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City of Waukegan

LAKEFRONT
Active Implementation Plan

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  5th Ward - Edith Newsome
  6th Ward - Larry TenPas
  7th Ward - Lisa May
  8th Ward - Bill Valko
  9th Ward - Ann Taylor

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  Michael Scholle
Waterfront Working Group

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  Jorge Torres, Board Member
  Randy Rogers, Executive Director
  Jamie O’Meara, Director of Operations
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 Chamber of Commerce
  Ron Oesterlein, Executive Director
Waukegan Main Street
  Jamie O’Meara, President
Waukegan Public Schools
  Michael Rodriguez, President of the Board
Citizen’s Advisory Group
  Susie Schreiber
Greater Waukegan Development Coalition
Lake County Administration

LaFarge North America
AkzoNobel Aerospace Coatings
Norstates Bank
National Gypsum Company
Ampsky & Associates, LLC
Deigan & Associates, LLC
Larsen Marine
## INTRODUCTION

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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 expanded public marina, and abundant natural spaces, yet the city is still working to overcome negative perceptions based on industrial practices of the late 20th and early 21st centuries. In 2015, after many years of effort, much of the industrial contamination once present in Waukegan has been contained, removed, and remediated.

In 2002, with site clean-up well underway and a majority 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 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 coal-fired 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
- Entitlements/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.
INTRODUCTION
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. Barriers 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.
1.1 THE WAUKEGAN LAKESHORE 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 March, April and May 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

City of Waukegan Lakefront Active Implementation Plan | December 2015
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 mixed-use development on the waterfront, in particular 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 the majority of the 2003 Plan is yet to be realized, key projects 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. Planned improvements to Siver Park
1.4 LAKEFRONT TIMELINE

1998
• Active phase of groundwater cleanup at Manufactured Gas and Coke Plant site complete

2001
• Soil cleanup begins at Manufactured Gas & Coke Plant site
• City builds parking garage with retail space at Clayton and County Streets

2002
• JM clean up begins under an EPA funded removal action
• OMC ceases operations
• JM manufacturing buildings demolished

2003
• 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
• 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

2004
• Soil cleanup begins at Manufactured Gas & Coke Plant site
• City begins downtown streetscape improvements
• Master Plan wins The Congress for the New Urbanism

2005
• 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

2006
• City budget cuts lead to departure of Downtown and Lakefront Redevelopment Director

2007
• City builds parking garage with retail space at Clayton and County Streets

2008
• City issued RFP for 100 N. Sheridan Road site
• City builds parking garage with retail space at Clayton and County Streets

2009
• City moves OMC east of railroad tracks
• City undertakes engineering effort with Gewalt Hamilton for lakefront infrastructure

2010
• City budget cuts lead to departure of Downtown and Lakefront Redevelopment Director

2011
• OMC clean up begins
• Active phase of groundwater cleanup at Manufactured Gas and Coke Plant site begins

2012
• City engages Desman Associates to develop conceptual plans for a parking structure as part of an intermodal transportation facility, in cooperation with Gewalt Hamilton

2013
• Environmental dredging of harbor complete

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

2015
• City, Park District, and Port District partner with Edgewater Resources to develop Active Implementation Plan
• City issues RFP for Park District site

2016
• City participates as Program Partner in Burnham Plan Centennial

2017
• City begins downtown streetscape improvements
• City engages Desman Associates to conduct parking study for downtown Waukegan

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 6 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.

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.

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!

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

LEGEND

Public Facilities
1. North Beach
2. South Beach
3. Beach Parking
4. Beach House
5. Stiner Pavilion
6. Government Pier
7. Waukegan Yacht Club
8. Waukegan Harbor Marina

Municipal/Industrial Uses
9. Former OMC Site (Now City-Owned)
10. Water Filtration Plant
11. Larsen Marine
12. National Gypsum
13. St. Mary’s Cement
14. Lafarge
15. Akzo Nobel
16. NRG
17. North Shore Water Reclamation District
18. South Lakefront Area
19. Industrial Rail Lines

Sites of Interest
20. Metra Rail Station
21. City Hall
22. Genesee Theatre
23. Carnegie Library
24. Waukegan Public Library

Connections
25. Metra Rail Line
26. Existing multi-use trail

DRAFT

SITE INVENTORY/ANALYSIS

2015 City of Waukegan
Lakefront Active Implementation Plan
December 2015
SITE INVENTORY/ANALYSIS

3.3 PROPERTY OWNERSHIP

LEGEND
- City of Waukegan
- Waukegan Port District
- Federal Property
- Union Pacific Railroad Co.
- Akzo Nobel Aerospace Coatings
- E.J. & E. West C.

A. L. Hansen Manufacturing Co.
Larsen Storage, LLC
Larsen Marine Services, Inc.
National Gypsum, Co. (CN owned)
St. Mary's Cement
Var Lordahl
Night Owl Holdings
Clayton 6, LLC
Clayton 3, LLC
Northern Marine Services
Bette M. Beckwith

Lake Michigan

1,000 feet

PRIMARY STUDY AREA

City of Waukegan Lakefront Active Implementation Plan | December 2015 | 25
3.4 CURRENT ZONING

LEGEND
- Conservation/Recreation
- R6 General Residence (min. 6k sf)
- R8 General Residence (min. 6k sf)
- Marine-Commercial Recreation
- General Industrial

SITE INVENTORY/ANALYSIS

DRAFT
3.5 EXISTING TIF DISTRICTS

LEGEND
- North Lakefront
- Downtown
- South Lakefront

SITE INVENTORY/ANALYSIS

1,000 feet

PRIMARY STUDY AREA

Lake Michigan

City of Waukegan Lakefront Active Implementation Plan
December 2015
27
3.6 AVERAGE TRAFFIC COUNTS AND PARKING

LEGEND

- 15,000 - 19,999
- 10,000 - 14,999
- 5,000 - 9,999
- 1,000 - 4,999
- 0 - 999

For reference: I-94 at Belvidere has a count of 115,000 vehicles/day.

Approximate Number of Public Parking Spaces Available:
1. North beach parking: 300
2. South beach parking: 300
3. Yacht club: 50
4. Metra station: 550
5. Marina: 500

For reference: I-94 at Belvidere has a count of 115,000 vehicles/day.
3.7 SITE CHALLENGES

SITE INVENTORY/ANALYSIS

DRAFT
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.

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
3.8

SITE INVENTORY/ANALYSIS

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

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 Americans 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 need for the return of 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 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.
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**: elements 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
- Northern Development Site

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
  - Multi-purpose Play Fields for Soccer
- 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

6.4 PROGRAMMATIC ELEMENTS

Short-Term:
- Actively Program the Lakefront to Attract People
  - “Discover Your Beach” Days
  - Discover Boating Program
  - Expand Bandshell Programming
  - “Ship Watch” Events When Lakers Arrive
- Host More Festivals on the Lakefront
  - Festival del Mole y Pozole
  - Sci-fi Events, Ray Bradbury Related Events

Mid-Term:
- Support More Interactive Boating Opportunities
  - On the Beach Kayak and Paddleboard Rentals
  - On the Beach Storage of Low-Cost Small Craft
  - (Sea Kayaks and Sailboats)
  - Water Taxis
  - Boat Rentals (Power and Sail)
  - Dinner Cruise Boats
  - Explore Great Lakes Cruise Vessels
- Expand Shuttles From Beach to Downtown
- Expand Winter Programming
  - Ice Festivals
  - Ice Carving Competitions
  - Outdoor Holiday Markets
  - Portable Ice Skating Rinks
6.5 DEVELOPMENT
Short and Long Term:
- Recognize and remain true to the spirit and intent of the 2003 Master Plan, but consider more flexibility in terms of absolute specifics related to density, block sizes, building heights, etc. (Note: 25% variance currently allowed in Overlay District)
- 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 Form Based 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
- 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
- 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
  - Transfer and Partner in Continued Restoration of Lands South 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
CONCLUSIONS & FUNDING STRATEGIES

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.

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 which 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 a City-wide referendum on bond funding for lakefront improvements
- User fees and charges 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 operate 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.
7.0 CONCLUSIONS & FUNDING STRATEGIES

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.
7.0 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 projects. 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.

The vision outlined in the 2003 Master Plan for this area includes a mix of uses, and we agree with the spirit and intent of the Master Plan for this area. However, the level of specificity in development requirements outlined in the design guidelines may be discouraging to some developers who may mistakenly believe the City will not be flexible in the implementation of the vision. Rather than asking the developer to come to the City with proposed variances, we recommend a more proactive approach through the creation of a Form Based Code for this particular district created through a community design process. As opposed to traditional zoning, Form Based Codes outline what uses and development types are desired, as well as a three dimensional envelope within which development can occur. It can also include requirements related to the quality of building materials and specific building placement, but still allow for sufficient flexibility. The primary benefit to the developer is that if they propose a project that fits within the Form Based Code, they are automatically entitled to build the project without further zoning review that is costly and time consuming. When the Form Based Code is prepared through a community process, the City can move ahead confidently knowing that there is broad community support for the development.

Once the Form Based Code is in place, the City can actively market the project to the development community. We believe the best approach to this process would be to engage a professional real estate marketing consultant to actively reach out to the specific developers with expertise in the specific project type proposed. Once the best developers are identified, we recommend establishing a public private partnership with the developer to help fund and finance the most critical physical improvements needed to activate the lakefront and create the value that will support the ultimate success of both the private development and public spaces.

As part of the public private partnership, we recommend that the City consider deferring compensation for the land until the project is developed. Rather than require an upfront payment for the land, the City would hold the land until purchase by a private buyer and collect a set percentage of the land sale. This approach achieves two major goals: first, the developer does not have to carry the land costs, which is a huge incentive; and second, the City will ultimately achieve a much higher sale price for the land generating more revenue for additional lakefront improvements than if they required an upfront purchase.

Another key funding source to make these projects possible would be through the utilization of existing Tax Increment Financing (TIF) Districts for key infrastructure, such as roads, parking, utilities, and similar improvements. As the current taxable value of the lakefront sites are much lower than they will be once a development is completed, the future taxable values will create a significant “increment” over the current values. A portion of this
increment will be used to fund the improvements that helped create the new taxable value, repaying the investment in the infrastructure at no cost to the City. The City should also actively partner with the developer in seeking all grant opportunities such as economic development grants and other programs intended to encourage job creation.

**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. With broad community support, a community referendum supporting bond funding for key projects may be possible.

**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.

**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.
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.
In cooperation with the Waukegan Park District and the Waukegan Port District, this Plan is made possible through a grant by the Illinois Department of Natural Resources and its Great Lakes Restoration Initiative and Illinois Coastal Management Program.