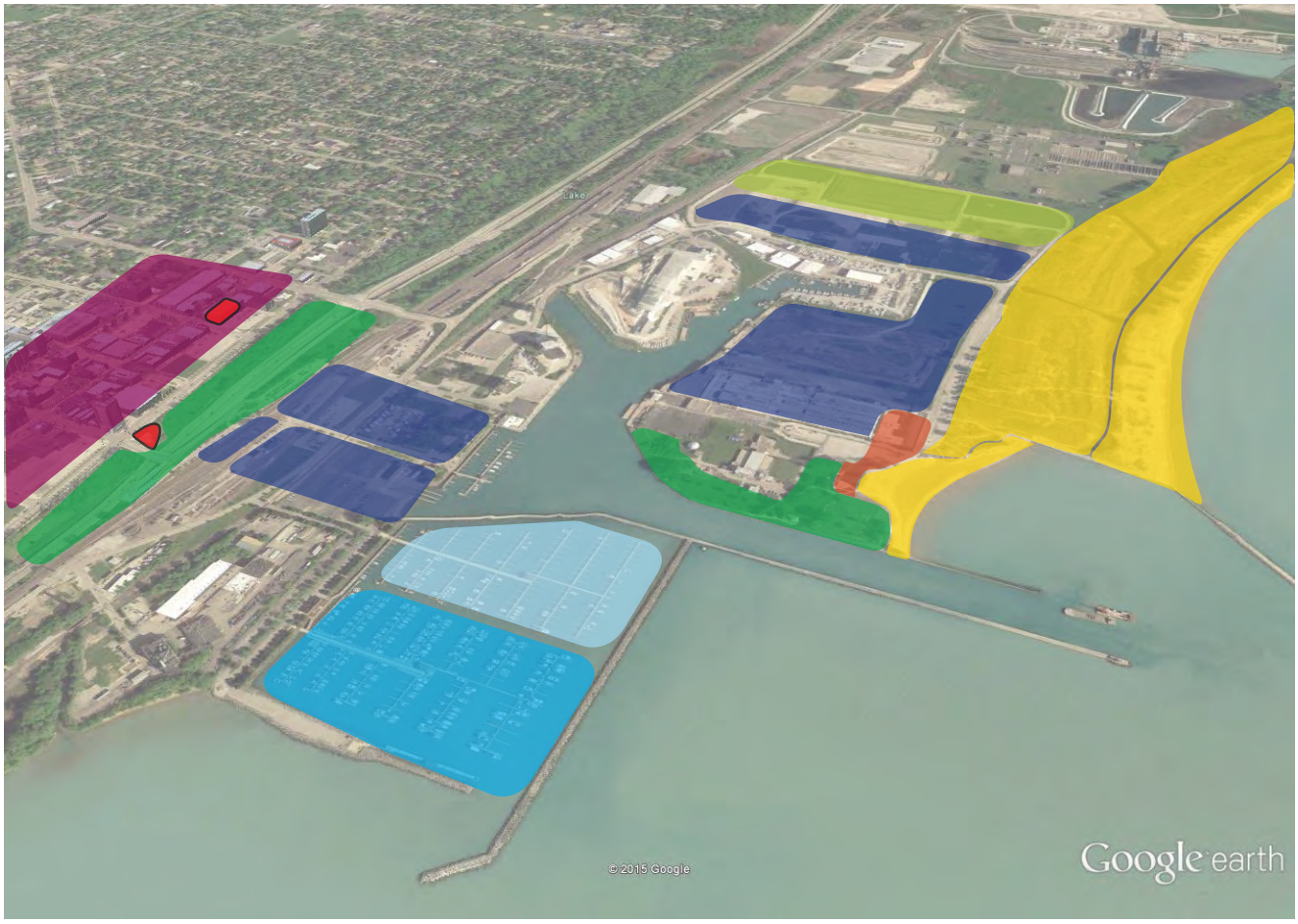
3.6 AVERAGE TRAFFIC COUNTS AND PARKING



3.7 SITE CHALLENGES

3.8 SITE ANALYSIS

Based on analysis of existing factors explored during the inventory phase, the following diagrams were created to document site development and connection opportunities.



Google earth

feet 1000

meters 600

SITE USE OPPORTUNITIES: LEGEND

- Beach: Recreation and natural spaces
- Eco-Park: Ecologically sensitive natural spaces
- Public Park: Recreation and outdoor events
- Marina: Renovated since 2003 Plan
- Marina: Existing, potential for floating docks
- Active Beach Zone: Food trucks, services
- Downtown Core: More linkages desired
- Potential Development Parcel
- Library and Theater: Existing cultural resources

Google earth

feet 1000
meters 600

SITE CONNECTION OPPORTUNITIES: LEGEND

- Existing Sea Horse Drive: Planned pedestrian improvements
- Sea Horse Drive: Potential realignment options and additional connections
- Amstutz Drive: Proposed realignment
- Pedestrian Connections: Ideal routes
- Multi-use Trail: Potential route utilizing rail corridor
- Pedestrian Promenade: Dining and retail
- Water Taxi: Potential route
- Blueway Trails: Non-motorized boating
- Transportation Nodes: Shuttle, water taxi

4.1 DEMOGRAPHIC OVERVIEW

Between 2015 and 2020, the total population of Waukegan is projected to grow only marginally by 0.03% per year, remaining at an estimated 89,000. The number of households is projected to grow at a slightly quicker rate of 0.08% per year between 2015 and 2020. This indicates a lighter version of the trend to more, but smaller, households that is pronounced in many metro areas across the nation. The median age in 2015 is 31 years compared to a U.S. median age of 38.

Overall, the local residential population is growing more slowly when compared to the State of Illinois and the U.S as a whole – all indicators show smaller growth rates in comparison. Household income growth is close to the U.S. figure but still below State and National level numbers.

Persons of Hispanic origin at 49,000 represent 55% (the majority) of the population in 2015 compared to 17.6% of the U.S. population. This percentage is estimated to increase to 57.5% or 51,000 by 2020. It is very likely that Waukegan is the most Hispanic city on the Great Lakes.

The Hispanic population is especially dominant in the younger age cohorts while Caucasians are more numerous in the older age cohorts. In comparison in Lake County, the Caucasian population accounts for 73 percent of the total.

The Hispanic population is very young with a median age of only 26 years while the Caucasian population has a median age of 35.6 years in comparison.

DailyHerald.com

The African American population in 2015 was estimated to be 16,799 or 18.9%, a slight decline from 17,081 in 2010. This compares to 17.6% of the National population. This very slow decline in Waukegan is expected to continue in 2020 when the projected African American population of Waukegan is 16,588. The median age of Waukegan's African American population is 32, closer to the Caucasian population characteristics.

If a population is pictured moving through time, the higher percentages of Hispanics in the younger age cohorts along with the higher percentages of Caucasians in the older age cohorts, mean that regardless of new population growth, the median age will slowly drop and the percentage of Hispanics in the overall population will rise. That said, the African American and Caucasian populations are expected to decline between 2015 and 2020 while the Hispanic population is projected to grow by just over 2,000.

In planning the waterfront, these remarkable ethnic and racial characteristics for a large community like Waukegan need to be taken into consideration as there are cultural differences to consider with recreational assets, social gathering venues, and lifestyle and other real estate developments either in connection with new leisure flows to the waterfront or new residential, office and hotel potential.

The age bracket 0-10 years accounts for 22 percent of the Hispanic population indicating the presence of family households with multiple children also reflected in the average household size of 3.09 persons. In comparison the Caucasian population in the same age bracket accounts for 15% of the total population of this ethnicity.

Roughly 25% of the population in Waukegan has at least and associate degree or a higher level of education.

The distribution of households by income shows that the majority of households in 2015 are below the $50,000 income bracket. The number of households with an income up to $50,000 is estimated to decline over the next 5 years to 48% of all households, while the number of middle class households and high income households are estimated to increase to 32% and 20% respectively, over the same period of time.

Roughly 65% of all households have a disposable income of less than $50,000. Median disposable household income in 2015 is estimate at $36,000, average disposable household income is at $47,000. Note that the numbers do not account for inflation or increased cost of living.

Household budget spending reflects the common spread with 30% for shelter, followed by transportation (15%) and food (12%). Waukegan households budget 4.5% of their spending for entertainment and recreational purposes. The largest number of local jobs are in the healthcare sector, followed by manufacturing and retail.

Sources: U.S. Bureau of the Census, 2010 Census, ESRI BIS forecasts for 2015 and 2020,
2011 and 2012 Consumer Expenditure Surveys, US Bureau of Labor Statistics

4.2 RECREATION OVERVIEW

The following table summarizes participation percentages for the total population (ages 7 and up) and the two main ethnic groups in Waukegan. The participation percentages have been applied to the population in Waukegan.

Table 1. Selected Sports Participation

Activity	IL Participation	African American	Hispanic
Bicycle Riding	12.5%	6.7%	12.6%
Boating (Motor/Power)	5.7%	0.9%	3.5%
Canoeing	2.7%	0.8%	1.8%
Exercise Walking	31.4%	23.6%	30.3%
Fishing (Fresh Water)	9.9%	5.6%	6.6%
Hiking	11.1%	2.8%	15.3%
Kayaking	2.9%	0.6%	2.4%
Running/Jogging	13.6%	10.3%	16.9%
Skateboarding	1.1%	0.9%	1.3%
Swimming	13.6%	5.9%	12.0%
Volleyball	4.2%	3.3%	3.4%
Yoga	8.3%	6.5%	10.3%

Source: NSGA

4.3 CONCLUSIONS

The recreation activities with highest levels of participation overall are exercise walking, running/jogging, swimming, bicycle riding, and hiking. As the Hispanic population is the cultural majority in Waukegan, it is important to note that data for Hispanic participation closely matches overall numbers, with the exception that swimming participation is slightly lower and hiking and running/jogging participation is slightly higher.

What these numbers indicate is that trails, both safe and connected sidewalks and regional non-motorized trails are important program elements in any waterfront planning efforts.

Swimming is obviously an important activity for a waterfront that includes a recreational beach, but it is important to note that swimming is less popular with Hispanics and African Amercians than it is with Caucasians, and the Caucasian population is largely older and therefore not as likely to use the public beach for swimming. As many of the adults visiting the beach are not there to swim but to take their children and grandchildren, it indicates a desire for lifeguards on the beach. Another option for water-play that doesn't directly involve swimming would be to include a splash-pad or spray park near the beach. These facilities contain no standing water, and are therefore a popular complement to beach activities for those who want to cool off without entering the lake.

A growing Hispanic population indicates a need for flexible green space near the beach for activities such as soccer, both for competitive games and for casual weekend play that serves more as a social event for multiple age groups.

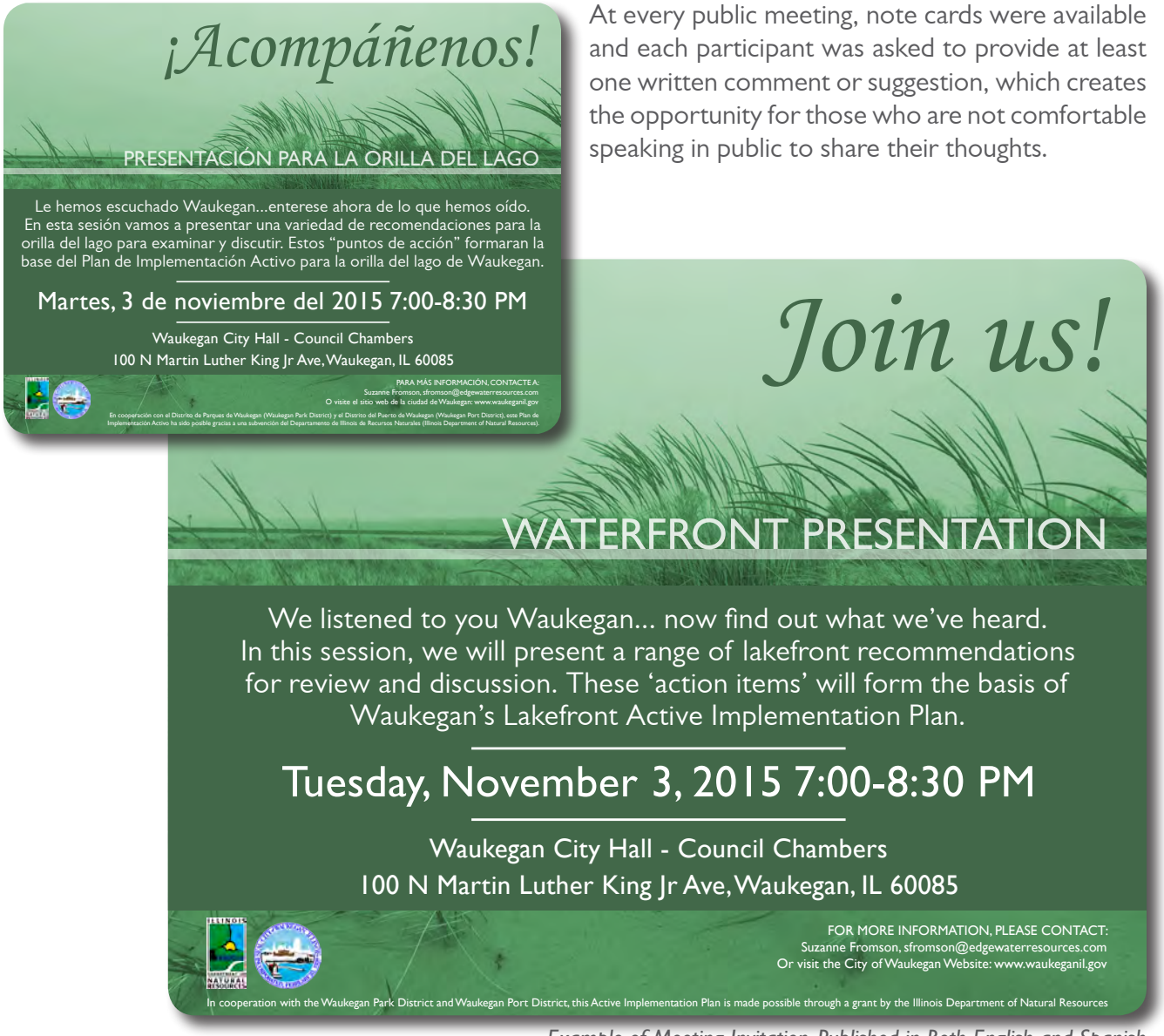
Overall, the demographic and recreation data indicates that the beach's main purpose could shift to that of a social destination with abundant food and festivals and other family-friendly amenities, such as picnic areas, playgrounds, and multi-purpose play fields.

5.1 APPROACH

Throughout the public input process, a variety of techniques were employed to ensure the planning team would hear the full range of opinions and ideas from all segments of Waukegan's population. Spanish translation was available as needed so the team would also be sure to hear those whose only language is Spanish.

Three public meetings were held on July 28, October 13, and November 3 at the Waukegan Yacht Club, Belvidere Recreation Center and City Hall, respectively, to inform the community throughout the entire planning process. This was in addition to three days of stakeholder meetings held July 27-28 and September 1, with individual groups, either invited or upon request.

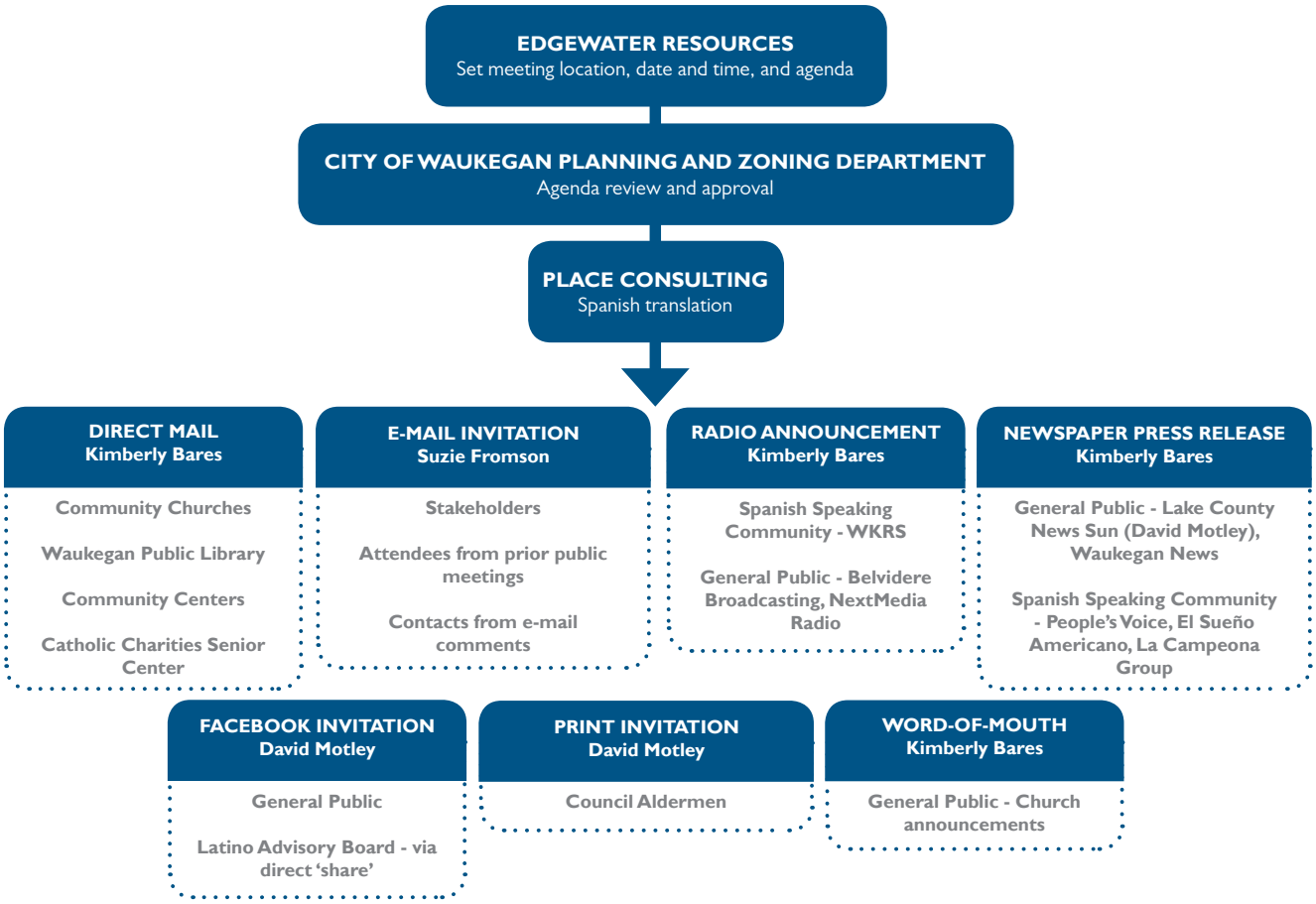
At every public meeting, note cards were available and each participant was asked to provide at least one written comment or suggestion, which creates the opportunity for those who are not comfortable speaking in public to share their thoughts.



Example of Meeting Invitation, Published in Both English and Spanish

5.2 PUBLIC OUTREACH STRATEGY

Social media, mainly the City's website and Facebook page, were used extensively to share meeting invitations. The diagram below shows the Public Outreach Plan used to ensure the entire community had a say in the final recommendations outlined in this Plan.



5.3 STAKEHOLDER INTERVIEWS

A list of key stakeholders as identified by City planners were invited to attend a series of one-on-one interviews with the planning team over three separate days. The following questions were asked of each group to help gain insight on the project and identify individual needs. The responses helped to identify project goals and priorities.

- Explain your organization and your mission.
- What is your relationship with Waukegan's waterfront? Specific needs?
- What is your understanding of the community's vision for the waterfront?
- Based on your unique perspective, what are your priorities for the waterfront?
- Where do you see opportunities to take a leadership role? In your opinion, where is the best place to start?
- What changes would help make your specific group more successful?
- List any specific program elements that would create a more successful waterfront.

5.4 VISUAL PREFERENCE SURVEY

The first public meeting was a chance to re-introduce the community to the vision of the 2003 Master Plan and to get residents excited about the possibilities for their waterfront. The purpose of the second public meeting was to focus on more detailed program elements. In order to assess community support for a wide range of program alternatives and to bridge any language barriers, the planning team used a visual preference survey to gain feedback. Over fifty images were printed and displayed on a wall of the meeting space. At the end of the formal presentation, visitors were given eight green dots and four red dot stickers. Then they were asked to attach green dots to the images that represented elements they would like to see on the Waukegan waterfront. Red dots were to attach to elements that were considered undesirable. Detailed results are outlined in the Appendix. Participants were allowed to attach more than one sticker to a favorite or least-favorite image, but the planning team monitored the exercise to ensure that no one used more than their allotted dots, which could unfairly skew the results.

Most Positive Responses:

- Natural Spaces
- Better Connections Between the Beach and Pier
- Food Trucks
- Active, Family-Friendly Public Spaces
- Recreation
- Restaurants, Retail, and Event Space

5.5 COMMENT CARD RESULTS

Along with the visual preference survey, the public was also asked to fill out two comment cards with their response to two specific questions:

1. What is the most important program element for your waterfront?
2. What should happen first?

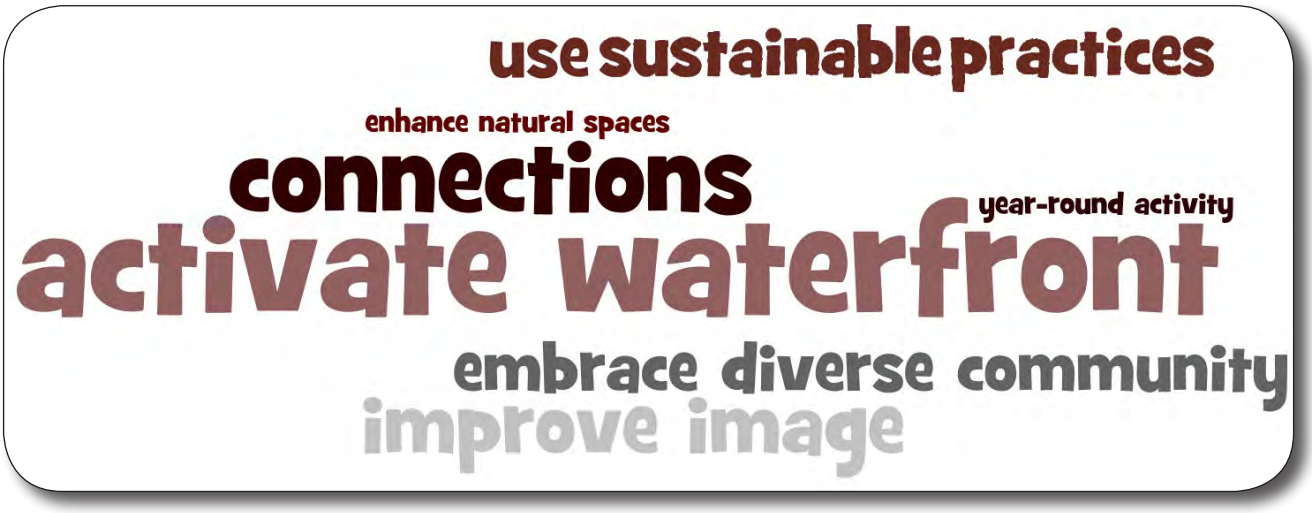
Summary of responses:

- Improved Connections Between Downtown and the Lakefront
- Retail, Restaurant, and Entertainment at the Lakefront
- Playgrounds, Picnic Areas, Dog Parks, Splash Pads, and Other Recreation Amenities.

5.6 SUMMARY OF PUBLIC INPUT

The public input process began on day one of this project and will continue until the final Plan is printed. Throughout this process, all comments and concerns, ideas and suggestions were recorded. In an effort to condense hundreds of comments into a graphic that could help inform the themes and action items within this Plan, all data was entered into a program to create a 'word cloud' diagram. All comments were first grouped into major categories based on the intent and context of the comment. The word clouds show each category in a size relative to the number of times that phrase was mentioned in any format (stakeholder interview, phone discussion, public meeting, e-mail correspondence, etc). The word clouds on the following pages were grouped into project themes and desirable program elements.

Themes



It is important to note that, while the planning team made every effort to incorporate feedback from Waukegan's Hispanic community, all feedback was combined to make the word clouds. The feedback from all groups repeated common themes, no matter the person's background or ethnicity. The word clouds were translated into Spanish so they could be posted on Facebook and anyone could comment if they felt a word or term was missing (or over-represented), but the Spanish translations represent the exact same information as their English counter-parts. In fact, this method did help the feedback process, as multiple Facebook users felt that the 'Themes' cloud was missing any reference to clean energy and sustainable practices. Hence, 'use sustainable practices' was added.

Program Elements

6.1 OVERVIEW

This chapter includes a list of recommendations based on the consensus of all inventory, analysis, public and stakeholder feedback.

Action items in this chapter are grouped into six main recommendation categories:

- **Physical Improvements:** Elements such as realignment of roadways, new trails and sidewalks, and creating physical space at the beach for improved amenities. Items that visitors can actually 'see'.

- **Operational Elements:** Considerations such as modifying parking fees and increasing beach maintenance. Changes to how the spaces are operated.

- **Programmatic Elements:** Considering new elements that may not have been envisioned in prior plans, ie, assisted living/ senior care, food trucks, etc. Using spaces differently.

- **Development:** Allowing more flexibility to future development on the waterfront.

- **Partnerships:** Strategies for bringing agencies together to think creatively of how to meet common goals to the benefit of all involved.

- **Marketing/Image:** Tell a new story of Waukegan and advertise all of the positives that already exist.

Recommendations are grouped into suggested phasing categories by the following time-frames:

- Short-Term (First Two Years)
- Mid-Term (Two to Five Years)
- Long-Term (Over Five Years)

6.2 PHYSICAL IMPROVEMENTS

Short-Term:

- Beach area enhancements
  - Food truck promenade
  - Concession building at end of boardwalk
  - Boardwalk connections
  - Picnic areas
  - New volleyball nets
- Tender (small open-air boat) connection between piers
- Wayfinding - "yellow-brick road" markers
- Bike and pedestrian trails
- Increase public access to marina promenade

Mid-Term:

- Beach area enhancements
  - Site furnishings – benches, litter receptacles, lighting
  - Splash pad play fountain
  - Destination playground
  - Sand volleyball
  - Large rentable picnic shelters for 50-70
  - Restrooms
  - Expand/enhance parking
  - Teen activities – skate park
  - Winter activities
  - Explore potential locations for multi-purpose play fields
- Kayak launch facilities
  - Accessible facilities
  - Blueway trail (suggested routes for non-motorized boats) markers
- Sea Horse Drive improvements
- Waukegan Marina improvements
- Construct floating bridge between piers
- Enhance natural areas
- Observation areas for birders
- Signage / wayfinding
  - Lakefront markers
  - Maps and interpretive/historic information
  - Identify lakefront districts
- Bike and pedestrian trails
  - WCL EJE rails-to-trails connections
  - Improve pedestrian connection from downtown to lakefront

Long-Term (dependent on outside partnerships):

- Reorganize transportation infrastructure
  - Work with Illinois Department of Transportation to remove Amstutz Expressway south of Grand Avenue
  - Shift Amstutz traffic to Sheridan to reenergize downtown Waukegan
  - Work with Union Pacific and Metra to relocate commuter coach yard
  - Expand facilities related to Metra
- Regional attraction: aquarium, ecological museum, bird observation
  - Identify potential partners

Curaçao's Queen Emma Bridge, a pivoting bridge powered by two diesel engines on pontoons, built in 1888 and renovated in 1939

6.3 OPERATIONAL ELEMENTS

Short-Term:

- Prepare overall Management Plan
- Improve beach maintenance
- Consider partnership with Waukegan Park District for beach maintenance
- Compare parking costs to region
- Implement strategies for increasing regional visitation
- Create a working group partnership to further objectives of beach management: Potential to create a not-for-profit consortium of interested parties to support the oversight, development, and operations of the beach

flickr.com, David Owen

6.4 PROGRAMMATIC ELEMENTS

Short-Term:

- Actively program the lakefront to attract people
  - o "Discover Your Beach" days
  - o Discover boating program
  - o Expand bandshell programming
  - o "Ship Watch" events when lakers (large ships) arrive
- Host more festivals on the lakefront
  - o Festival del Mole y Pozole
  - o Sci-fi events, Ray Bradbury-related events

Mid-Term:

- Support more interactive boating opportunities
  - o On the beach kayak and paddleboard rentals
  - o On the beach storage of low-cost small craft (sea kayaks and sailboats)
  - o Water taxis
  - o Boat rentals (power and sail)
  - o Dinner cruise boats
  - o Explore Great Lakes cruise vessels
- Expand shuttles from beach to downtown
- Expand winter programming
  - o Ice festivals
  - o Ice carving competitions
  - o Outdoor holiday markets
  - o Portable ice skating rinks

6.5 DEVELOPMENT

Short and Long Term:

- Maintain a mixed-use lakefront with elements of residential, restaurant/retail, recreational and working waterfront (commercial shipping) activities
- Consider development of a Form-Based Code which grants zoning approval so long as the project complies with the Code
- Recognize broader potential development types with greater job creation potential such as assisted living and memory care
- Remain open to working waterfront opportunities with a need to be on the lakefront that are clean and compatible with surrounding land uses
- Actively seek out development partnerships
- Engage Director of Development, consider addition of Economic Development Coordinator
- Identify available incentives
  - TIF / infrastructure investment
  - Tax incentives
  - Land partnership
  - State/Federal Economic Development Grants
  - Brownfield incentives
- Consider a one time "catalyst project incentive" of special benefits to the first developer of a key project to get the ball rolling on the waterfront
- Reward developers for additional investment in the creation of adjacent public amenities and/or additional sustainable design initiatives

6.6 PARTNERSHIPS

Short and Long Term:

- Waukegan Park District
  - Operation of the beach
  - Explore ways to share staff and resources
  - Transfer and partner in continued restoration of lands south of Waukegan Harbor
- Waukegan Port District
  - Coordinate special events and programming
  - Create more continuous public waterfront
  - Explore ways to share staff and resources
- Department of Natural Resources
  - Develop Management Plan
- Lake County Forest Preserve
  - Transfer and partner in continued restoration of lands north of Waukegan Harbor
- Public Private Partnerships

6.7 MARKETING/IMAGE

Short and Long Term:

- Transform challenges into opportunities
  - o Celebrate the incredible clean-up completed over the last three decades
  - o Continue / expand partnerships to enhance the restoration efforts
  - o Support green initiatives
- Create a marketing team to actively tell the story of the transformation of Waukegan's lakefront
- Create a coordinated branding strategy to reinforce Waukegan's role as Lake County's waterfront
  - o Billboards
  - o Articles
  - o Blogs
- Change will occur, believe that Waukegan will be known for its pristine restored dune ecology, clean waters, vibrant lakefront neighborhoods, and easily walkable connections to a diverse and thriving downtown that draws residents and visitors alike.

6.8 PRIORITY STRATEGIC ACTIONS

Development

- Develop Form-Based Code for North Beach
- Engage real estate marketing professional, evaluate past efforts
- Consider "catalyst incentives" and minimum criteria
- Issue development request for proposal

Partnerships

- Immediately engage with Lake County Forest Preserve and Waukegan Park District

Image/Marketing

- Work directly with Director of Marketing
- Develop "Pure Waukegan" campaign

7.1 CONCLUSIONS

The primary goal of this Active Implementation Plan is to identify a series of actions that will encourage and serve as a catalyst for the implementation of the vision outlined in the 2003 Master Plan. This Active Implementation Plan has documented the results of extensive community outreach, visual preference surveys, market research, as well as meetings with business owners, governmental agencies, and other stakeholders. Chapter Six outlines an extensive list of proposed actions organized into six categories, including Physical, Operational, Programming, Development, Partnerships, and Marketing/ Image, and further organizes actions within those categories by priority. The proposed list of actions covers a wide range of opportunities to improve the waterfront, and this section is intended to provide an overview of how our efforts towards completing those actions can be focused to create the greatest positive impact for the effort.

After decades of planning, environmental remediation, removal of abandoned structures, and ecological restoration of the lakefront, the most important next step in attracting high quality development is to continue improving the lakefront to increase the use, vitality, and economic value of the waterfront to both the community and visitors. Continue the ongoing community-wide efforts to improve the beach and dune ecology, and complete as many of the proposed physical improvements as possible, which are outlined in Chapter Six for the Beach and Sea Horse Drive. Immediately support businesses that will help activate the beach such as food trucks and kayak rentals using existing infrastructure, while longer term improvements are under way. Improve access and connection to the Waukegan lakefront both regionally and within Waukegan by improving bicycle and multi-use trail access along the waterfront. Identify any opportunity to implement the ideas outlined in Chapter Six in an interim fashion as needed until funding for permanent improvements can be made. The goal is to show immediate change and improvement and get the ball rolling.

7.2 FUNDING

There are several key approaches to funding immediate and longer term improvements along the lakefront that should be considered:

- Expand partnerships with other local units of government and transfer operations where appropriate to the agency that is most focused on that operation to make the most effective use of taxpayer dollars
- Pursue all available grant funds from State and Federal Sources
- Private Philanthropy and Local Businesses
- Public Private Partnerships that leverage private development efforts to fund construction of infrastructure and public improvements
- Consider local revenue sources and/or consider bond funding for lakefront improvements
- User fees and charges, where appropriate and in-line with other waterfront communities in the region, to offset ongoing Operations and Maintenance Costs

Governmental Partnerships

The best long term operating plan and funding strategy for transforming the lakefront may well be to partner with the Lake County Forest Preserve District and Waukegan Park District. The core mission of the Lake County Forest Preserve District is to serve as the principal guardian of Lake County's open space and natural areas, and set the standard in nature, historic preservation, and outdoor recreation and education. The guiding elements of their mission remain focused on preservation, restoration, education and recreation. The Waukegan Park District is well known for providing parks, facilities and leisure opportunities to Waukegan's culturally diverse population, and they have indicated a willingness to partner on recreation opportunities at the public beach, once it has been improved to achieve current standards. To that end, we believe a partnership between the City of Waukegan, the Lake County Forest Preserve District, and Waukegan Park District could help all three agencies focus on their core competencies and make the most efficient use of community resources.

To achieve this, the City of Waukegan could offer to transfer a number of lakefront parcels already proposed for ecological restoration as natural habitat areas to the Forest Preserve District. Rather than purchasing the property from the City as they might from a private landowner, the Forest Preserve could potentially invest in the needed improvements at the beach to facilitate the transfer of that operation to the Park District. The City and Park District could continue to collaborate on the improvements such as the food truck promenade, Sea Horse Drive improvements, parking expansion, trail connections, etc. With the beach improvements underway, and the adjacent lands under management by the most appropriate agencies, the final cleanup and removal of the nearby abandoned structures and infrastructure should be completed.

Other partnerships that should be considered are all other units of government that will benefit from a stronger Waukegan and lakefront, including the County of Lake (of which Waukegan is the County Seat), The Waukegan Port District, and possibly Waukegan Township. At the State level, partnerships with the Illinois Department of Natural Resources may make sense, especially if supported by local State Representatives and Senators. At the Federal level, partnerships with the US Army Corps of Engineers, US Coast Guard, and National Park Service may all be possible with support and assistance from the Illinois Congressional Delegation.

State and Federal Grants

While we recognize the current limitations on State grant funding, we should not rule out State grants over the long term and Federal grants in the near term. At the state level, a variety of funding and grant sources are available through the Illinois Department of Transportation, including the Illinois Transportation Enhancement Program. Additional programs in support of stormwater best management practices, bicycle trails, habitat expansion, and naturalized shoreline protection are available from the Illinois Department of Natural Resources. Additional state agencies that provide a range of programs for community based conservation include Illinois Clean Energy Community Foundation Grants, Illinois Environmental Protection Agency, and the Illinois Historical Preservation Agency. Open Space Lands and Development grants may also be available, and some elements may be eligible for funding from the Illinois Jobs Now program.

At the federal level, a range of programs are available, including The Transportation Equity Act for the 21st Century, known as Tea-21, which is the primary source of federal funding for greenways. Another potential funding source would be the USFWS Boating Infrastructure Grant Program (BIG-P), which is a program that funds construction of transient boating facilities specifically for watercraft 26' and longer.

Private Philanthropy and Local Businesses

Given the prominence of Waukegan's lakefront and the contribution that improving the lakefront will create in terms of overall quality of life, local corporate and private citizens may wish to support the efforts of the City by funding major elements. Strategies that include naming opportunities have proven beneficial to both the community and the donor, and are an excellent way for a private donor to leave a legacy in honor of a loved one.

The implementation of the lakefront master plan will spur increased tourism, stabilize and/or increase property values in adjacent neighborhoods, and support the competitiveness of local businesses. These revenues, while difficult to quantify, will contribute to the overall general economic health of the community. While this plan is intended to identify steps that can be taken immediately, the long range benefits of the plan will provide benefits far into the future.

The Illinois Association of Park Districts provides an extensive list of grant sources, including private corporations and foundations. The list includes dozens of private and corporate foundations that focus on funding a wide variety of public recreational programs and infrastructure.

Public Private Partnerships

One of the most effective strategies for funding waterfront improvements after the Great Recession is for local communities to partner with private developers to leverage each of their strengths to build high quality project. In order to achieve this, the City and private developers can work together to achieve the vision established by the community through the community outreach effort of this Active Implementation Plan. The City and community should take an active role in the development of the lakefront sites, and we believe the best way to encourage the development community to engage on these sites is through a more adaptable Form Based Code.

Local Funding Sources and/or Bond Funding

One of the key benefits of this plan is the establishment of community supported priorities, which will allow the City to make use of whatever limited funds may be available to make continual progress towards an established goal. Whatever maintenance and capital budgets may be available, no matter the amount, will be more effectively utilized with a clear plan in place.

User Fees

User fees, including beach access charges and parking fees, are a potential source of revenue that should be considered. It is very important to assess the impact on the fees on usage to ensure that local residents, in particular low income residents, are not excluded from public amenities. The long term goal would be to reduce any user fees to the minimum necessary to manage the operation, while the broader improvements generate funds and operating infrastructure to manage facilities at lower costs.

7.3 SUMMARY

In summary, the key goal at this point is to build on the incredible successes already achieved, and share this story with the broader community to let people know just how special the Waukegan lakefront is. The old narrative about Waukegan's lakefront being a contaminated industrial site is no longer true, and with the continued implementation of one improvement after another, more and more members of the community will recognize the natural qualities of the site and the narrative will begin to change. We strongly believe that the time is right, and the opportunity presented at Waukegan's lakefront will attract quality development with the right approach.

8.1 PROJECT STAKEHOLDERS INTERVIEWED

City of Waukegan
Illinois Department of Natural Resources
- Diane Tecic, Coastal Management Program Director

Latino Advisory Board to the Mayor
- Megan McKenna Mejia
- Porfirio Garcia
- S. Kathleen Long
- Lety Castellanos

Waukegan Park District
- Greg Petry, Executive Director

Waukegan Port District
- Grant Farrell, Board Chairman
- Jorge Torres, Board Member
- Randy Rogers, Executive Director
- Jamie O'Meara, Director of Operations

Lake County Administration
Waukegan Chamber of Commerce
- Ron Oesterlein, Executive Director

Waukegan Main Street
- Jamie O'Meara, President

Waukegan Public Schools
- Michael Rodriguez, President of the Board

Waukegan Harbor Citizens' Advisory Group (CAG)
Greater Waukegan Development Coalition
LaFarge North America
AkzoNobel Aerospace Coatings
Norstates Bank
National Gypsum Company
Ampsky & Associates, LLC
Deigan & Associates, LLC
Larsen Marine

8.2 DEMOGRAPHIC DATA

Table Demographics Overview				
Indicator	**2010**	**2015**	**2020**	**CAGR 2015-2020**
Population	89,078	89,102	89,246	0.03%
Households	28,079	28,218	28,331	0.08%
Families	20,045	19,968	19,943	-0.03%
Average Household Size	3.10	3.09	3.09	
Owner Households	14,959	14,630	14,638	0.01%
Renter Households	13,120	13,588	13,693	0.15%
Median Age	30.5	31.4	32.3	
Source: U.S. Bureau of the Census, 2010 Census, ESRI BIS forecasts for 2015 and 2020				

Table Demographics Trend Comparison Annual Growth 2015-2020			
Indicator	**Waukegan**	**Illinois**	**US**
Population	0.03%	0.21%	0.75%
Households	0.08%	0.26%	0.77%
Families	-0.03%	0.14%	0.69%
Owner HHs	0.01%	0.18%	0.70%
Median Household Income	2.64%	2.80%	2.66%
Source: U.S. Bureau of the Census, 2010 Census, ESRI BIS forecasts for 2015 and 2020			

Table Demographics by Age Group – Local Market Area			
Age Group	**2010**	**2015**	**2020**
0 - 4	8,187	7,751	7,645
5 - 9	7,642	7,554	7,222
10 - 14	7,079	7,089	7,240
15 - 19	6,828	6,461	6,517
20 - 24	6,758	6,692	6,091
25 - 34	14,293	14,068	13,661
35 - 44	12,591	12,372	12,780
45 - 54	11,392	10,804	10,444
55 - 64	7,680	8,770	9,090
65 - 74	3,648	4,544	5,405
75 - 84	2,140	2,099	2,301
85+	840	901	850
Total	**89,078**	**89,102**	**89,246**
Source: U.S. Bureau of the Census, 2010 Census, ESRI BIS forecasts for 2015 and 2020			

Persons of Hispanic origin represent 55% of the population in 2015 compared to 17.6% of the U.S. population. This percentage is estimated to increase to 57.5% by 2020.

Table Population by Ethnicity						
Race	**2010**		**2015**		**2020**	
	Number	**Percent**	**Number**	**Percent**	**Number**	**Percent**
White Alone	41,552	46.6%	40,831	45.8%	39,908	44.7%
Black Alone	17,081	19.2%	16,799	18.9%	16,588	18.6%
American Indian Alone	1,042	1.2%	1,013	1.1%	988	1.1%
Asian Alone	3,825	4.3%	3,912	4.4%	4,183	4.7%
Pacific Islander Alone	52	0.1%	59	0.1%	60	0.1%
Some Other Race Alone	21,884	24.6%	22,749	25.5%	23,677	26.5%
Two or More Races	3,642	4.1%	3,738	4.2%	3,843	4.3%
Total	**89,078**		**89,102**		**89,246**	
Hispanic Origin (Any Race)	47,612	53.4%	49,225	55.2%	51,310	57.5%
Source: U.S. Bureau of the Census, 2010, ESRI BIS forecasts for 2015 and 2020, MFA						

The following table details the distribution of the main ethnicities by age group in Waukegan,

Table Population by Ethnicity & Age Group in 2015								
	Total Population		**Hispanic**		**Caucasian**		**African American**	
	#	%	#	%	#	%	#	%
Total	**89,102**	**100.0%**	**49,224**	**100.0%**	**40,828**	**100.0%**	**16,799**	**100.0%**
0 - 4	7,749	8.6%	5,355	10.9%	2,973	7.3%	1,459	8.7%
5 - 9	7,554	8.6%	5,270	10.7%	3,021	7.4%	1,381	8.2%
10 - 14	7,089	8.0%	4,832	9.8%	2,782	6.8%	1,286	7.7%
15 - 19	6,460	7.3%	4,139	8.4%	2,486	6.1%	1,311	7.8%
20 - 24	6,692	7.5%	4,170	8.5%	2,750	6.7%	1,228	7.3%
25 - 29	7,101	8.0%	4,354	8.8%	2,997	7.3%	1,297	7.7%
30 - 34	6,967	7.8%	4,468	9.1%	3,040	7.4%	1,020	6.1%
35 - 39	6,409	7.2%	4,042	8.2%	2,816	6.9%	1,010	6.0%
40 - 44	5,963	6.7%	3,422	7.0%	2,696	6.6%	1,049	6.2%
45 - 49	5,407	6.1%	2,577	5.2%	2,571	6.3%	1,149	6.8%

50 - 54	5,397	6.1%	2,115	4.3%	2,785	6.8%	1,263	7.5%
55 - 59	4,940	5.5%	1,694	3.4%	2,687	6.6%	1,132	6.7%
60 - 64	3,830	4.3%	1,143	2.3%	2,239	5.5%	809	4.8%
65 - 69	2,745	3.1%	732	1.5%	1,700	4.2%	540	3.2%
70 - 74	1,799	2.0%	439	0.9%	1,146	2.8%	360	2.1%
75 - 79	1,261	1.4%	254	0.5%	838	2.1%	242	1.4%
80 - 84	838	0.9%	127	0.3%	599	1.5%	136	0.8%
85+	901	1.0%	91	0.2%	702	1.7%	127	0.8%
Median Age	**31.4**		**26.0**		**35.6**		**32.1**	
Source: U.S. Bureau of the Census, 2010, ESRI BIS forecasts for 2015 and 2020, MFA								

Table 2015 Population Age 25+ by Educational Attainment	
Education/Market	**Waukegan**
Total	53,558
Less than 9th Grade	16.1%
9th - 12th Grade, No Diploma	11.6%
High School Graduate	23.5%
GED/Alternative Credential	4.8%
Some College, No Degree	19.8%
Associate Degree	6.1%
Bachelor's Degree	12.5%
Graduate/Professional Degree	5.6%
Source: U.S. Bureau of the Census, 2010, ESRI BIS forecasts for 2015 and 2020, MFA	

Household Income & Spending

The distribution of households by income shows that the majority of households are below the $50,000 income bracket. The number of households with an income up to $50,000 are estimated to decline over the next 5 years, the number of middle class households and high income households are estimated to increase over the same period of time. The numbers do not account for inflation or increased cost of living. The following table shows the distribution of households in the market area into three main income brackets:

Table Household Income - Summary			
Income Brackets	**Households by Income**		**Disposable Income**
	2015	**2020**	**2015**
<$15,000 -$49,999	54.4%	48.4%	65.3%
$50,000 - $99,999	29.8%	32.1%	26.5%
$100,000>	15.8%	19.4%	8.1%
Source: U.S. Bureau of the Census, 2010 Census, ESRI BIS forecasts for 2014 and 2019			

Roughly 65% of all households have a disposable income of less than $50,000. Median disposable household income in 2015 is estimate at $36,000, average disposable household income is at $47,000.

Table Household Income - Summary		
Year	**2015**	**2020**
Median Household Income	$45,154	$51,427
Average Household Income	$59,723	$67,257
Per Capita Income	$19,248	$21,699
Median Disposable Income	$36,444	
Average Disposable Income	$46,769	
Source: U.S. Bureau of the Census, 2010 Census, ESRI BIS forecasts for 2015 and 2020, MFA		

The following table shows household budget spending in categories showing the market potential for some main retail categories. The spending potential index (SPI) compares the likelihood of a household spending money in a certain category to the national average of 100. In all categories the spending is below the national average. The top three categories are highlighted.

Table Household Spending - Summary

Item	Average Spent per HH	Total HH Spending	Percent of Total	Index
Total Expenditures	**$57,666.83**	**$1,627,242,485**	**100.0%**	**80**
Food	$6,994.44	$197,369,036	12.1%	82
Food at Home	$4,276.14	$120,664,259	7.4%	82
Food Away from Home	$2,718.29	$76,704,777	4.7%	83
Alcoholic Beverages	$456.35	$12,877,355	0.8%	82
Housing	$17,870.12	$504,259,128	31.0%	83
Shelter	$13,886.92	$391,860,969	24.1%	84
Utilities, Fuel and Public Services	$3,983.21	$112,398,159	6.9%	79
Household Operations	$1,457.66	$41,132,364	2.5%	79
Housekeeping Supplies	$574.96	$16,224,268	1.0%	80
Household Furnishings and Equipment	$1,470.59	$41,496,993	2.6%	80
Apparel and Services	$1,950.38	$55,035,887	3.4%	84
Transportation	$8,412.21	$237,375,609	14.6%	80
Travel	$1,525.27	$43,039,944	2.6%	78
Health Care	$3,489.06	$98,454,177	6.1%	74
Entertainment and Recreation	$2,581.74	$72,851,524	4.5%	78
Personal Care Products & Services	$636.29	$17,954,700	1.1%	81
Education	$1,222.99	$34,510,355	2.1%	80
Smoking Products	$353.81	$9,983,935	0.6%	76
Miscellaneous	$872.05	$24,607,553	1.5%	80
Support Payments/Cash Contribution/Gifts in Kind	$1,859.63	$52,474,938	3.2%	74
Life/Other Insurance	$320.89	$9,054,966	0.6%	70
Pensions and Social Security	$5,618.39	$158,539,756	9.7%	79

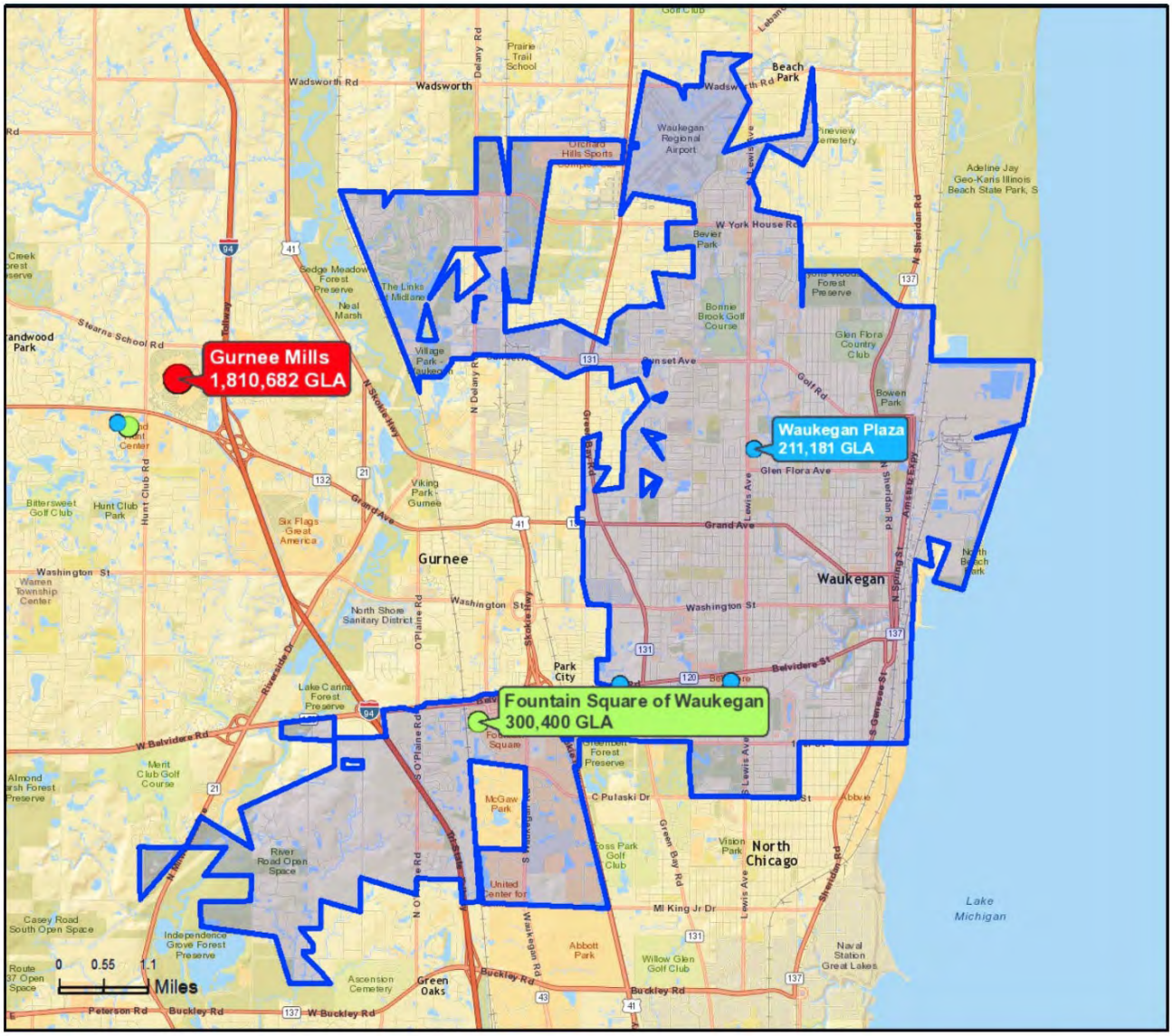
Source: 2011 and 2012 Consumer Expenditure Surveys, Bureau of Labor Statistics, MFA

mfa

Major Shopping Center Map

Waukegan City, IL 3
Waukegan city, IL (1779293)
Place

Prepared by Esri



Gross Leasable Area
- Less than 200,000 sq ft
- 200,001 - 300,000
- 300,001 - 500,000
- 500,001 - 800,000
- More than 800,000

Economic/Business Profile

Table Businesses and Employment	
Market Segments	**Waukegan**
Total Businesses:	2,885
Total Employees:	35,617
Total Residential Population:	89,102
Employee/Residential Population Ratio:	0.4:1
Source: U.S. Bureau of the Census County Business Patterns; Dun & Bradstreet, Inc; ESRI BIS forecasts for 2015; MFA	

Top three economic sectors:
By Businesses:

1. Other Services (except Public Administration)
2. Retail Trade
3. Professional, Scientific & Tech Services

By Employment:

1. Health Care & Social Assistance
2. Manufacturing
3. Retail Trade

Table Businesses and Employment by Economic Sector (NAICS Codes)				
Economic Sector by NAICS Codes	**Businesses**		**Employees**	
	Number	**Percent**	**Number**	**Percent**
Agriculture, Forestry, Fishing & Hunting	2	0.1%	6	0.0%
Mining	0	0.0%	0	0.0%
Utilities	3	0.1%	11	0.0%
Construction	204	7.1%	1,379	3.9%
Manufacturing	104	3.6%	4,638	13.0%
Wholesale Trade	88	3.1%	2,291	6.4%
Retail Trade	393	13.6%	4,528	12.7%
Transportation & Warehousing	107	3.7%	1,079	3.0%
Information	47	1.6%	338	0.9%
Finance & Insurance	237	8.2%	1,102	3.1%
Real Estate, Rental & Leasing	152	5.3%	863	2.4%
Professional, Scientific & Tech Services	287	9.9%	1,768	5.0%
Management of Companies & Enterprises	1	0.0%	125	0.4%
Administrative & Support & Waste Management & Remediation Services	162	5.6%	1,303	3.7%
Educational Services	63	2.2%	2,467	6.9%
Health Care & Social Assistance	189	6.6%	4,848	13.6%
Arts, Entertainment & Recreation	49	1.7%	590	1.7%
Accommodation & Food Services	203	7.0%	2,500	7.0%
Other Services (except Public Administration)	399	13.8%	1,518	4.3%
Public Administration	108	3.7%	4,159	11.7%
Unclassified Establishments	87	3.0%	104	0.3%
Total	**2,885**	**100.0%**	**35,617**	**100.0%**

Source: Infogroup, ESRI, MFA

Table Principal Employers in Waukegan			
Employer	**Sector**	**Number of Employ-ees**	**Percent of Total Employment**
Vista Medical Center East & West	Community Hospital	1,000	2.8%
Lake County Health Dept (Grand Ave.)	Government	900	2.5%
Care Fusion	Health Care Technology	500	1.4%
Cardinal Health	Health Care Services	450	1.3%
Kiley Developmental Center	Mental Health Facility	423	1.2%
Lake County Sheriff	Government	417	1.2%
Lake County Health Dept (Belvidere Rd.)	Government	401	1.1%
Walmart Supercenter	Retail	350	1.0%
Lake County Press Inc.	Commercial Printer	300	0.8%
USA Blue Book Inc.	Retail	300	0.8%
Sub Total Principal Employers		***5,041***	***14.2%***
Estimated Total Employment		**35,617**	
Source: City of Waukegan, ESRI			

Local Comparisons

Table Demographics 2015				
Indicator	**Waukegan**	**Lake County**	**Chicago CBSA**	**USA**
Population	89,078	707,461	9,557,057	318,536,439
Households	28,079	245,114	3,530,229	120,746,349
Families	20,045	180,617	2,322,296	79,691,683
Average Household Size	3.10	2.81	2.66	2.57
Owner Households	14,959	183,359	2,249,455	76,019,723
Renter Households	13,120	61,755	1,280,774	44,726,626
Median Age	30.5	37.5	36.6	37.9
Source: U.S. Bureau of the Census, 2010 Census, ESRI BIS forecasts for 2015 and 2020				

Table Demographics Trend Comparison Annual Growth 2015-2020					
Indicator	**Waukegan**	**Lake County**	**Chicago CBSA**	**Illinois**	**US**
Population	0.03%	0.15%	0.28%	0.21%	0.75%
Households	0.08%	0.20%	0.34%	0.26%	0.77%
Families	-0.03%	0.11%	0.23%	0.14%	0.69%
Owner HHs	0.01%	0.16%	0.27%	0.18%	0.70%
Median Household Income	2.64%	2.67%	3.28%	2.80%	2.66%
Source: U.S. Bureau of the Census, 2010 Census, ESRI BIS forecasts for 2015 and 2020					

Table Population by Ethnicity 2015						
Race	**Waukegan**		**Lake County**		**Chicago CBSA**	
White Alone	40,831	45.8%	518,896	73.3%	6,151,221	64.4%
Black Alone	16,799	18.9%	50,293	7.1%	1,612,981	16.9%
American Indian Alone	1,013	1.1%	3,298	0.5%	36,662	0.4%
Asian Alone	3,912	4.4%	49,894	7.1%	602,050	6.3%
Pacific Islander Alone	59	0.1%	336	0.0%	3,412	0.0%
Some Other Race Alone	22,749	25.5%	64,809	9.2%	894,169	9.4%
Two or More Races	3,738	4.2%	19,935	2.8%	256,562	2.7%
Hispanic Origin (Any Race)	49,225	55.2%	151,146	21.4%	2,112,977	22.1%
Source: U.S. Bureau of the Census, 2010, ESRI BIS forecasts for 2015 and 2020, MFA						

Waukegan Participation Estimates

The following tables show participation potential for selected activities by age and ethnicity.

Bicycle Riding

Table Participation Estimates - Bicycle Riding				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	927	920	900	-20
12-17	1,050	1,010	1,031	21
18-24	1,172	1,157	1,081	-77
25-34	1,787	1,759	1,708	-51
35-44	1,574	1,547	1,598	51
45-54	1,424	1,351	1,306	-45
55-64	960	1,096	1,136	40
65-74	456	568	676	108
75+	373	375	394	19
Total	**11,732**	**11,797**	**11,848**	**46**
Hispanic				
7-11	495	508	518	10
12-17	561	557	593	35
18-24	626	639	621	-18
25-34	954	971	982	11
35-44	840	854	919	65
45-54	760	745	751	5
55-64	513	605	653	48
65-74	244	314	388	75
75+	199	207	226	19
Total	**6,265**	**6,512**	**6,813**	**301**
African American				
7-11	178	174	167	-6
12-17	202	191	192	1
18-24	225	219	201	-18
25-34	343	332	318	-15
35-44	302	292	297	5
45-54	273	255	243	-12
55-64	184	207	211	4
65-74	88	107	126	18
75+	72	71	73	2
Total	**2,253**	**2,230**	**2,204**	**-26**
Source: NSGA, ESRI				

Boating

Table Participation Estimates - Boating				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	423	419	411	-9
12-17	479	460	470	10
18-24	534	528	493	-35
25-34	815	802	779	-23
35-44	718	705	728	23
45-54	649	616	595	-21
55-64	438	500	518	18
65-74	208	259	308	49
75+	170	171	180	9
Total	**6,443**	**6,475**	**6,502**	**21**
Hispanic				
7-11	226	232	236	5
12-17	256	254	270	16
18-24	285	291	283	-8
25-34	435	443	448	5
35-44	383	389	419	30
45-54	347	340	342	2
55-64	234	276	298	22
65-74	111	143	177	34
75+	91	94	103	9
Total	**3,441**	**3,574**	**3,738**	**164**
African American				
7-11	81	79	76	-3
12-17	92	87	87	0
18-24	103	100	92	-8
25-34	156	152	145	-7
35-44	138	133	135	2
45-54	125	116	111	-6
55-64	84	94	96	2
65-74	40	49	57	8
75+	33	32	33	1
Total	**1,237**	**1,224**	**1,209**	**-15**
Source: NSGA, ESRI				

Canoeing

Table Participation Estimates - Canoeing				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	200	199	194	-4
12-17	227	218	223	5
18-24	253	250	233	-17
25-34	386	380	369	-11
35-44	340	334	345	11
45-54	308	292	282	-10
55-64	207	237	245	9
65-74	98	123	146	23
75+	80	81	85	4
Total	**4,110**	**4,128**	**4,143**	**10**
Hispanic				
7-11	107	110	112	2
12-17	121	120	128	8
18-24	135	138	134	-4
25-34	206	210	212	2
35-44	182	184	198	14
45-54	164	161	162	1
55-64	111	131	141	10
65-74	53	68	84	16
75+	43	45	49	4
Total	**2,195**	**2,279**	**2,382**	**104**
African American				
7-11	38	174	167	-6
12-17	44	191	192	1
18-24	49	219	201	-18
25-34	74	332	318	-15
35-44	65	292	297	5
45-54	59	255	243	-12
55-64	40	207	211	4
65-74	19	107	126	18
75+	15	71	73	2
Total	**789**	**2,230**	**2,204**	**-26**
Source: NSGA, ESRI				

Exercise Walking

Table Participation Estimates – Exercise Walking				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	2,328	2,311	2,261	-49
12-17	2,637	2,536	2,590	53
18-24	2,944	2,907	2,714	-193
25-34	4,488	4,417	4,290	-128
35-44	3,954	3,885	4,013	128
45-54	3,577	3,392	3,279	-113
55-64	2,412	2,754	2,854	100
65-74	1,145	1,427	1,697	270
75+	936	942	989	47
Total	**26,431**	**26,587**	**26,708**	**116**
Hispanic				
7-11	1,243	1,276	1,300	25
12-17	1,408	1,400	1,489	89
18-24	1,572	1,605	1,561	-44
25-34	2,397	2,438	2,466	28
35-44	2,111	2,144	2,307	163
45-54	1,910	1,873	1,886	13
55-64	1,288	1,520	1,641	121
65-74	612	788	976	188
75+	500	520	569	49
Total	**14,114**	**14,676**	**15,357**	**681**
African American				
7-11	447	437	421	-16
12-17	506	479	482	2
18-24	565	549	505	-45
25-34	862	835	798	-37
35-44	759	734	746	12
45-54	687	641	610	-31
55-64	463	520	531	10
65-74	220	270	316	46
75+	180	178	184	6
Total	**5,075**	**5,025**	**4,968**	**-57**
Source: NSGA, ESRI				

Fishing

Table Participation Estimates - Fishing				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	734	729	713	-16
12-17	832	800	816	17
18-24	928	917	856	-61
25-34	1,415	1,393	1,352	-40
35-44	1,247	1,225	1,265	40
45-54	1,128	1,070	1,034	-36
55-64	760	868	900	32
65-74	361	450	535	85
75+	295	297	312	15
Total	**9,710**	**9,762**	**9,804**	**37**
Hispanic				
7-11	392	402	410	8
12-17	444	441	469	28
18-24	496	506	492	-14
25-34	756	769	778	9
35-44	666	676	728	51
45-54	602	590	595	4
55-64	406	479	517	38
65-74	193	248	308	59
75+	158	164	179	15
Total	**5,185**	**5,389**	**5,637**	**248**
African American				
7-11	141	138	133	-5
12-17	160	151	152	1
18-24	178	173	159	-14
25-34	272	263	252	-12
35-44	239	231	235	4
45-54	217	202	192	-10
55-64	146	164	167	3
65-74	69	85	100	15
75+	57	56	58	2
Total	**1,864**	**1,845**	**1,824**	**-22**
Source: NSGA, ESRI				

Hiking

Table Participation Estimates - Hiking				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	823	817	799	-17
12-17	932	897	915	19
18-24	1,041	1,028	959	-68
25-34	1,587	1,562	1,516	-45
35-44	1,398	1,373	1,419	45
45-54	1,265	1,199	1,159	-40
55-64	852	973	1,009	36
65-74	405	504	600	96
75+	331	333	350	17
Total	**10,643**	**10,701**	**10,747**	**41**
Hispanic				
7-11	440	451	460	9
12-17	498	495	526	31
18-24	556	567	552	-16
25-34	847	862	872	10
35-44	746	758	816	58
45-54	675	662	667	5
55-64	455	537	580	43
65-74	216	278	345	67
75+	177	184	201	17
Total	**5,683**	**5,907**	**6,180**	**273**
African American				
7-11	158	154	149	-6
12-17	179	169	170	1
18-24	200	194	178	-16
25-34	305	295	282	-13
35-44	268	260	264	4
45-54	243	227	216	-11
55-64	164	184	188	4
65-74	78	95	112	16
75+	64	63	65	2
Total	**2,043**	**2,023**	**1,999**	**-24**
Source: NSGA, ESRI				

Kayaking

Table Participation Estimates - Kayaking				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	215	213	209	-5
12-17	244	234	239	5
18-24	272	269	251	-18
25-34	414	408	396	-12
35-44	365	359	371	12
45-54	330	313	303	-10
55-64	223	254	264	9
65-74	106	132	157	25
75+	86	87	91	4
Total	**4,265**	**4,284**	**4,300**	**11**
Hispanic				
7-11	115	118	120	2
12-17	130	129	138	8
18-24	145	148	144	-4
25-34	221	225	228	3
35-44	195	198	213	15
45-54	176	173	174	1
55-64	119	140	152	11
65-74	56	73	90	17
75+	46	48	53	5
Total	**2,278**	**2,365**	**2,473**	**108**
African American				
7-11	41	40	39	-1
12-17	47	44	44	0
18-24	52	51	47	-4
25-34	80	77	74	-3
35-44	70	68	69	1
45-54	63	59	56	-3
55-64	43	48	49	1
65-74	20	25	29	4
75+	17	16	17	1
Total	**819**	**810**	**800**	**-10**
Source: NSGA, ESRI				

Running/Jogging

Table Participation Estimates – Running/Jogging				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	1,008	1,001	979	-21
12-17	1,142	1,099	1,122	23
18-24	1,275	1,259	1,176	-84
25-34	1,944	1,913	1,858	-55
35-44	1,712	1,683	1,738	55
45-54	1,549	1,469	1,420	-49
55-64	1,044	1,193	1,236	44
65-74	496	618	735	117
75+	405	408	429	21
Total	**12,587**	**12,658**	**12,713**	**50**
Hispanic				
7-11	539	552	563	11
12-17	610	606	645	38
18-24	681	695	676	-19
25-34	1,038	1,056	1,068	12
35-44	914	929	999	71
45-54	827	811	817	6
55-64	558	658	711	52
65-74	265	341	423	82
75+	216	225	246	21
Total	**6,722**	**6,987**	**7,310**	**323**
African American				
7-11	194	189	182	-7
12-17	219	208	209	1
18-24	245	238	219	-19
25-34	373	362	346	-16
35-44	329	318	323	5
45-54	297	278	264	-14
55-64	201	225	230	5
65-74	95	117	137	20
75+	78	77	80	3
Total	**2,417**	**2,392**	**2,365**	**-28**
Source: NSGA, ESRI				

Skateboarding

Table Participation Estimates - Skateboarding				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	82	81	79	-2
12-17	92	89	91	2
18-24	103	102	95	-7
25-34	157	155	150	-4
35-44	139	136	141	4
45-54	125	119	115	-4
55-64	84	96	100	4
65-74	40	50	59	9
75+	33	33	35	2
Total	**2,866**	**2,876**	**2,885**	**4**
Hispanic				
7-11	44	45	46	1
12-17	49	49	52	3
18-24	55	56	55	-2
25-34	84	85	86	1
35-44	74	75	81	6
45-54	67	66	66	0
55-64	45	53	57	4
65-74	21	28	34	7
75+	18	18	20	2
Total	**1,530**	**1,587**	**1,659**	**71**
African American				
7-11	16	15	15	-1
12-17	18	17	17	0
18-24	20	19	18	-2
25-34	30	29	28	-1
35-44	27	26	26	0
45-54	24	22	21	-1
55-64	16	18	19	0
65-74	8	9	11	2
75+	6	6	6	0
Total	**550**	**544**	**537**	**-7**
Source: NSGA, ESRI				

Swimming

Table Participation Estimates - Swimming				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	1,008	1,001	979	-21
12-17	1,142	1,099	1,122	23
18-24	1,275	1,259	1,176	-84
25-34	1,944	1,913	1,858	-55
35-44	1,712	1,683	1,738	55
45-54	1,549	1,469	1,420	-49
55-64	1,044	1,193	1,236	44
65-74	496	618	735	117
75+	405	408	429	21
Total	**12,587**	**12,658**	**12,713**	**50**
Hispanic				
7-11	539	552	563	11
12-17	610	606	645	38
18-24	681	695	676	-19
25-34	1,038	1,056	1,068	12
35-44	914	929	999	71
45-54	827	811	817	6
55-64	558	658	711	52
65-74	265	341	423	82
75+	216	225	246	21
Total	**6,722**	**6,987**	**7,310**	**323**
African American				
7-11	194	189	182	-7
12-17	219	208	209	1
18-24	245	238	219	-19
25-34	373	362	346	-16
35-44	329	318	323	5
45-54	297	278	264	-14
55-64	201	225	230	5
65-74	95	117	137	20
75+	78	77	80	3
Total	**2,417**	**2,392**	**2,365**	**-28**
Source: NSGA, ESRI				

Volleyball

Table Participation Estimates - Volleyball				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	311	309	302	-7
12-17	353	339	346	7
18-24	394	389	363	-26
25-34	600	591	574	-17
35-44	529	520	537	17
45-54	478	454	439	-15
55-64	323	368	382	13
65-74	153	191	227	36
75+	125	126	132	6
Total	**5,277**	**5,302**	**5,322**	**16**
Hispanic				
7-11	166	171	174	3
12-17	188	187	199	12
18-24	210	215	209	-6
25-34	321	326	330	4
35-44	282	287	309	22
45-54	255	250	252	2
55-64	172	203	220	16
65-74	82	105	131	25
75+	67	70	76	7
Total	**2,818**	**2,927**	**3,060**	**134**
African American				
7-11	60	58	56	-2
12-17	68	64	64	0
18-24	76	73	68	-6
25-34	115	112	107	-5
35-44	102	98	100	2
45-54	92	86	82	-4
55-64	62	70	71	1
65-74	29	36	42	6
75+	24	24	25	1
Total	**1,013**	**1,002**	**990**	**-12**
Source: NSGA, ESRI				

Yoga

Table Participation Estimates - Yoga				
Total Population				
Age Group	2010	2015	2020	Change 2015 2020
7-11	615	611	598	-13
12-17	697	670	685	14
18-24	778	768	717	-51
25-34	1,186	1,168	1,134	-34
35-44	1,045	1,027	1,061	34
45-54	946	897	867	-30
55-64	637	728	754	27
65-74	303	377	449	71
75+	247	249	262	13
Total	**8,465**	**8,510**	**8,546**	**31**
Hispanic				
7-11	329	337	344	7
12-17	372	370	394	23
18-24	416	424	413	-12
25-34	633	645	652	7
35-44	558	567	610	43
45-54	505	495	498	3
55-64	340	402	434	32
65-74	162	208	258	50
75+	132	137	150	13
Total	**4,520**	**4,698**	**4,914**	**216**
African American				
7-11	118	115	111	-4
12-17	134	127	127	1
18-24	149	145	133	-12
25-34	228	221	211	-10
35-44	201	194	197	3
45-54	182	169	161	-8
55-64	122	138	140	3
65-74	58	71	83	12
75+	47	47	49	2
Total	**1,625**	**1,608**	**1,590**	**-19**
Source: NSGA, ESRI				

St Joseph, MI

St. Joseph Waterfront in 1997

St. Joseph Waterfront in 2015

Source: Google Earth

St. Joseph, Michigan (population 8,365 according to 2010 census data) is very much a working-waterfront community. St. Joseph has a public beach that is separated from its downtown by active rail lines and a bluff, yet the popular tourist destination is known as 'The Riviera of the Midwest'. On the St. Joseph River, the recent addition of an upscale hotel, restaurant, and park and planned mixed-use residential development is located directly adjacent to industrial shipping operations.

Kenosha, WI

Kenosha Waterfront in 2000

Kenosha Waterfront in 2015

Source: Google Earth

Kenosha, Wisconsin (population of 99,889 according to 2010 census data) has improved its waterfront with an expanded marina, new housing, and public open space and a promenade on the waterfront.

St Joseph, MI

St. Joseph Waterfront in 1997

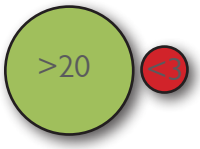
St. Joseph Waterfront in 2015

Source: Google Earth

St. Joseph, Michigan (population of 18,403 when combined with adjacent community of Benton Harbor, according to 2010 census data) is very much a working-waterfront community, but also a popular tourist destination. St. Joseph Harbor sees 30+ large ships annually, yet St. Joseph is no longer considered an industrial town. St. Joseph's waterfront is separated from its downtown by active rail lines and a bluff, yet the city has a public beach and new residential development, parks, and a golf course on its riverfront.

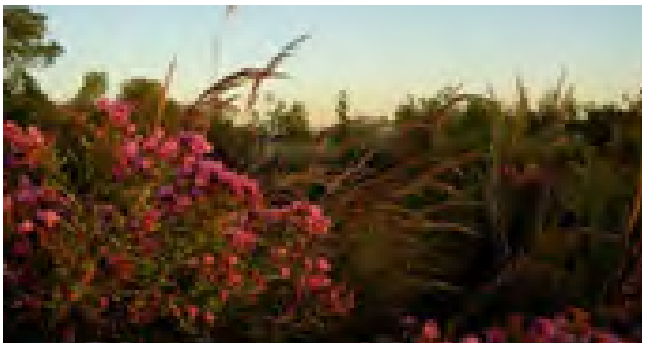
8.4 VISUAL PREFERENCE SURVEY

The images below were displayed at the public meeting on October 13, 2015. Approximately 60 people were in attendance. Attendees were given eight (8) green dot stickers and four (4) red dot stickers and were asked to affix green dots to the images that represented program elements that they would like to see on Waukegan's waterfront. Red dots were used to show which images were deemed undesirable for the waterfront. The numbers in the colored dots on the following pages represent total number of dots attached to the corresponding images at the end of the meeting.



Most Popular Images

Montrose Point Bird Sanctuary, Curaçao pedestrian bridge, food truck

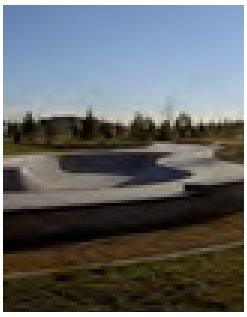


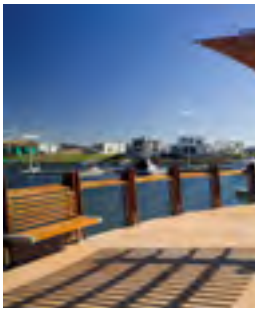
10-20 *Very Popular Images*

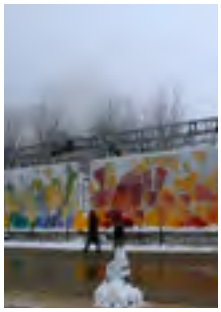
Water play splash parks, farmers market, boardwalk shopping and dining like Pier 39 in San Francisco, outdoor dining with a view of water, winter festivals, biking, fireworks displays, polar bear swim events, outdoor yoga, outdoor concerts, playgrounds, festivals on the beach

5-10 <3 *Moderately Popular Images*

Chain ferry, flexible outdoor dining space on water, large ship viewing areas, public foot races, public sculpture, children's gardens, bike paths, skate parks, 'tender' boats to ferry passengers, pivot bridge, sailing school, active boardwalk at night, boardwalk with seating, festivals at night, interaction with water, modern museum or similar facility, hotel with water views, climbing parks, beach festivals, ferry boats, ice festivals







5-10 5-10 *Mixed-Review Images*

Dog parks, large ships near residential/hotel

0 >1 *Unpopular Images*

Carnival

8.5 PUBLIC MEETING COMMENTS

Public Meeting #1
Waukegan Yacht Club
Thursday, July 27, 2015
Approximately 120 people, responses in italics

- Comment: Industry doesn't pay anything for dredging! *No they don't– state pays by use (no industry, no dredge funds)*
- Greg Weykamp: 30 years of progress has happened – a good deal of clean-up is done

"Prime the pump"

  - Examples: Singapore Yacht club, Port Cottonera Malta, 31st Street, Disney Celebration & Boardwalk, Olympic Village, Brooklyn Bridge
  - Public waterfront is key, not exclusive
  - Can't export the lake!

- Question: Which project is closest to Waukegan program? *St. Joseph probably (vision, planning, already done)*
- Question: How does this project benefit the community? *Development will not displace anyone – multiple benefits*
- Donnie Dan – past president of bird conservation organization, mission to protect wild birds, $1.4 M grant to rehabilitate habitat between beach & horseshoe, be mindful of all work done & marvelous habitat
- John Lenore – in Waukegan for 15 year, walking on beach favorite activity; JM Plant fence – bad idea; keep people out, Commonwealth Education there now? Dunes & swales would be better (build on assets)
- Question: Funding % private vs. public grants etc…? *@ St. Joseph Cornerstone Alliance, started private but superfund – city got out of the way*
- Charles Pitts – 5% Latino, Pier 39 San Francisco, live entertainment, meals (food truck?), community events, traveling carnivals, get people here in winter – snowmobile races, flea market, BMX track, extreme sports, 10 year plan good, but some things could happen now!
- Ephemeral retail, market for handmade products
- Long-term plan has to address the coal plant – need to have discussions about future of plant – or else no lakefront Riviera
- Friend wants lakefront condos so he can move here.
- Sheboygan has nice example – hotel & resort area, blue harbor, restaurants, etc… "shanty lane" of local shops
- Rick Rennell – County seat with history, museum way on edge, talk of move to Libertyville, kids need it here! Maritime history – navy ship? someone visted theater & loved it, but homeless people scared them off, need bike trail along water, connect to other trails, people like to walk along pier, welcome people to forest preserve. they have $ to purchase land (not to develop), wouldn't cost too much, movie industry started here, sports figures & entertainers, senior housing near TOD, power company donated $ for solar panels

- Museum – Sheboygan didn't get density right, year-round venue, not just summer
    - o G.W. – ice rinks, empty parking is problem! St. Joe has a series of events sponsored by business
- Cyclists – beach park neighborhood, once you get past Waukegan – beautiful bike trail here it's unfriendly, dangerous, difficult bikers have $ & want to spend it! Think about visitors! Different ethnic backgrounds & economic backgrounds
- What is the match that started the forest fire? Partnership, private investment, public support
- Jamie O'meara – born in Grand Haven, St. Joseph has a bluff like Waukegan, encouraging to see as example, we have so many corporations & world headquarters – we need to partner, how do we communicate that the investment is worth it
- Waukegan does have historical museum, careful not detract business from downtown ; Tin City – Naples, FL
    - o Complementary development does not compete, 4 restaurants here, local & unique is draw, junk on highway is already competing
- Can you take out the highway? Some people live in WI & work here, move traffic to Sheridan (applause)
- Eric Carson – "projects that draw activity" MacCormack Blvd. with sculptures in Evanston – sand sculptures on dunes? positive activity
- Peggy Jones – huge op. to bring clean energy, happy to have public forum
- David Dialobus – transportation, need bus stop @ lakefront! trolley between downtown & waterfront, ferry stop? from Chicago, need more public green space, dog parks, sports arena & fields, amphitheater space, space for fairs/festivals
- Rail line – condos @ metro good, clean energy, coal plant 57 year old, won't be there much longer – what is their responsibility?
- Julie Donovan – habitat for humanity, took kids to ice cream, nowhere to get out on boat, ferry rides needed, contact water. Portland, ME had 20 year plan, they paid for duck boat & rode into harbor, more boats! Get people on the water!
- Seashore Dr. – 1.1 miles, options for bridge or chain ferry at dock to link to beach, boat clubs could be successful, blueway trails
- Used to walk down to dockside dogs, rode boats for $.10 to beach
- Chicago – dinner cruises; Waukegan to Kenosha
- Expressway does have rush hour traffic – not simple to reroute, Sheridan Road would be bottleneck
- Grew up here – no activity on beach for his family. Chicago had tons going on music festivals, bar, high energy! Welcoming to everyone
- If there's nothing going on – no one will come to beach or stay & spend money
- Music space could change & appeal to different groups
- David – remembers dead fish on beach. Avoid gentrification, h.s. students, keep them here-keep families, 55% Latino, love parties! Food trucks, long term – connect students to the land, condos are great but don't exclude people – rec. doesn't exclude mercury still here & coal plant. Think of people of all ages. Independence Grove – lots of activity, current plans could be seen as exclusive, Latinos love music & love to dance, portable, multi-purpose use, environmentally sustainable.
- San Francisco condos – certain % is affordable housing. y'all have so much vacant land here! (he's been in state for 15 years), also wants to avoid gentrification

- 487 jobs at Harbor Shores (direct & individual)
- Chris – owns a Victorian on Sheridan, doesn't want to close freeway, don't tear up Sheridan! How will you get more people into town without tearing up roads?
- Justice – working with park district, need more community outreach, failing infrastructure, need short term goals & long term to generate taxes! Need more accessible beach, food trucks can pay vendor fee.

Public Meeting #2
Belvidere Recreation Center
Tuesday, October 13, 2015

Approximately 60 people, comments were all given via notecards following a project overview presentation.

Big Idea/ Most Important	First Task	Other
*Long term: Year round water hotel park needed. *Long-term: close east lanes of Amstutz to allow biking loop to lakefront and make west lanes a 2-way by-pass road to channel vehicles from Sheridan.		*Create dog park at Akzo-Noble (sp) plant beach by harbor. *Create water channel loop from Larson Marine to beach for walkers, bikes, kayaks to link to north harbor. *Definitely need a bridge-over of some form to link harbor - beach for joggers, bikers, etc. *Need more 'play structures' at beach (large raft with slides, rope swings, diving board to make it fun) *enclose south beach area to confine rentals for rafts, paddle boats, kayaks
	Short-term: Very interested in a dog (beach related) park - when 1st here in mid-70s & through 90s - when our children grew up - we all spent summer days at the beach - my 3 boys & our dog! Now our dog is not allowed & we have to go to other communities Very SAD!! ☹ Lots of responsible Waukeganites would LOVE a place to take our dogs for water fun.	
1. low rise apts or townhomes like Kenosha's - no high-rises, not cookie-cutter look-alikes walking distance to Metra. 2. Bike path meandering near lake front. 3. Boat rental on Lake Michigan is NOT feasible. The lake is too unpredictable. 4. No matter what else, we need to protect the plover nesting areas...		
Build the park over the Amstutz and the tracks to link downtown and lakefront	By next spring: food trucks downtown & lakefront. A downtown/lakefront festival, boat rides, tour of big boat (we used to do that)	
Let the Park District run the swimming beach…then train lifeguards. Put lifeguards on the beach 7 days a week!		
In the Longer term: -the big park and bridge over the Amstutz and Metra with a new train station without the rail yards -high-end, attractive development on Sheridan	In the next year: -Activities: playground for all ages and abilities/disabilities, splash pad, rentals (bikes, boats of all kinds, pedal carts, bathrooms at beach, etc. and amenities (accessibility too)) -also events: we used to have a great antique flea market now and then, stuff for all ages and interests	
	Next spring: Clear plan for downtown connectivity towards the Lake. Summer: Implementation of plan	
Long-term: pedestrian connection to beach via south pier	By next summer: Better drawings of Sea Horse Drive so it doesn't flood every time we get a heavy rain.	

Big Idea/ Most Important	First Task	Other
		Activities: Bicycle 12.5%, walking 31.4%, running/Jogging 13.6%, swimming 13.6% Comparable Cities: Columbus, GA or Phoenix, AL (?) 6% restaurant/industry EPA Ind. Site (s?? f?? site) 567 acres - St. Joseph 120 acres - Waukegan 45-white; 19-A.A; 55-Latino/Hispanic pop. 89,000 44-white collar; 33-blue collar: only majority Latino community in Lake front
The #1 thing I'd do at Waukegan beach is make it a lot more family and children friendly		
I would like to see more retail and restaurant activity. When people come to visit we usually take them outside the city.		
Against more rental properties. Waukegan exceeds 50% rentals as it is. It is hard to keep nice clean street image when renters are not personally involved		
To attract cyclists from the city, we are on their tract! Cyclists friend restaurants with adequate parking. All for creating 50+ community		
		Bilse Patti going to Zurich & Lake Bluff -
*Bike path and general recreational connectivity *Density of mixed uses *entertainment *connect downtown to harbor		
Long-term: I want to see dining and nightclubs in the area by the beach. I would love to open a bar, and I would love for it to be on Waukegan's lakefront	Within the Next year: I would love to see a wooden boardwalk (i.e. walking path) along the beach and natural greenspace.	
Most promising idea - Doing this quickly rather than "studying" it forever!		
	Next spring: Siver Place fully up and moving - lunch-dinner M-F; Dinner - Sa; Brunch - Su: music venue several times a week	
Remove Amstutz - put street grid back in		

Big Idea/ Most Important	First Task	Other
Future: 1. A research & Education Institute by the beach? *It can serve the needs of the community and become a regional resource in water research *Waukegan used to be a water research center in the Midwest in early 20th * create opportunities for residents to engage with the environment & lake * make Waukegan a leading city in sustainable & green development and become a green hub * help and endorse Waukegan's unique natural resources * help area of recovery efforts 2. Mixed residential housing to meet the community needs *affordable * for growing, emerging population 3. Beach stands & shops near the beach	Next summer: *Raze former industrial & construction areas and clean them for development. *Public access work & boating systems	
As an AVID beachgoer and birder, I appreciate people's sensitivity about the dunes and their protection. But I also believe it's important to make the beach easily accessible to EVERYONE - people with physical disabilities, senior citizens, folks with strollers, etc. I think 1 or 2 boardwalks from the parking lot to the north beach area would encourage more people to venture to the beach and trek to the water. Waukegan has a lot of wonderful parks and I see them full of picnickers. It would be great to have waterfront parks/picnic areas that had shelters as well. ☺ Expanding the dune environment in the form of gardens that serve as beautification and a family destination I love!		It seems we run into trouble in this city when it comes to MAINTENANCE - paying for facility upkeep, trash removal - ugh!
Streetscapes downtown aesthetics -"staging" the street make it welcoming & warm so folks want to come there and then folks want to stay there.		
1. Remove the old EJ&E Railroad tracks 2. Plan for lakefront bike path		
	By spring 2016: trolley trains, port, people to beach. - suggested by Marty Golden	
Biggest Asset: Easy access to beach and water from Sheridan road/ Genesee street	Want by Spring 2016: Rehab of Carnegie Bldg; tear down Julian Towers	
	Immediate: Build on beach development	
Longer term Must(s): Washington Street (or other) green space/walkway joining downtown to lakefront	By next spring: either: 1. Amstutz shutdown & re-routed south of 132/Grand or (and) 2. easier pedestrian access to beach (some sort of moving pedway between government pier and beach or WYC/commercial dock & walkway across the water)	
Pedestrian Connection between Washington & Lakefront		

Public Meeting #3
City Hall Council Chambers
Tuesday, November 3, 2015
Approximately 100 people, comments were all given via notecards following a project overview presentation.

- Who will maintain beach activities (skate park, splash park); who covers insurance if a person gets hurt?
- Lake County Sherriff boat and coast guard need to be present if water craft rental is made available.
- Waukegan police need to be present as well
- Marina needs to allow more places for folks to fish-more DNR on site
- Marina needs to repair the slips in North Harbor – offer cost incentives to boaters
- Will need more DNR officers on site
- Have Genesee show movies – instead of Imax theatres
- We need to Phase out Coal Plant
- Similar impact as CVR..?. Refinery –
- Partnering with forest preserve and park district makes sense, any chances of partnering with state beach?
- Cross country ski trails
- How do you envision expanding learn to sail and intro to boating with the commercial harbor and lakers. It is really scary to have those little sail boats with young children sailing with the lakers – my kids have done it. They don't always feel safe.
- Eliminating Amstutz makes crossing Sheridan more dangerous for Pedestrians and Bicycles. Look for different ways to enhance pedestrian access – maybe cover the Amstutz & create green space with big dig, key. – Pedestrian and bicycle continuing
- Keep the Amstutz!
- Removing the Amstutz will cause a commuting nightmare for workers of Abbot labs and Navy base
- Repair washrooms and beach house food vending (need staff there unfortunately)
- Please give the St. Joe Comparisons a rest! Really tired of hearing about it –
- Restaurants & assisted-living facilities create low-paying jobs –
- The Ray Bradbury Waukegan Carnegie Library Inc…
- Is working to add this unique attraction to the array of strengths you want to develop during the realization of the lakefront plan. We are working closely with Ed Torrez, the City and others.
- BradburyCarnegie.org
- Sandra Petroshius, President, RBWCL, Inc. smpetroshius@gmail.com

Just for a short term –

- if the festivals were advertised on weekends when the metra has discounted fees – maybe people would come from other communities and see what we have to offer – shuttles would probably profit
- I very much agree with your recommendations and think that Waukegan can slowly transform into the next (or a mini) Milwaukee. In particular the bridge is an immediate need.
- I do think that we need to quickly engage the coal plant and secure more certainty around its sunset date in order to move forward with confidence.

- IMAX THEATER - want!
- Thank you for supporting efforts to convert coal plants to energy alternative.
- Including radio, particularly Spanish, considering the % population of Waukegan over 70% - Latino!
- For lakefront or near-lakefront land that is not attractive for development by private developers or public sector, use for solar power fields.
- Make sure the great development project ideas are implemented without adverse effects on environment such as air & lake pollution.
- Love the idea of getting Lake Co. Forest preserve involved to develop old Mansville site.
- The idea of telling developers what we want.
- Who will be our Whirlpool?
- Vote No IMAX
- maybe "movie night @ the beach band shelter"
- There is not enough open space in this plan for the general public. The areas are deceptively drawn when you see how much parking will take up.
- 1. Specific plan to sunset the coal plant
- 2. Solar panels in Brown Fields to superfund sites
- 3. NRG pays for remediation & development of clean site
- Need more enter-governmental cooperation instead of worrying about who gets credit – if we succeed we all win.
- How do we convince our corporate residents, many of whom call Waukegan national and international headquarters, to invest in our/their community, understanding it only helps them by attracting a higher level of employee pool?
- I am a daily train commuter, and I appreciate the Amstutz. I use it 7 days a week. I think it should stay.
- If I understood the plan, the Larsen boat yards which block the view to the lake will be removed. I fully support the move.
- I am cautiously optimistic and appreciate some of the practical steps that can be taken with little cost!
- Get Fountain working in harbor by the water treatment plant
- The coal plan is putting a lot of investment into the plant. I fully support getting rid of the plant, but I think we should start doing something now to stop their intense development.
- I will like to see NRG go away from Waukegan.
- Create clean jobs
- make NRG clean up the beach and all contaminated area (land)
- As a citizen of Waukegan, I don't want to pay for projects that the immigrant community doesn't fee welcome!
- Thank you for reading this words. Please put them in action.
- Greg: Gondala from downtown to beach – every week a graduation at Navy base will come just to ride it. This would be used more than a boat tender can ride year-long unlike a tender. Tourists always ride it, if the city offers it. Inexpensive to operate compared to shuttles (buses)
- Consider a retreat space and/or conference space
- consider including quiet spaces
- consider a 'spiritual' element. something about the lakefront development that invites not just recreation and entertainment, but 'wonder'

- Thanks for addressing the coal plant and Waukegan's lakefront future not meshing.
- With the closeness of Great Lakes we should have a ship permanently docked at Waukegan. We almost had one a few years ago but lost the chance.
- Boat cruise or ferry to and from Chicago/Milwaukee historically based or just people movers. There are a lot of shipwrecks off the coast of Waukegan.
- WOW! "Wonders Of Waukegan" or "Waukegan's Own Wonderland"
- Build it and they will come?
- What is the goal? Recreation & leisure for residents? A destination for visitors for economic growth for city? Compete with State Park and Theme Park! How to be financed?
- Food trucks are not as sanitary as restaurants which have an interest in a permanent investment.
- Work to make the city better (econ) to create income & taxes to help pay for waterfront.
- Must improve the entire image of this city. Great water front is not reasonable for a bad city. Chicago has great lakefront (historically) due to corrupt politics. (also due to Marshall Field)
- Good Luck! I am not a resident.
- How about a Lakefront Tour (Lakers or Paddleboats?) from south Chicago to Downtown Chicago to other marinas to Waukegan to Kenosha to others north?
- Moving sidewalks from parking garages in downtown Waukegan to a floating bridge to the beach fronts?
- What is on the NORTH end of the plan? NRG Power Plant? Is there a way of hiding it?
- What is on the SOUTH end of the plan? Water Street? or further south? AKZO NOBEL plant?
- How far WEST is the plan? County Road?
- Does College of Lake County have involvement?
- So at what point do you want to eliminate the traffic from the Amstutz? From 120 Belvidere (120) thru downtown? That's going to anger a whole lot of folks especially commuters going to work having to get off an express way where the speed limit is 50 going thru a downtown area where the speed limit is 25 and there are stop signs and stop lights …REALLY? Not a Good Plan. Instead we need to develop a downtown area that draws people and that they actually want to drive to or come to, not because they are forced to drive thru during peak times. People like and want choices/options.
- Before we can move forward with developing the lakefront the coal plant must be addressed – we need to stop allowing NRG to pollute the air and water and transition the plant to clean energy, transition the workers and address the tax base for the city.
- 1979-80 the city ran a pontoon boat from Harbor to Beach. I bought it and managed it.
- Aside from the lakefront are there orgs working to organize neighborhoods so that they are ready to be involved as development progresses?
- My name is Yridia Carbajal, and I'm a resident of the 1st Ward
- Thank you for having these open meetings, I have enjoyed participating in the planning process. At the last meeting, you mentioned the importance of engaging the Latino community in this process, as lakefront development will succeed or fail based on the interest of our majority Latino community Well, I'm here to say that we do not want to live, work, and play next to an old and dirty coal plant and that message was sent loud and clear this weekend when more than 150 community members participated in a Dia de los Muertos march and vigil for environmental justice out in front of the coal plant.

Too many of our children have asthma, too many of our friends have respiratory issues, and we are interested in a clean and healthy place for our families. For new development to succeed, we need to know that NRG will stop burning coal in the near future, and that they will be responsible for the clean-up of the site and not leave it to us and our children. We need you and we need the City of Waukegan to bring everyone to the table to start planning for the future. When we have certainty about the future, then I will be excited for our future together. Thank you

- 1. I like the idea of a Waukegan harbor scenic web cam – real time video…not still photos updated every few seconds
- 2. I believe it could be on top of the Carnegie Library (the Carnegie Library Webcam) or the roof of the condos across from there at Washington and Sheridan is a perfect location. Those locations are too far to intrude on anyone's privacy because you won't see details at that distance but you have a beautiful wide open shot of the harbor and the sky and lake Michigan and that would be a pretty unique and awesome thing to have here.
- 3. I believe it would generate a lot of hits from former residents wanted to see their old home town, to boaters, fishermen, sunrise watchers, folks who are thinking of visiting Waukegan, folks who want to see lake Michigan from that awesome view, weathermen showing the areas weather and sky views because they often cut to local scenic cameras that show sky, when talking about the weather, folks who want to see the progress of the harbor development plan as it moves along.
- 4. Not sure how it can generate income. Possibly by how many views and hits it receives each month like youtube pays or from local businesses buying ad space and putting up coupons and ads on the same page as the webcam or maybe it just generates good looking free publicity for our town area and harbor.
- 5. Earthcam.com has a live video with sound even, of lake Michigan from Grand Haven, it shows lighthouse and pier and water and air and there is a link to click to get to the larger view of the Grand Haven webcam of Lake Michigan right there in first sentence and there you see ads of their local businesses and events, water conditions and weather.

8.6 COUNCIL RESOLUTION OF ADOPTION

Equal opportunity to participate in programs of the Illinois Department of Natural Resources (IDNR) and those funded by the U.S. EPA and other agencies is available to all individuals regardless of race, sex, national origin, disability, age, religion or other non-merit factors. If you believe you have been discriminated against, contact the funding source's civil rights office and/or Equal Employment Opportunity Officer, IDNR, One Natural Resources Way, Springfield, 62702-1271; (217) 785-0067;TTY (217) 782-9175. Information may be provided in an alternative format if required. Contact the IDNR Clearinghouse at (217) 782-7498 for assistance.

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