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CITY OF ZION
COMPREHENSIVE PLAN UPDATE
December 1, 2015

Prepared by Teska Associates, Inc.
in association with
Ch2M, Conservation Design Forum, IFF, Real Estate Planning Group

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EXECUTIVE SUMMARY

The purpose of Zion's Comprehensive Plan is to position Zion to capitalize on the trends that are changing the way we live, work, entertain and do business. Building on the results of previous planning efforts, the Plan communicates a cohesive community image and long-term economic development strategy. The Comprehensive Plan is the City's official policy document guiding future growth, development and redevelopment, and improvements to existing neighborhoods and community services. The Plan includes recommendations for specific subareas of the City in order to provide more detailed guidance on future development opportunities. It provides a strategy and action plan to guide public investments so that such investment will provide the greatest benefit to the City. It is by definition long-range in scope, envisioning a 20-year period.

This project was supported through CMAP's Local Technical Assistance (LTA) program, which is funded by the Federal Highway Administration (FHWA), U.S. Department of Housing and Urban Development (HUD), Illinois Department of Transportation (IDOT), Illinois Department of Natural Resources (IDNR), and the Chicago Community Trust. The City of Zion and CMAP would like to thank these funders for their support for this project.

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The Planning Process

TIMELINE

May 2014 — Project Initiation & Kick-Off Workshop

June 2014 — Stakeholder Focus Groups

September 2014 — Community Assessment Report

October 2014 — EnVision Zion Public Workshop

October 2014 — Framework Plan

November 2014 — Specific Area Plan Elements Design Charrette

March 2015 — City-Wide Plan Elements

June 2015 — Public Open House / Public Hearing

Decmeber 2015 — Final Plan Adoption

Development of this Comprehensive Plan involved participation from Zion residents, City Staff, elected officials, business owners, and the Chicago Metropolitan Agency for Planning (CMAP). For approximately a year the consulting team worked closely with participants to identify issues and chart a clear path to achieve the Zion's vision.

Steering Committee

A Comprehensive Plan steering committee was formed at the onset of the project. This committee was a collection of City Staff, Commissioners, and representatives from the Park District, IBSP, CTCA, schools and local businesses, and other stakeholders. The purpose of this committee was to get those with a vested interest in the community to discuss the progression of the plan and to offer suggestions to the consulting team.

Public Outreach

To ensure that the plan addressed key community concerns, the planning process included substantial public participation. The components of this outreach included:

Stakeholder & Focus Group Interviews

People with knowledge of the City's current issues and opportunities and how growth would affect the community were interviewed during the process. These interviews gave insight to the most pressing issues for the community including economic, health care, housing issues and the future of the ZNPP.

Community Survey

A community survey was made available to all residents within Zion through the project website and in hard copy formats. The questions on the survey asked citizens what they liked about the City and what needs to be improved and included basic demographic data. A brief description is provided in this section, and a summary report is located in the Appendix of this document.

EnVision Zion Public Workshop

A community workshop was held to allow residents to express their opinions about the City and the plan. These workshops included presentations on the planning process as well as interactive mapping exercises and visual image preference surveys (see Chapter 1). Residents were also invited to provide comments and ideas at a booth during Nostalgia Days.

Project Website

A project website (plan4Zion.com) was created to keep the community informed during the planning process. The website contained documents from meetings and a schedule of important events and presentations. The website also allowed residents to provide input without having to attend meetings and provided the consultants and City with valuable insight into which issues were important to the community.

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Organization of the Plan

Below is a summary of content to be found in each chapter. Each chapter of the plan documents current conditions, articulates opportunities and goals for the present and future, and recommends actions that Zion can begin to take now in order to achieve these goals. Additional information specific to each chapter can be found below.

CHAPTER 1 Community Assessment

The process of updating Zion's Comprehensive Plan involved community input. Several phases of work were undertaken over the last year and this chapter discusses the information gathered and analyzed during this process and the key findings which resulted. These key findings are critical to Plan recommendations.

CHAPTER 2 Policy Formation

This chapter explains the importance of the framework plan in setting the tone for all planning activities. The framework plan illustrates the basic planning and big-picture development principles. The Community Vision Statement is an overall ideal of the community's future that sets the tone the type of community the City aspires to be in the future, providing guidance to planning efforts and creating a definitive aspiration toward which the community's goals are collectively aimed.

CHAPTER 3 Economic Development

The Plan focuses on expanding opportunities for economic development. Zion has relatively high tax rates and low tax capacity. The Plan encourages strengthening Zion's retail offerings to increase the tax base and improve the quality of life for residents and employees. Retail is only one of a number of components which will contribute to economic diversity. The Plan discusses how the expansion of CTCA has the potential to generate increased revenue for the City both through increased tax dollars and by providing increased patronage of the surrounding shops, restaurants, hotels and by creating additional need. It discusses the unique opportunity associated with decommissioning of the ZNPP (scheduled for completion in 2020) to promote economic development by providing the ideal environment for an eco-tourist and research destination. The Plan discusses in depth how development of this natural resource in conjunction with CTCA or other health and wellness concerns should become the primary focus of Zion as a center for wellness and healing, reconnecting the current plan for Zion with the original intent of the City's founding father.

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CHAPTER 4 Community Facilities & Services

The Plan emphasizes the importance of ensuring that community facilities and services are adequate to support business growth and to meet the needs of an increased population. The Plan suggests that work should focus on the expansion/modernization of the infrastructure that currently exists. These improvements, critical to business growth, must happen in advance of development to ensure that Zion remains competitive and is positioned to attract desired business development. Upgrades to emergency services are necessary to meet the needs of projected growth. The Plan encourages coordination between different governmental departments as a way to extend the limited finances available with the result that the physical and organizational interconnection of services will allow Zion's facilities and services to function more efficiently. The Plan discusses the possibilities afforded to Zion by the decommissioning of the ZNPP and the reconnection of the northern and southern portions of the lakefront.

CHAPTER 5 Housing & Community Development Services

The Plan addresses the changes to housing conditions since the last Plan, many of which are the result of the recent recession, and needs of a growing population. The population will continue to increase. The Plan stresses the very real need for affordable housing of varying types, allowing residents who chose not to or cannot afford single family homes to remain in the community. The Plan discusses the ramifications of the recent recession on existing housing stock and discusses strategies that could mitigate further deterioration including more stringent property maintenance and safety standards, and measures to enforce landlord accountability. The Plan states the benefit of additional or expanded health and wellness facilities that would satisfy the existing need for higher level urgent or emergency care and other health services not currently available within the community. The Plan calls for increased coordination between existing agencies, suppliers and even retailers (who now provide a number of basic yet essential health services) in order to explore opportunities and to make efficient use of available resources.

CHAPTER 6 Parks, Open Spaces & Natural Resources

Parks and natural areas were recognized as essential elements in Dowie's original design for Zion. Access to nature was seen as integral to a healthy living environment. The updated Plan reinforces Dowie's beliefs and calls for the preservation of existing natural resources and encourages better integration and increased linkages between existing parks and open spaces. Additionally, the Plan calls for an increased awareness of the lakefront ecosystem that has been determined to be one of the most unique on earth. The decommissioning of ZNPP provides an opportunity to reintegrate a significant portion of the site, allowing for new and virtually uninterrupted access to the dunes and the lakefront as well as providing the opportunity for necessary north-south and east-west penetration. The Plan describes how increased access, awareness and appreciation of the natural resources in Zion would benefit the community. The Plan emphasizes the importance of protecting the remaining ecosystem. The Plan also shows that as well as providing ample opportunities for recreation, this natural resource can and should become the key element for research and education-based development, and also for development based on the principles eco and health/medical tourism.

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CHAPTER 7 Land Use & Transportation

The Plan addresses the interconnection of land use and transportation providing guiding principles that will enable future development that is balanced, sustainable and reinforces both historic and existing land use patterns. The Plan encourages increased flexibility in planning for future land use by promoting more mix of uses, expansion of needed housing, and focusing on key retail opportunities. The Plan emphasizes the importance of inter-connectivity between different areas within Zion – many of which are currently underserved – as well as between different transport modes. This additional flexibility will encourage those land uses that can take advantage of the existing transportation network.

CHAPTER 8 Specific Area Plans

This chapter discusses strategies for the 3 areas in Zion which have the most development potential. Downtown Zion, the Lakefront & Metra area and the Route 173 Corridor are the three areas that are analyzed in depth, and detailed concepts, plans and strategies are given for their revitalization. The areas are all very different, and each has its own role in the betterment of Zion as a healthy and desirable place to live and work.

CHAPTER 9 Implementation

This chapter contains the Implementation action plan which defines activities that can and should be carried out in order to implement the Plan. Implementation actions for each plan element are listed with a ideal time frame, identification of organizations and agencies which could be involved as partners in each activity, and possible funding sources.

APPENDIX A Design Guidelines

Based on feedback from the Visual Preference Survey conducted in a public workshop, this chapter includes Urban Design Guidelines that are generalized consensus statements based on the desirability of certain physical attributes and grouped according to urban design categories. This section of the report has been developed to be used as a starting point for a more detailed set of design guidelines that cover all areas of development, and will be a resource to which the City can refer when evaluating new development proposals.

APPENDIX B Community Assessment Report

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Principal Planning Themes

The principal planning themes of the Comprehensive Plan came to the fore through public inquiry and through consultant analysis of Zion, its unique history, location and assets.

THEME 1 Downtown & Medical-Civic Center District

Zion's Downtown business district and other commercial areas serve as the focal point for day-to-day community life, providing small-scale, mixed-use, neighborhood-oriented businesses and services.

Although not a retail destination node, the intersection of Shiloh Boulevard and Sheridan Road is the symbolic center of Zion's historic Downtown commercial district. To strengthen the Downtown area consideration should be given to establishing uses that will bring the traffic that enters Illinois Beach State Park (IBSP) at Wadsworth Road further north to Shiloh Blvd. Concepts to explore further include working with IDNR to build an additional access point to the lakefront and the IBSP by extending Shiloh Blvd to the lakefront as originally conceived in the City's founding plan; and developing a multi-purpose activity and learning center at Sheridan Road and Shiloh Blvd. Shifting traffic further into Zion would help the retail along Sheridan Road and create more demand for restaurants in the Downtown area, and would benefit patients of the Cancer Treatment Centers of America by providing more entertainment options. Other concepts include expanding the CTCA campus and Zion municipal center with existing nonprofit businesses and hotels to create a strong medical/civic center to support the Downtown.

THEME 2 Mixed Use Corridors

Historically, commercial corridors served as the opportunity for a large assortment of commercial enterprises generally consisting of auto-oriented businesses, such as Sheridan Road and Route 173 (17th Street). However, the future of such corridors cannot be determined without understanding the impact of the significant economic changes resulting from the 'Great Recession' of the last six years. These changes have resulted in dramatic changes to retailing in this new economy. The generally accepted finding is that many communities are 'over-retailed,' meaning that our capacity to continue to buy goods cannot continue to support the supply of retail space. From a local perspective, and based on anecdotal evidence from a survey of properties in Zion, over-retailing can be seen in outmoded centers, centers with excessive parking lots that are underutilized, vacancies, and the replacement of retail stores with service businesses or educational facilities. Regional studies reveal that non-retail uses can have similar long-term positive revenue impacts as do marginal retail centers. As such, the Framework Plan recommends a mix of uses for the areas along commercial corridors to provide a broader range of uses. Economic development is only one component of community development, and thus a more flexible economic development strategy should be considered. Economic development no longer should be solely based on the performance of commercial uses and sales tax, but must consider the impact of other non-traditional uses to maximize revenue and employment potential.

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THEME 3 Transit Oriented Development (TOD) Opportunity

The area near the Metra commuter train station provides a unique opportunity to develop a mixed-use district that will benefit from proximity to the train, access to regional jobs, and its location next to Illinois State Beach Park (IBSP). While not likely to be a significant commercial center, this TOD could focus on offering both a unique conservation-oriented neighborhood for short-term or year-round living and tourism emphasizing wellness and healthy living, integrating open space (as an extension of the IBSP) and sustainable best practices. Typically, TODs are built around the principle of walkability, so that most development is within a 10-minute walk or 1/2 mile from the train station.

THEME 4 Commercial Nodes and Employment Centers

Business districts of various types and sizes provide residents of Zion's planning area with a wide range of services and retail goods. Each commercial center relies on access to arterial roadways usually located at the intersection of two major roads. Primary regional centers, such as the Walmart center and the Zion Shopping Center at Wadsworth and Sheridan Road serve a larger region and require locations on major arterial roadways that are linked to interstate highway systems. As the City considers opportunities to expand its tax base, properties that have accessibility to major roads will have greater potential for development.

Most of Zion's future non-retail employment centers are concentrated in two areas east of Lewis Avenue. Proximity to freight railway lines, such as the UP west railway on Zion's west border, provide unique advantages for growth of industrial businesses, particularly for warehouse and distribution uses. These areas provide the most significant opportunities for expansion of the City's industrial and employment base. The City has made significant investments in the Trumpet Business Park, east of Green Bay Road, to promote industrial manufacturing and warehousing/distribution facilities. Preservation of these areas from encroachment of incompatible uses is important to maintaining Zion's employment base expansion. Other older, existing industrial areas near the Lakefront along the UP North commuter railway line should be considered for relocation and transition to other uses that will have a greater benefit from proximity to the Lakefront.

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THEME 5 Zion Lakefront Redevelopment Opportunity

Reclamation of the Zion Nuclear Power Plant (ZNPP) site offers another unique opportunity for Zion. At the terminus of Shiloh Boulevard, the City park offers Zion's sole access to the Lakefront. While residential reuse will not likely be possible after decommissioning, and the market potential for commercial uses will be limited given the proximity to the remaining dry fuel storage facility and electric switch yard, the Framework Plan advocates taking advantage of this area's unique location and significant natural features by transforming it into a recreational and tourism activity node, while reclaiming the power plant site for dune restoration and reconnecting the open space system along the lakefront. This could include expanding the City Park and public use of the waterfront property by reintroducing a multi-purpose educational/recreational facility. Potential uses include an energy and history museum, an ecology learning center and conference facility for the State Park and Great Lakes, recreational facilities for the Park District, and a center for sustainable living to teach about healthy living, best management practices and solid waste management and recycling.

THEME 6 Neighborhood Conservation

A sustained, grass-roots neighborhood revitalization effort for the older, historic neighborhoods of Zion would provide the needed structure to actively engage residents in addressing issues in each neighborhood, such as property maintenance, sidewalks, abandoned buildings, parks, and beautification projects to issues of public safety, accessibility to health food options, job training, leadership development, recreation, childcare and social services. A neighborhood conservation program that includes quality-of-life improvements would help to improve and enhance Zion's neighborhoods. By coming together to discuss and share ideas to enhance the quality-of-life in their neighborhoods, residents could work with the City to fund a variety of programs, improvements and initiatives that will contribute to the safety, value, comfort and enjoyment of the community. This program would empower citizens to identify projects and create plans in their own neighborhoods.

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THEME 7 Greenway Corridors

Strong connections are vital for maintaining strong neighborhoods and business districts that unify the entire community while preserving wildlife, plant habitats, and ecosystem functions. Connections take the form of streets, paths and environmental corridors. Zion is well located within close proximity to major local and regional open spaces and trails that provide connectivity within the City and to the region. The Planning Framework Plan map (Exhibit 2.1) identifies existing primary green corridors and opportunities for additional connectivity that should be protected and expanded in coordination with adjacent communities and Lake County. Principal among these are current efforts to preserve and enhance the quality of the Kellogg Creek and Dead River corridors, exploring regional bikeway connections to the Des Plaines River Trail, and better connections within Zion to the Robert McClory Trail, Metra station and Lakefront. Other connections are suggested to link all major open spaces and public institutional facilities to create a complete interconnected network of trails, minimize the need for trips by automobile.

THEME 8 Housing and Community Services

Vibrant neighborhoods are essential to the overall health of the City. Zion's neighborhoods contains strong and diverse resources such as parks, schools and churches that contribute to the unique character of the community. However, a diverse but aging housing stock, foreclosures, federally subsidized housing units, and lack of adequate, accessible health services and healthy food options are issues to be addressed to ensure neighborhoods stay strong. As the needs and issues of the community have changed of the last 20 years, the City must find ways to best serve its residents and support community development that enhances the quality of life for both residents and the local workforce. Ideas that have emerged through the planning process to address these issues include crating housing that is more affordable for Zion residents, particularly seniors. Zion residents also face health care challenges due to the limited number of options for both preventative and advance care and surgical services, and limited accessibility to healthy food options in certain parts of the City for many lower income residents without access to a car of public transportation.

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In Chapter 2 – Policy Formation, the Plan discusses the foundational elements of the comprehensive plan. The establishment of the Framework Plan, and the eight major themes or guiding community principles, is essential to the development of a workable plan. The comprehensive plan is frequently used as a reference document for the employees, commissioners, and members of the general public. Information relating to the community development themes for Zion (of which this plan proposes 8) is included in various places throughout the document. To help ensure that information is immediately available, we have included the the matrix below to easily navigate this Plan.

	THEME 1	THEME 2	THEME 3	THEME 4
CHAPTER NUMBER	Downtown & Medical-Civic Center District	Mixed Use Corridors	Transit Oriented (TOD) Opportunity	Commercial Nodes & Employment Centers
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CHAPTER 6 PARKS, OPEN SPACES & NATURAL RESOURCES				
CHAPTER 7 LAND USE & TRANSPORTATION	Page 89 Page 102	Page 90	Page 107	Page 90 Page 100
CHAPTER 8 SPECIFIC AREA PLANS	Page 121 Page 125	Page 140-160	Page 135	Page 140-141 Page 143-144
CHAPTER 9 IMPLEMENTATION				

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THEME 5	THEME 6	THEME 7	THEME 8	
Zion Lakefront Redevelopment Opportunity	Neighborhood Conservation	Greenway Corridors	Housing and Community Services	CHAPTER NUMBER
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				CHAPTER 9 IMPLEMENTATION

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CHAPTER 1

Introduction
Zion Yesterday & Today

Zion has a rich history and tradition of planning, one that began with the notion that the benefits of a well-planned City would provide a high quality-of-life. Zion has unique and special locational advantages, principal among them is its lakefront address with a combination of six miles of preserved beach access; a world class dunes habitat; a historic settlement community with a rich cultural heritage built on traditional city planning principles; extensive open space and recognition as a tourism/recreation destination. As a result, Zion is a dynamic City which manages to maintain a small town charm.

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Why Plan?

> *By planning together, a vision of the community's future emerges, based on a process by which the citizens of Zion identify and pursue common goals.*

There is a recurring recognition in judicial decisions that land use regulations must link to and implement well-considered goals and objectives for the future development and growth of a community. The process of considering future use and development and the provision of public services in a community is referred to as comprehensive planning in Illinois State Statutes. Without it, there can be no rational allocation of land uses and resources, and local government would have no guidance for the growth and development of the community. Similarly, residents and landowners in the community would have no assurance that ad hoc decisions with respect to their land, or their neighbor's land, would not materially alter the character of an area and impair the value and use of land. Thus, land use decisions should follow a rational and deliberate consideration of the goals and objectives of the community.

What is a comprehensive plan?

State statutes distinguish a comprehensive plan from a community's regulatory controls (for example: zoning and subdivision ordinances) by stipulating that it is "an advisory document reflecting the policy of the community toward its long range development and by itself cannot be construed to regulate or control the use of private property, except as such part may be implemented by ordinances enacted by the community." Therefore the comprehensive plan is a policy document—an expression of Zion's desires, aspirations, and goals and should be used with the City's zoning and subdivision and other land development ordinances to direct future development of Zion.

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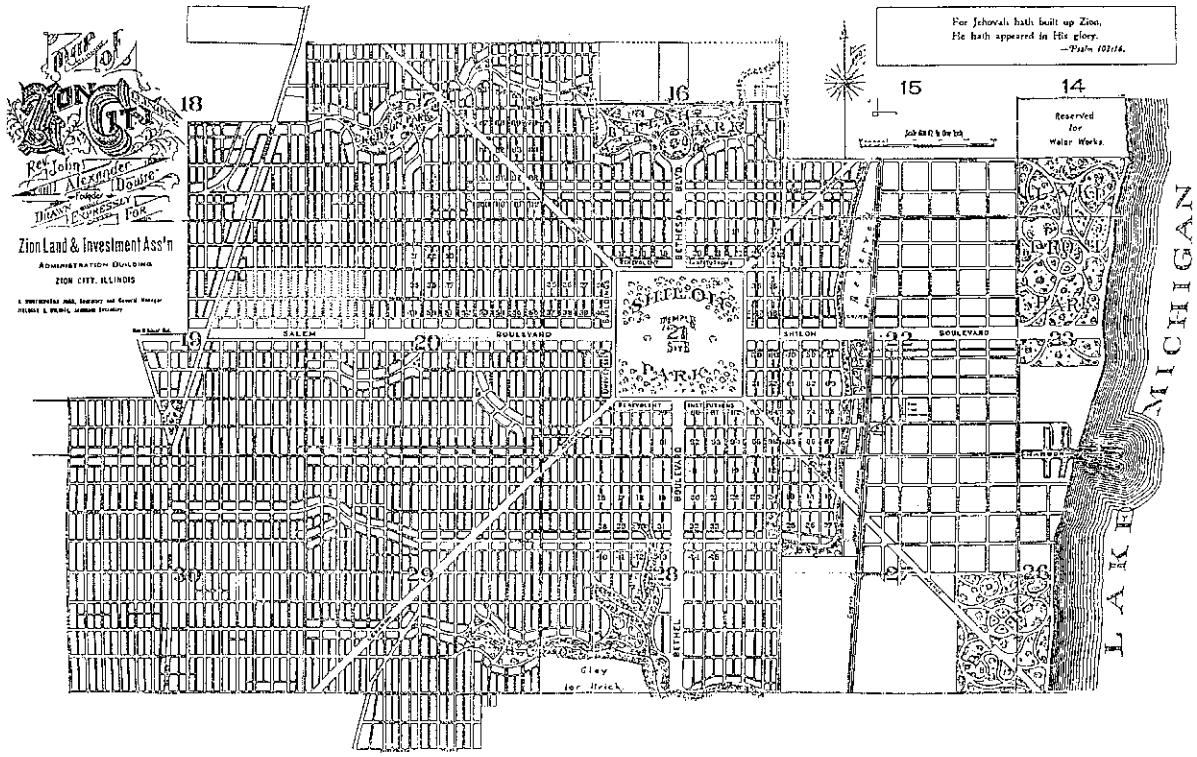

Figure 1.1 Original Plan of the City of Zion
Source: City of Zion Comprehensive Plan, 1992

Context for Planning

Zion's Unique History

As its name suggests, Zion was founded as a planned, religious community. The City founder, John Alexander Dowie, having learned of the City Beautiful planning movement taking hold in the late 1800s and on display at the World's Columbian Exposition held in Chicago in 1893-94, modeled his vision for Zion on these principles. More about the founding of the City of Zion can be found in the unpublished history, "The Development of the City of Zion," by Jabez Taylor, retired pastor of the Christian Catholic Church.

Mr. Dowie's concept of building the City was based on the theme of "Salvation, Healing and Holy Living." Zion was not only to be a community of faith, but of healing and healthy living, where people would experience wellness through a holistic approach that included prayer, biblical teaching, and physical healing ('broken bones, tuberculosis, cancer and many other ailments'). Original settlers "wanted a place where they could trust God, live clean lives, have healthy habits and work together for the honor and glory of God."

The original plan for the City of Zion (1899), shown above, contains many features made popular by the City Beautiful movement, including extensive landscape parks and wide boulevards that provide the primary organizational and design elements for the planned town. Zion's plan features the 200 acre Shiloh Park at the center of the community, with eight boulevards emanating from the corners of the park. While the north-south and east-west axis boulevards were developed, the diagonal streets were never fully completed. Notably missing from the Plan is a commercial district, which originally developed along Sheridan Road. While the grandeur of the Plan never completely materialized, vestiges of this outstanding plan remain and provide a strong basis for carrying out future planning efforts.

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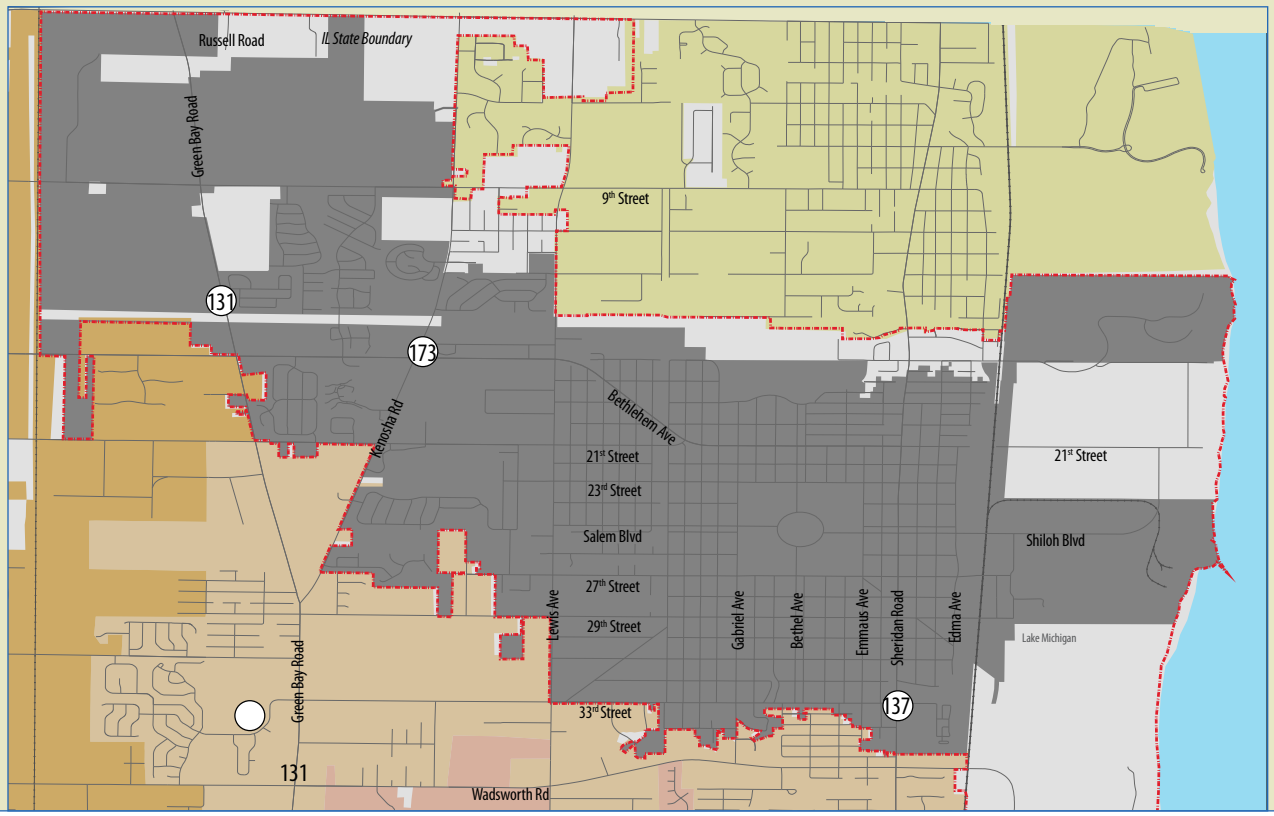

Figure 1.2 Planning Area Map
Source: Lake County GIS database 2013

- City of Zion's Municipal Boundary
- City of Zion's Planning Boundary
- Winthrop Harbor
- Wadsworth
- Beach Park
- Waukegan
- Unincorporated Lake County

Location

Located in northeastern Lake County IL, Zion is equidistant between Chicago's Loop and Downtown Milwaukee and is served by regional roadways, interstate highways and commuter rail service which link Zion with the rest of the metropolitan region. The City is bounded by Winthrop Harbor and the State line to the north, Lake Michigan to the east, Wadsworth to the west, and Waukegan, Beach Park and unincorporated areas to the south.

Planning Area

The Illinois State Statutes empower municipalities to plan future land uses within a one and one-half mile radius outside their actual municipal boundaries, known as the planning jurisdiction. Figure 1.2 shows the municipal boundary of the City of Zion and adjacent unincorporated lands, which together form the community's planning boundary.

For the purposes of this Plan, the City of Zion's planning area encompasses all territories within the City's corporate limits, including certain unincorporated areas of Lake County located within the City.

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Figure 1.3 Original plan for Zion | Early 1900s
Source: www.johnalexanderdowie.com

Historic Context

In the original plan for Zion, John Alexander Dowie embraced the big-picture ideas and planning principles of the then popular City Beautiful planning movement, and created a long range plan (framework) for how the City should grow as a prosperous and well planned community. The plan was clearly oriented around the preservation of the key natural features of the area (the Kellogg Creek and Dead River corridors and lake front) and made provisions for an expansive system of parks and open spaces that were part of the vision to create a community setting conducive to healthy living. It is this tradition and spirit that forms the foundation for the new 'vision' or framework plan presented in this Comprehensive Plan.

Long range planning for the City of Zion must be understood within the context of both its historic founding principles and its current position in the region. Developing a vision for Zion's long-term growth and revitalization is influenced by many factors, over most of which the City has no direct control. These factors include the primary roadway and rail system, competitive market trade areas and retail concentrations of various types (neighborhood, downtown, community, and regional centers), and regional open spaces and trail systems. However, significant opportunities exist to build on natural and historic resources, in partnership with local and regional agencies. This will advance the long term vision and strategy to expand Zion's economy by pursuing commercial, industrial, retail and other uses, and further expanding the City's recognition as a center for medical and related uses – a center for healing and wellness – by promoting healthy living and quality of life. The purpose of the Framework Plan is to illustrate the basic planning and development principles within the context of these factors and goals that form the organizational structure for growth and development in Zion.

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Historic Growth Pattern

(A full pages spread of this map is available at the end of this document.)

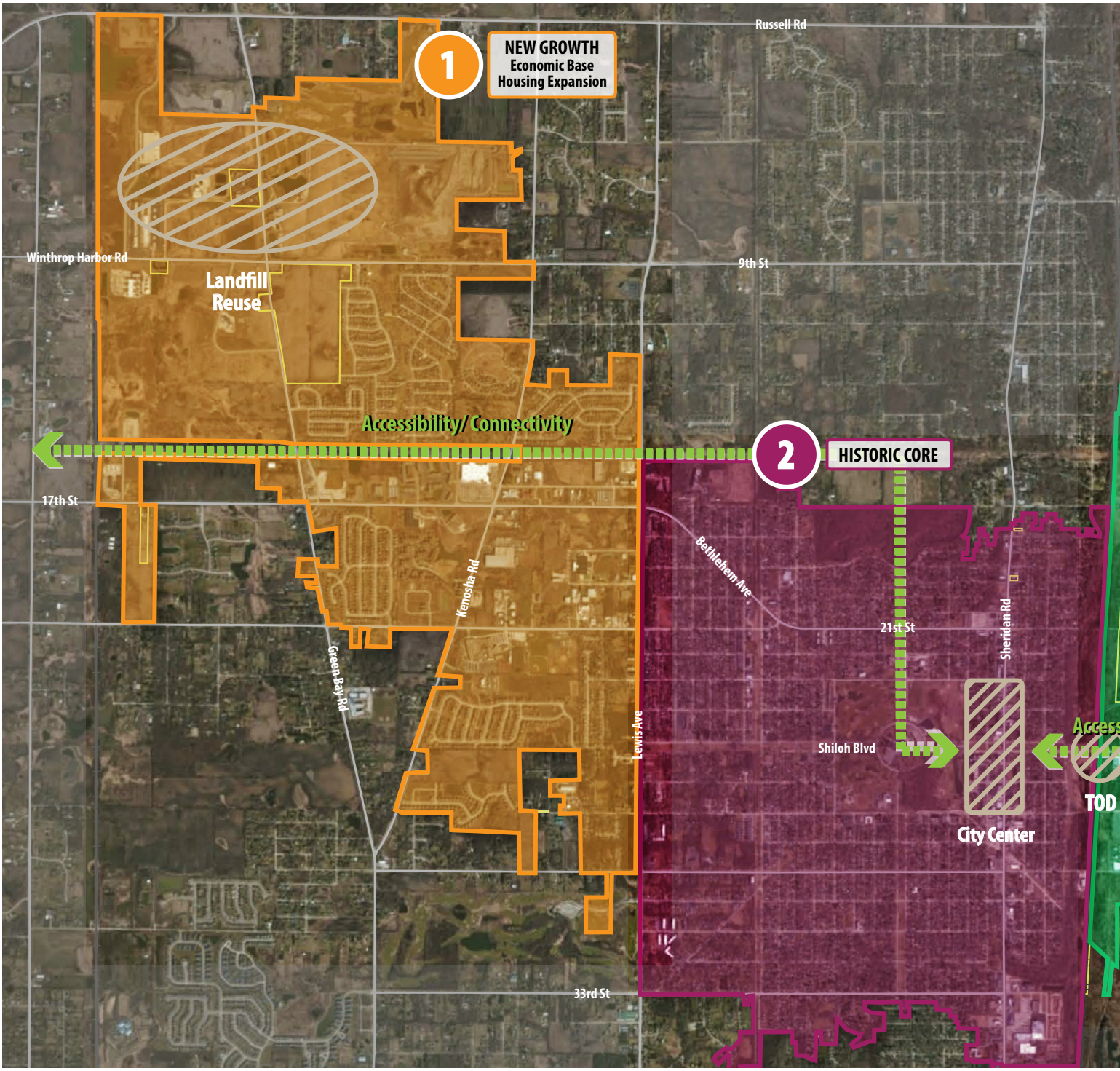

Exhibit 1.1 Historic Growth Pattern

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The Historic Growth Pattern and the Framework Plan, (see chapter 2) together provide an understanding of the historic evolution and organization of the City and related planning concepts unique to each sub-area of the City. They provide a general description of the key recommendations which have guided the preparation of the comprehensive plan elements. Zion's growth pattern over the past 100+ years is reflected via the three land use patterns noted below. This pattern of development provides the structure for future development and revitalization strategies.

1 New/Modern Era of Growth
2 Historic Core
3 Lakefront Resource

1 New Growth Area

The City expansion west of Lewis represents a more contemporary growth pattern reflective of post 1950s developments with modern shopping centers, industrial parks, and larger lots, and curvilinear subdivisions in isolated locations with a lack of strong connections to the historic core and between each other. Today this area is comprised of the greatest concentration of industry and commercial development and represents a significant opportunity to expand these important employment and tax producing uses. The new growth area also provides significant opportunity to continue to provide larger, more modern home options to improve the diversity and quality of Zion's housing stock. Efforts in this area should include making better connections between newer subdivisions and the historic core of the City.

2 Historic Core

As the original settlement area for the City, this area is the most densely populated, and contains most of the civic uses, parks/open spaces, the historic Downtown and the primary retail corridor in the City (Sheridan Road). The historic core also contains most of the smaller lots and affordable housing in the City, with many older homes in need of repair and modernization, high foreclosures of 215 in 2013. (Source- Woodstock Institute – Record Information Services). Previously an area of largely single-family detached homes, conversions of homes and scatter development of multiple-family buildings has resulted in a haphazard development pattern that could continue to undermine the stability of neighborhood areas without adequate planning to address parking, open space, building relationships, landscaping, height and overall design quality and consistency. Future plans should focus on neighborhood stabilization, property improvement, and infill development.

3 Lakefront

Although originally planned as part of the urban development of the City, the characteristics of the lakefront district did not make conversion to house lots easy given the extensive and high quality nature of this unique wetland and dune habitat. Now largely protected as part of the IBSP, the remaining area within Zion, controlled by Exelon Energy, provides opportunity for continued preservation and ecological restoration/stewardship, reconnection of the lakefront upon the full reclamation of the ZNPP, and unique, integrated conservation oriented development and tourism opportunities.

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Summary of Community Engagement

Throughout the planning process residents have participated in shaping the future of Zion's Plan through several engagement activities. Through a web-site dedicated solely to the Comprehensive Planning process (http://plan4zion.com) residents provided comments, accessed reports, presentations, meeting schedules, and on-line surveys. Residents offered comments through a fun, interactive exercise during Nostalgia Days, and participated in various public meetings and community workshops throughout the process. The City of Zion also maintains a Facebook® page providing updates on meetings and opportunities for input. Additionally, extensive interviews with community leaders and stakeholders provided specific insights into local issues and challenges facing Zion's various taxing districts. A steering committee of seventeen community leaders guided each phase of the process. Below is a summary of the comments and issues identified by citizens and business owners in Zion. (See the Appendix for an expanded description of these issues.)

Initial Observations and Planning Issues

The following section provides a summary of the issues and ideas that have emerged through the initial phases of the planning process. These ideas are the culmination of comments and insights from community leaders, stakeholders and citizens of Zion, and the results of research provided by the Teska Associates, Inc. consulting team. Throughout the process an effort was made to understand the unique character and qualities of Zion and how these attributes can be leveraged to address local issues, and guide the growth of the City over the next 20 years.

The result of this process reveals that the Plan should meet three objectives – it should **be transformative, be realistic, and be authentic.** It should be transformative by looking ahead to the future, and by outlining a strategy to tackle big picture ideas. It should also be realistic and provide a path forward and address the pressing issues currently faced by residents. It should be authentic by reflecting the unique character and history of the community.

INITIAL OBSERVATION 1.1

Zion needs an energizing, sustainable vision.

- The Plan should cast a vision that will energize the City – one that embraces the diverse culture, environment, unique Lakefront ecology, and historic richness of area, including the founding of the City, its role as a tank training area in World War II, and as a center of energy production and learning (previously the 'Powerhouse' Commonwealth Edison energy center museum).
- An integrated approach to sustainability should be pursued. The focus of this approach should not just be about energy conservation, water management, or protection of natural areas – it should be about how these principles are integrated into the fabric of the community, and made part of the economic development strategy in order to enhance the quality-of-life for all residents.

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INITIAL OBSERVATION 1.2

Zion's long term economic strategy should be tied to its history as a center for healthy living and healing.

- Zion was founded as a center for healing, faith, wellness, and healthy living. Zion's history and founding principles were built on the idea of a well-organized City with ample open spaces to promote healthy living and quality-of-life… 'an ideal living community.' An economic strategy that builds on this history will provide a transformative, long range vision that will guide change and improve the lives of residents through improvements to housing, access to health care, and other essential services.
- Local resources, institutions, and natural/historic amenities are key economic drivers that are being underutilized. The Cancer Treatment Centers of America is an example of an institution that embodies the historic mission of the City. The Plan should explore how to leverage the mutual missions and presence of CTCA with the original purpose of the City as a center of healing, wellness, and healthy living to create a transformative vision.
- Zion's economic strategy should be more than leveraging Zion's assets for tourism that cater to people who are transient visitors. The goal should be to turn these advantages into a vision or branding theme that is about 'come and live, work, learn, heal.'

INITIAL OBSERVATION 1.3

Expand and diversify tax base to address declining revenues and high taxes.

- To address high taxes and increasing service costs of all taxing districts, Zion needs to increase taxes and other revenues through possible changes in land use that will preserve the character of the City, while providing additional revenue.

INITIAL OBSERVATION 1.4

Zion is facing significant economic challenges and has unique assets that can set the stage for economic growth.

- The Great Recession dramatically affected the housing market, the school systems are stressed, and Zion needs to attract higher-income households that can support the community's growing needs.
- Zion must leverage its assets for economic growth, including; The Illinois State Beach Park, the Cancer Treatment Centers of America, its proximity to the Great Lakes Naval Base, undeveloped lakefront land, and its historic Sheridan Road "main street."
- Zion's commercial activity centers, with the exception of the new super Walmart, are limited by population density and accessibility, and industrial development expansion is limited due to its competitive position relative to Wisconsin.
- Zion's opportunities center around improving neighborhoods, developing synergies with the State Park, the CTCA medical center, and creating new neighborhoods that will increase homeownership for all income levels.

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CHAPTER 2

Policy Formation

As a guiding document for the future of Zion, the Comprehensive Plan must respond to the unique needs, values, and desires of the community. The following community development policies element provides the mechanism for transforming community values into operational statements for future decisions regarding land use, transportation, community facilities, housing, environment and other components of the Plan. The statements contained in the policy statements below include ideas and issues gathered from residents, business owners and public agencies. Taken in whole, the following three elements of this Chapter will be used as the guiding principles for the recommendations of the Comprehensive Plan.

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Elements of Community Development Policies

The vision for Zion's long-term growth is influenced by many factors, including good access to regional roadways and railroad system, retail concentrations of various types (neighborhood, downtown, community centers), regional open spaces and trail systems. This chapter provides a framework – a general plan to illustrate the basic planning and big-picture development principles and ideas that form the organizational structure for growth and development in Zion in the past and will guide the future.

The Community Vision Statement is an overall ideal of the community's future that sets the tone for all planning activities. It is a brief summation of the type of community the City aspires to be in the future, providing guidance to current and future community planning efforts as well as creating a definitive aspiration toward which the community's goals are collectively aimed. The Vision Statement is derived from ideas and issues expressed through consensus-building activities, stakeholder interviews, workshops, surveys, and community assessment. The goals and objectives of the Comprehensive Plan are directly linked to the vision statement in order to establish a unified course of action and they provide the backbone for the recommendations. Therefore, each individual component within the Vision Statement is supported by a set of goals addressing each primary component of the Comprehensive Plan (e.g. land use, housing, transportation, economic development, community facilities and utilities, sustainability). Specific objectives or actions that further explain how the goals will be achieved are provided in each major Plan Element. (see Chapter 2)

Figure 2.1 Policy Components

What is a Goal?

A goal is the stated end which supports a common vision (in this case, the Community Vision Statement).

What is an objective?

An objective is a specific policy target aimed at achieving the goal. In other words, a goal is a desired ideal condition (example: complete a marathon) while an objective is a more precise situation or action that is designed to achieve the goal (example: establish and sustain a progressive daily running and training schedule).

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Community Vision, Goals & Objectives

> *Zion will remain a welcoming, progressive community that embraces its diverse culture, unique environment, and the religious and historic richness of the community while promoting healthy lifestyles, and high quality recreational, educational, and health care and tourism opportunities. Zion will expand development opportunities, so that all residents will enjoy a high quality-of-life, in a healthy, family-friendly and attractive atmosphere.*

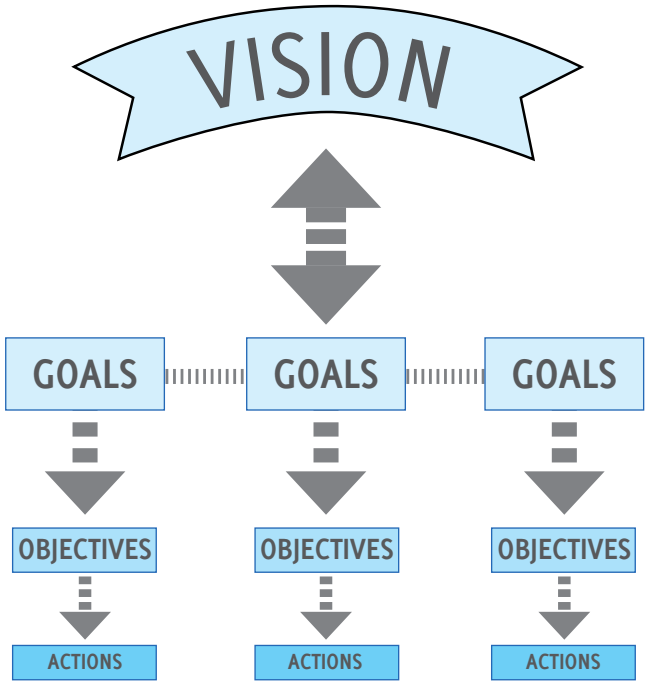

Figure 2.2 Application of Vision

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Goal 1 Our community will build on Zion's history as a center for faith, healing and wellness to promote healthy living and quality-of-life as a transformative, long-range development strategy.

Objectives

1. Embrace the diverse culture, environment, unique Lakefront ecology, and historic richness of area, and its roles as a center of energy production and learning.
2. Develop a community and economic development strategy that builds on the City's history to both guide long-term change, and to improve the lives of residents in the short-term through improvements to housing, affordable, accessible health care, and other essential services.
3. Create stronger linkages between the lakefront and Downtown, and in conjunction with the arts community, promoting Zion as a unique tourism destination.
4. Leverage local and regional resources, institutions, natural and historic amenities as key economic drivers to advance community development.
5. Develop partnerships with local businesses, such as the Cancer Treatment Centers of America (CTCA), which share in and can help promote the City's vision.
6. Enhance and communicate the value and benefits of connecting to nature, and improve parks and open space connections so that all Zion residents have close, convenient (walkable, bikeable) access to high-quality natural areas and outdoor play.

Goal 2 Our community will encourage new businesses, help existing business become more successful, and increase employment opportunities for all Zion residents.

Objectives

1. Increase revenues by attracting new businesses, particularly eating and entertainment venues, and higher income households to maintain Zion's diversity and expand its tax base.
2. Leverage local assets for economic growth, including; The Illinois State Beach Park, the Cancer Treatment Centers of America, the Great Lakes Naval Base, undeveloped lakefront land, existing strong retail centers, the Metra station area, the historic Sheridan Road "main street," and Zion's strategic location between Chicago and Milwaukee.
3. Broaden the economic strategy beyond leveraging Zion's assets for tourism that cater to visitors. Turn these advantages into a branding theme that encourages people to 'come and live, work, learn, and heal'.
4. Continue to foster partnerships with the communities of Beach Park, Winthrop Harbor and Wadsworth in promoting the area as "Lake County's Lakeshore" and "Illinois Playground" initiatives by local chambers of commerce.

Goal 3 Our community will provide well-maintained, viable and diverse housing stock that contributes to neighborhood stabilization, the City's economic base, and provides attainable housing options for all Zion residents.

Objectives

1. Address the mismatch between housing supply and demand for lower income families by expanding housing options for families, younger households and aging residents.
2. Explore partnerships with nearby communities, local businesses and institutions to develop a comprehensive housing plan to address housing affordability, senior housing, and expansion of home ownership.
3. Develop capital resources for rehabilitation and acquisition of existing multiple family and single-family housing to provide higher quality residential and homeownership opportunities, and expand the City's code enforcement capabilities.

Goal 4 Our community will ensure all residents have access to quality services, including health care, work programs, healthy food choices, educational and recreational programs.

Objectives

1. Provide better access to affordable, comprehensive health care services. Promote collaborative efforts to link regional health and medical resources to increase access to quality, affordable primary and preventive care.
2. Provide accessible, healthy food options for all Zion residents and promote opportunities for larger scale commercial or local community oriented agricultural farming operations to support Zion's healthy living policies.
3. Build partnerships with other community organizations to provide supportive programs for Zion residents, such as the Community of Character initiative the Coalition for Healthy Communities, and local church initiatives to adopt local schools.

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4. Create outreach programs in older neighborhoods to address neighborhood conditions, needs, and public safety.
5. Strengthen local businesses by incorporating the workforce into the community by addressing employee needs (e.g., quality child care, other).

Goal 5 Our community will expand ease of access to public transit and other multi-modal transportation options for all residents, employees and visitors.

Objectives

1. Develop a linked public transit network (bus and train services) to improve access to transit, and pursue investments for bus and commuter train service expansions and other transportation alternatives in the City.
2. Expand bikeway connections to link neighborhoods to regional paths and to link regional paths to each other.
3. Improve access and road capacity to key commercial and industrial/employment centers.
4. Provide a well-maintained, complete network of complete, green streets that are both pleasing environments for pedestrians, bicyclists, transit services, and improve access to neighborhoods, civic destinations, and businesses.

Goal 6 Our community will have a comprehensive approach to sustainability that integrates natural resource preservation, water and energy conservation and renewable energy production.

Objectives

1. Deploy high-performance green infrastructure practices throughout the city to improve water quality and improve natural hydrology in the two watersheds that drain towards the lakefront natural areas, as well as other benefits.
2. Preserve and expand the network of open space, including stream/ravine corridors, wetlands, and other natural areas.
3. Build upon the existing framework of open space and high-quality natural landscapes in the Kellogg Creek and Dead River watershed systems, and connect greenways with the Illinois Beach State Park.
4. Integrate long-term future land use on the Zion Nuclear Power Plant site into the regional open space network to improve the ecology and to enhance the value and future use of this site and adjacent properties.
5. Explore the production of renewable energy locally.

Goal 7 Our community will develop high quality, technologically advanced community facilities, public services, and a modern utilities infrastructure that protect and improve property values.

Objectives

1. Develop an interconnected system of civic, cultural, service, recreational and institutional uses that are more accessible at a central location near existing major institutions.
2. Develop a plan for the long-term improvement and maintenance of capital facilities, roads and related infrastructure.
3. Collaborate with the Zion Park District to develop a long-term capital plan to improve park facilities and recreational equipment.
4. Expand the development of and accessibility to the City's lakefront park and accessibility to the park and IBSP.
5. Coordinate long-range plans of public agencies with those of the City.
6. Maintain and upgrade the existing facilities to provide a safe and reliable infrastructure for residents and businesses.
7. Ensure that the capacity of water and sanitary sewer services meets the needs of current and future uses.

Goal 8 Our community will foster and encourage cooperation among local organizations to develop an interconnected system of civic, cultural, service, recreational and institutional uses to improve access for residents.

Objectives

1. Explore consolidation of civic, community services, and medical uses in a centralized campus at the east end of Shiloh Park within a walkable distance, as part of a larger planning effort for the Downtown area.
2. Collaborate with the Zion Park District to develop a long-term capital plan to improve park facilities and recreational equipment.
3. Expand the development of and accessibility to the City's lakefront park and IBSP to increase awareness and educational opportunities about the rich natural history and ecology of the City and the lakefront.
4. Create stronger linkages between neighborhoods, lakefront, greenways, transit services and regional bikeways.

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In Chapter 2 – Policy Formation, the Plan discusses the foundational elements of the comprehensive plan. The establishment of community goals is essential to the development of a workable plan. The comprehensive plan is frequently used as a reference document for the employees, commissioners, and members of the general public. Information relating to the various goals for Zion (of which this plan proposes 8) is included in various places throughout the document. To help ensure that information is immediately available, we have included the the matrix below to easily navigate this Plan.

CHAPTER NUMBER	GOAL 1 Build On Zion's History as a Center for Health, Healing and Wellness	GOAL 2 Engage New & Existing Business and Increase Employment Opportunities	GOAL 3 Provide Well-Maintained, Attainable House Stock Options	GOAL 4 Ensure Access to Quality Services
CHAPTER 1 INTRODUCTION	Page 3 Page 9		Page 7	
CHAPTER 2 POLICY FORMATION	Page 13-14 Page 18	Page 14	Page 14 Page 16 Page 18	Page 13-15 Page 18
CHAPTER 3 ECONOMIC DEVELOPMENT	Page 28-29	Page 24 Page 28	Page 28	
CHAPTER 4 COMMUNITY & FACILITY SERVICES			Page 49-52	Page 36-43
CHAPTER 5 HOUSING & COMMUNITY DEVELOPMENT SERVICES	Page 54 Page 63 Page 65		Page 55 Page 57-61	
CHAPTER 6 PARKS, OPEN SPACES & NATURAL RESOURCES	Page 67-68 Page 72			
CHAPTER 7 LAND USE & TRANSPORTATION			Page 102	Page 107-111
CHAPTER 8 SPECIFIC AREA PLANS				
CHAPTER 9 IMPLEMENTATION				

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GOAL 5	GOAL 6	GOAL 7	GOAL 8	
Expand Ease of Access and Number of Transportation Options	Develop a Comprehensive Approach to Sustainability	Develop High Quality, Technologically Advanced Facilities	Encourage Cooperation Among Local Organizations and Institutions	**CHAPTER NUMBER**
	Page 8		Page 9	**CHAPTER 1** INTRODUCTION
Page 15-18	Page 15 Page 17	Page 15	Page 15	**CHAPTER 2** POLICY FORMATION
		Page 29	Page 30-31	**CHAPTER 3** ECONOMIC DEVELOPMENT
		Page 29 Page 36-45		**CHAPTER 4** COMMUNITY & FACILITY SERVICES
	Page 74-75 Page 77-78	Page 76-77 Page 81	Page 63	**CHAPTER 5** HOUSING & COMMUNITY DEVELOPMENT SERVICES
				CHAPTER 6 PARKS, OPEN SPACES & NATURAL RESOURCES
Page 87 Page 101 Page 105-113		Page 106		**CHAPTER 7** LAND USE & TRANSPORTATION
Page 142 Page 152 Page 156	Page 133-135		Page 132	**CHAPTER 8** SPECIFIC AREA PLANS
				CHAPTER 9 IMPLEMENTATION

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Planning Framework

Since the adoption of the last Comprehensive Plan in 1992, the City has invested in the improvement of its historic downtown while seeking to create a more diversified tax base through new commercial and industrial projects. However, local, regional, and national economic changes over the last decade have resulted in a Plan that requires a new vision consistent with the aspirations, needs, and goals of Zion residents. The comprehensive planning process engaged the community in crafting policies to address the unique set of strengths, weaknesses, opportunities and threats facing Zion both now and into the future. To address these changes and other issues facing Zion, the City secured a grant from the Chicago Metropolitan Agency for Planning (CMAP).

The Plan must now provide specific guidelines to ensure that new projects are of the high quality that Zion desires, and that they accommodate new growth and redevelopment associated with the Downtown/Medical district, Metra Station area, and commercial corridors. The Plan must consider smart growth planning principles which include a mix of land uses, compact building design, a range of housing opportunities, walkable neighborhoods, the preservation of open space and environmental areas, a variety of transportation choices, and reuse of the decommissioned Zion Nuclear Power Plant in 2020.

With the establishment of a new Plan and Vision for the community, Zion is well positioned to be a premier City on the North Shore. This Plan update will ensure that Zion will grow and prosper, and in so doing will preserve its HISTORIC PAST and create a DYNAMIC FUTURE.

The following eight principle planning themes are an outgrowth of community participation, guidance from the Comprehensive Plan Steering Committee, and through consultant analysis of Zion, its unique history, location and assets.

THEME 1 Downtown & Medical-Civic Center District

Zion's Downtown business and medical district serves as the focal point for day-to-day community life, providing small-scale, mixed-use, neighborhood-oriented businesses and services. Concepts to improve the Downtown include working with IDNR to build an additional access point to the lakefront and the IBSP as the primary entry for visitors by extending Shiloh Blvd to the lakefront as originally conceived in the City's founding plan; and developing a multi-purpose activity and learning center at Sheridan Road and Shiloh Blvd, encourage more mixed-use development and improvements to public places and parking areas. (see discussion on the following page for ZNPP). Other concepts include expanding the CTCA campus and Zion municipal center, other existing nonprofit businesses, and hospitality uses to create a strong medical/civic center to support the Downtown.

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THEME 2 Mixed Use Corridors

Historically, commercial corridors served as the opportunity for a large assortment of commercial enterprises generally consisting of auto-oriented businesses, such as Sheridan Road and Route 173 (17th Street). However, the economic changes resulting from the 'Great Recession' of the last six years have resulted in dramatic changes to retailing in this new economy. The generally accepted finding is that many communities are 'over-retailed,' meaning that our capacity to continue to buy goods cannot continue to support the supply of retail space. Regional studies reveal that non-retail uses can have similar long-term positive revenue impacts as do marginal retail centers. As such, the Plan recommends a mix of uses for the areas along commercial corridors to provide a broader tax base.

THEME 3 Transit Oriented Development (TOD) Opportunity

The area near the Metra commuter train station provides a unique opportunity to develop a mixed-use district that will benefit from proximity to the train, access to regional jobs, and its location next to IBSP. While not likely to be a significant commercial center, this TOD could focus on offering both a unique conservation-oriented neighborhood for short-term or year-round living and tourism emphasizing wellness and healthy living, integrating open space (as an extension of the IBSP) and sustainable best practices. Typically, TODs are built around the principle of walkability, so that most development is within a 10-minute walk or 1/2 mile from the train station.

THEME 4 Commercial Nodes and Employment Centers

Business districts of various types and sizes provide Zion residents with a wide range of services and retail goods. Primary regional centers, such as the Walmart center and the Zion Shopping Center at Wadsworth and Sheridan Road, serve a larger region and require locations on major arterial roadways that are linked to interstate highway systems. The Plan focuses opportunities to expand Zion's tax base on properties along Route 173 that benefit from accessibility to major roads.

Most of Zion's future non-retail employment centers are concentrated in two areas east of Lewis Avenue. Proximity to freight railway lines, such as the UP west railway on Zion's west border, provide unique advantages for growth of industrial businesses, particularly for warehouse and distribution uses. Other older, existing industrial areas near the Lakefront along the UP North commuter railway line provide redevelopment opportunities for uses that will have a greater benefit from proximity to the Lakefront.

THEME 5 Zion Lakefront Redevelopment Opportunity

Reclamation of the ZNPP site offers another unique opportunity for Zion. While residential reuse will not likely be possible after decommissioning, and the market potential for commercial uses will be limited given the proximity to the remaining dry fuel storage facility and electric switch yard, the Plan advocates taking advantage of this area's unique location and significant natural features by transforming it into a recreational and tourism activity node, while reclaiming the power plant site for dune restoration and reconnecting the open space system along the lakefront.

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THEME 6 Neighborhood Conservation

A sustained, grass-roots neighborhood revitalization effort for the older, historic neighborhoods of Zion would provide the needed structure to actively engage residents in addressing issues in each neighborhood, such as as property maintenance, sidewalks, abandoned buildings, parks, and beautification projects to issues of public safety, accessibility to health food options, and social services. A neighborhood conservation program that includes quality-of-life improvements would help to improve and enhance Zion's neighborhoods. By coming together to discuss and share ideas to enhance the quality-of-life in their neighborhoods, residents could work with the City to fund a variety of improvements including installation of sidewalks, curbs and gutters, streetlights, signs, park improvements, neighborhood art, and beautification projects. This program would empower citizens to identify projects and create plans in their own neighborhoods.

THEME 7 Greenway Corridors

Strong connections of open spaces, steams and rivers are vital for maintaining strong neighborhoods and business districts that unify the entire community while preserving wildlife, plant habitats, and ecosystem functions. Zion is well located with close proximity to major local and regional open spaces and trails that provide connectivity within the City and to the region. The Plan establishes primary green corridors for additional connectivity that should be protected and expanded in coordination with adjacent communities and Lake County. Principal among these are current efforts to preserve and enhance the quality of the Kellogg Creek and Dead River corridors, exploring regional bikeway connections to the Des Plaines River Trail, and better connections within Zion to the Robert McClory Trail, Metra station and Lakefront.

THEME 8 Housing and Community Services

Vibrant neighborhoods are essential to the overall health of the City. However, a diverse but aging housing stock, foreclosures, federally subsidized housing units, and lack of adequate, accessible health services and healthy food options are issues addressed in the Plan to ensure neighborhoods stay strong. Ideas that have emerged through the planning process to address these issues include crating quality housing that is more affordable for Zion residents, encouraging home ownership, creating a rental registration and inspection program, providing more health care options, particularly for both preventative and advance care and surgical services, improving access to healthy food options in certain parts of the City, and working with other housing agencies to address housing needs in a regional context.

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Framework Plan

(A full page spread of this map is available at the end of this document.)

The Framework Plan (Exhibit 2.1) describes the basic planning elements that will guide future land uses within Zion's planning area. The Framework Plan map describes gateways, centers/nodes, linkages, paths, and corridors that make up the primary physical landscape of Zion. The Framework Plan also describes primary use districts where certain types of compatible uses should be preserved or expanded.

Taken together, these elements (gateways, centers/nodes, paths, corridors and districts) are the dominant physical features of Zion's character and function. They will provide the building blocks for the development of the Land Use Plan to be provided later in the planning process. The Framework Plan elements are derived from the principle planning themes.

Element Descriptions

GREENWAY CORRIDORS

primarily consist of natural areas, such as streams, floodplains, wetlands, and other wildlife habitats, which should be preserved and protected from development, but which also serve as opportunities for non-motorized connections and links to civic destinations.

GATEWAYS

are entries into the community and provide the first glimpse into Zion's character, and marked by welcome signs, special landscaping and highlights about its people and institutions. Examples include the points of entry for the regional bike paths as well as the entries to the Downtown or other special districts.

NODES

are areas where corridors intersect and where concentrations of activities take place, such as major retail centers, such as the Downtown or Walmart center.

LINKAGES AND CONNECTIONS

are the pedestrian and bicycle paths and corridors along which people travel and recreate, and which connect the City's neighborhoods.

PRIMARY USE DISTRICTS

where certain types of compatible uses should be preserved or expanded.

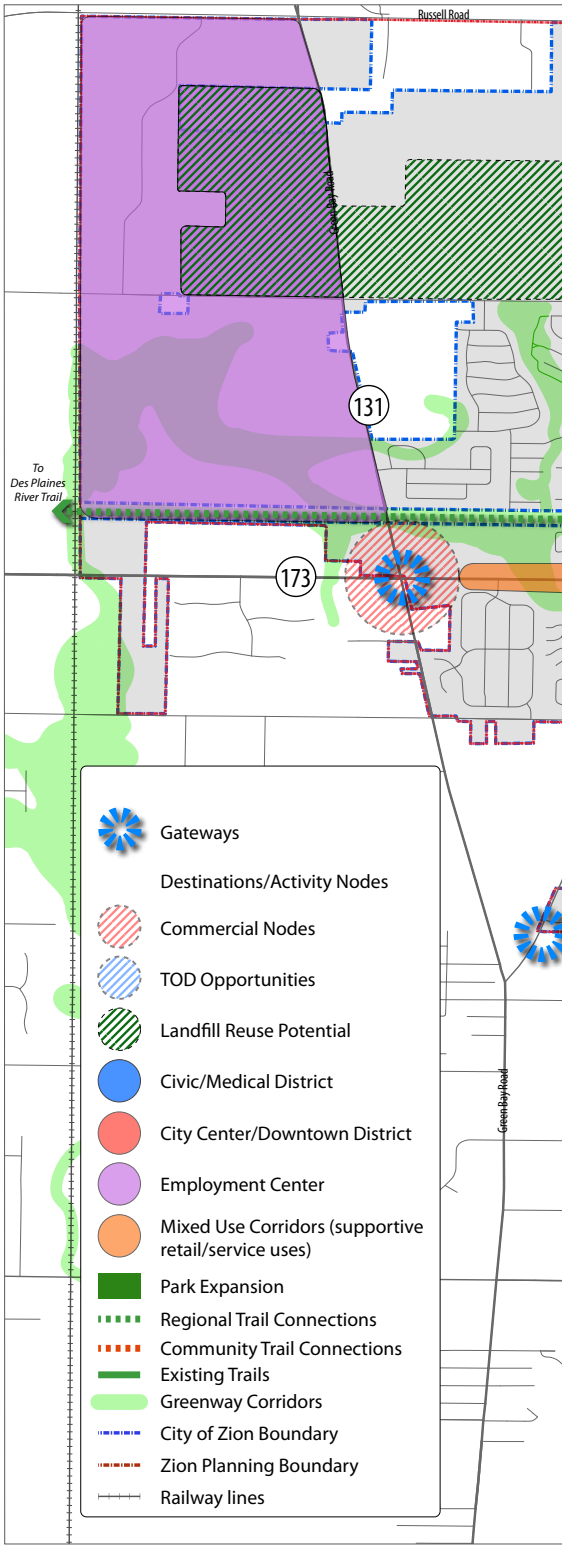

Exhibit 2.1 Framework Plan

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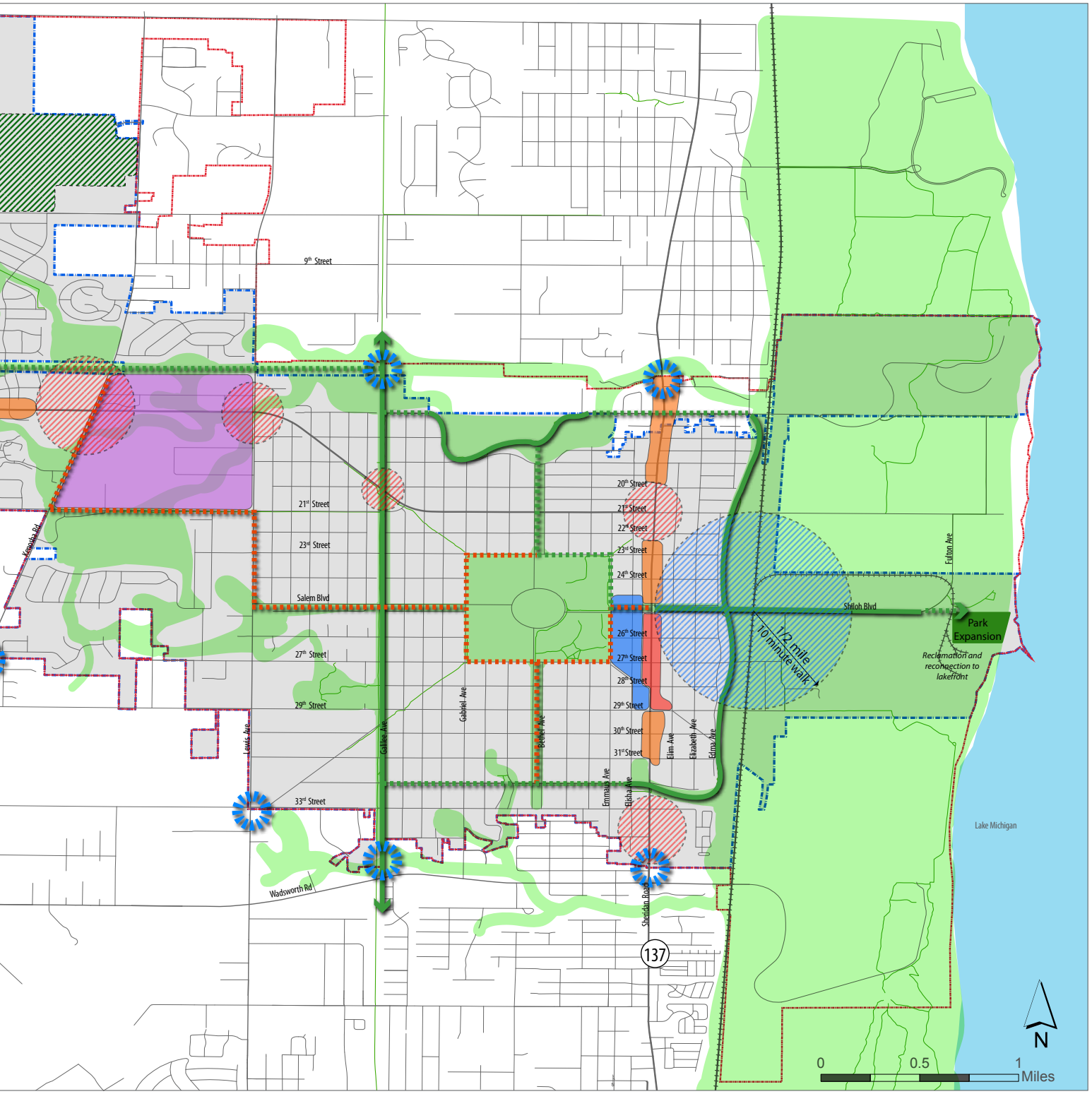

Prepared by Teska

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CHAPTER 3

Economic Development

Economic development is of critical importance to Zion because it provides for citizen wellbeing and improves liveability. Zion provides it citizens with parks, libraries, and schools. Maintaining these as well as other city services requires substantial financial resources.

In comparison to Lake County communities and neighboring communities in Wisconsin, Zion's current property tax rate is high, discouraging businesses from locating or expanding in Zion. This high tax rate is a burden to citizens, and without additional revenues, it becomes more difficult to maintain existing services. Economic development is about attracting jobs, creating wealth and attracting businesses that provide the goods and services that residents need. Local economic development is good for Zion because it helps bring jobs closer to home reducing commuting costs. Furthermore, economic development that attracts spending from outside the community, builds wealth, and promotes economic stability. Zion has important assets to build upon: the Illinois Beach State Park, the Cancer Treatment Centers of America, and the Walmart Supercenter. In addition, Zion's Trumpet Business Park with 120 acres provides Zion with available land for job growth and tax base expansion. Zion's commuter rail station is another asset that has been underutilized, especially as it relates to its potential to service visitors to Illinois Beach State Park, and for reverse commuting employees that work nearby in the hospital or businesses.

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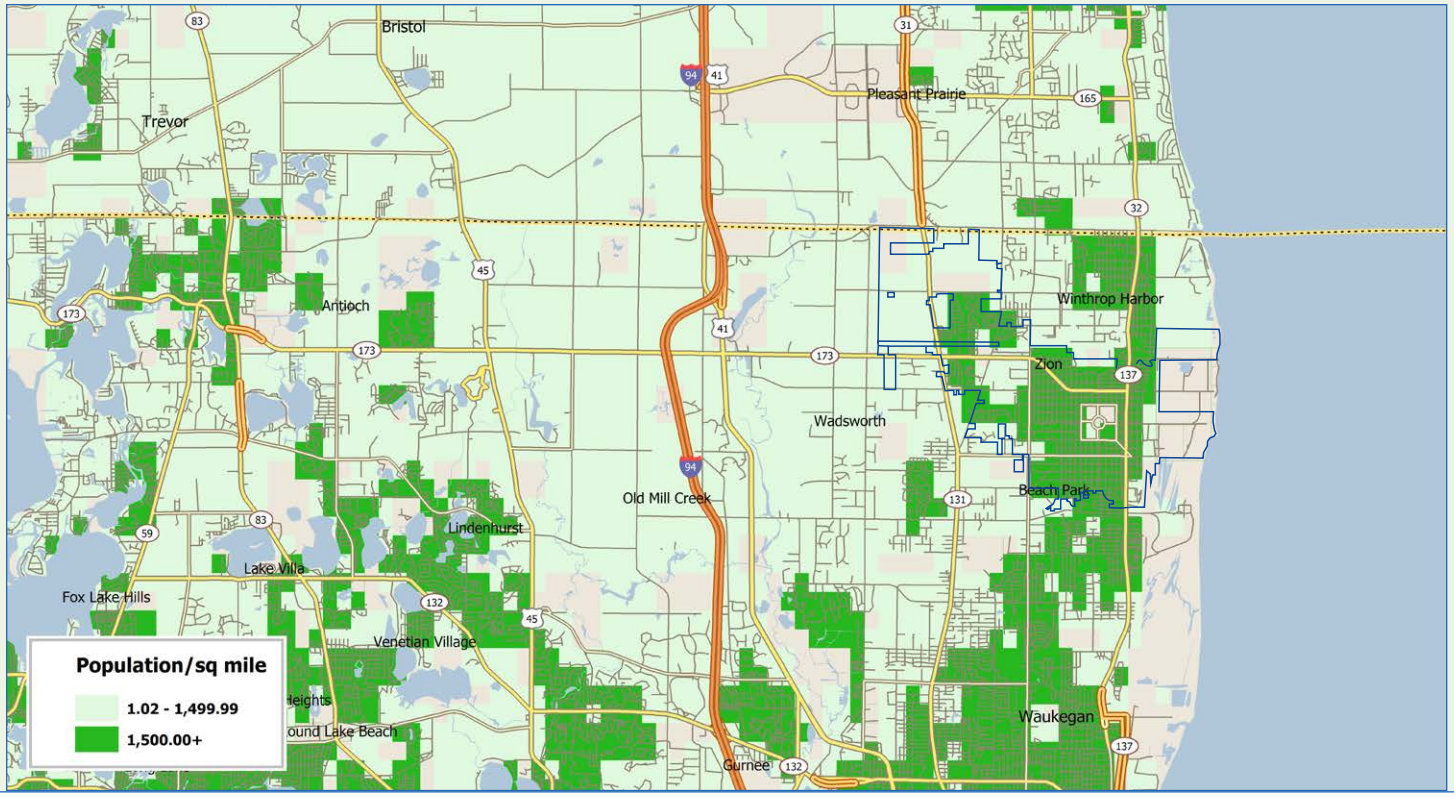

Figure 3.1 Population Island (The darker shade shows where population density exceeds rural levels of 1,500 people per square mile.)
Source: Scanus 2014

Existing Conditions

CMAPs Go to 2040 Plan projects the population of Zion to depart from its historical slower growth patterns and increase its population from 22,942 to 30,516 by 2040, fueled in part by increasing importance of public transit in choosing where to live. However, Zion will likely remain predominately a bedroom community with 90% of employees working outside of the City. Improved economic opportunities within Zion, particularly in the healthcare and retailing sectors, will improve Zion's livability.

One of the more important demographic features about Zion is that low density subdivisions and forest preserves surround the City making it almost a "population island". With the lake to the east, rural development and open spaces to the north and west such as forest preserves and flood plains, growth of Zion's potential market area is greatly limited (Figure 3.1). South of Zion the Waukegan airport serves as a partial buffer between Zion and larger urbanized areas. From a retail perspective, unless a person works in Zion, there is an insufficient number of larger retailers and too few employment opportunities to draw people into the City. Moreover, the major north-south transportation corridors are U.S. Highway 41 and Interstate 94 which are located more than five miles to the west.

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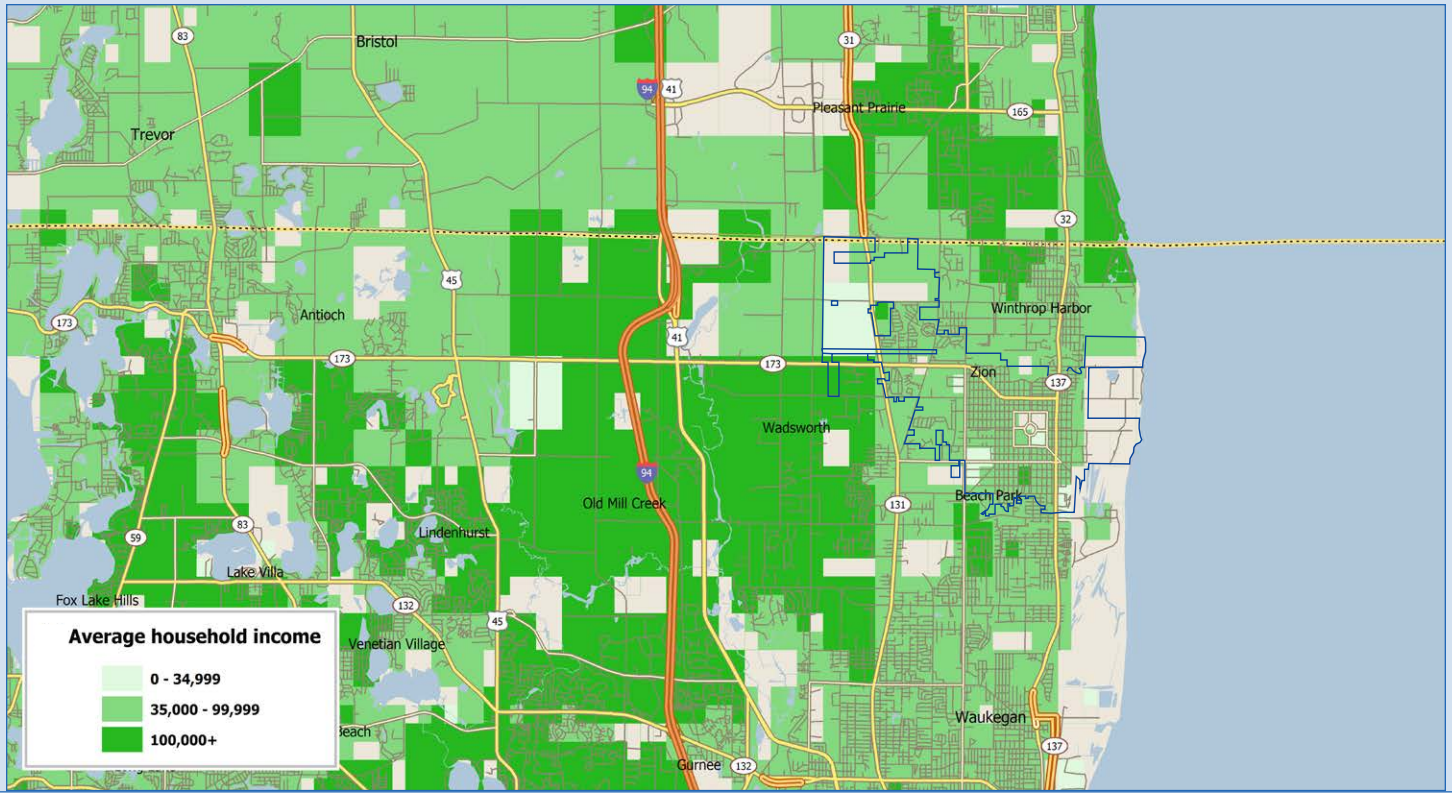

Figure 3.2 This map illustrates that Zion is a solid middle-income community with affluent households shown in the darker shade that have average household incomes of $100,000 or more. This area does not appear to have any concentrations of low income households, that is where the average household incomes are below $35,000

The other distinguishing demographic characteristic about Zion is its household income is solidly in the middle – the areas west of Zion are wealthier and those to the south are poorer. When looking at affluent households (households earning $100,000 or more), they represent 22% of the Zion households. In surrounding Lake County the percentage of households earning $100,000 or more is almost doubled (40%) that of Zion (see Figure 3.2). The higher household incomes allow these residents to seek out and buy more expensive goods and services that the majority of Zion residents will typically forgo.

On the supply side, retail sales reports show that the City is a major destination for general merchandise, i.e. Walmart, and for food stores i.e., Jewel, Aldi, Piggly Wiggly, and Walmart. However, Zion is not generating higher quality food service, apparel, home furnishings, or other retail sales uses.

Another economic generator in Zion beside retail is the Cancer Treatment Center of America (CTCA). Not only is the center the largest employer, it also provides most of the weekday demand for the lodging facilities in Zion and contributes to supporting other business that provide everything from food service to gifts. As CTCA continues to expand its facility, they will have more need for lodging and food service.

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Economic Development Element

Commercial Development Opportunities

The commercial development opportunities focus mostly on improving the retail opportunities in Zion that will not only help local residents, but also strengthen Zion as a destination that will bring money into the community.

The retail "gap" analysis provided in the Community Assessment report (See Appendix B) that describes the difference between supply and demand is frequently misinterpreted. Logically, it would seem that if demand exceeded supply there would be a need for more stores to fill the gap. However, this simple logic ignores human behavior – that is, people save time by shopping where they can chain their activities and improve their choices by going to places that offer greater selection. Retailers actually want to locate where supply exceeds demand, because this means that the location is drawing people from beyond the defined trade area and has become a retail destination. Obviously, at some point, there could be potential market failures resulting from insufficient market support and limits to the trade area associated with that product, but retailers who enter the market believe they have some competitive advantage that will allow them to succeed over their competitors.

Table 1 Illinois Department of Transportation Average Daily Traffic Counts, City of Zion

Road Name	From	To	Avg. Daily Traffic Count
Green Bay Rd	9th St	Rosecrans Rd	12,100*
Kenosha Rd	Rosecrans Rd	21st St	5,050
Kenosha Rd	21st St	Green Bay Rd	5,100
Lewis Ave	Bethlehem Ave	21st St	11,000
Lewis Ave	21st St	29th St	16,400
Lewis Ave	29th St	33rd St	18,300
Rosecrans Rd	Green Bay Rd	Kenosha Rd	10,900*
Rosecrans Rd	Kenosha Rd	Lewis Ave	13,200*
Sheridan Rd	21st St	29th St	16,200*
Sheridan Rd	29th St	Wadsworth Rd	19,400*

*Source: : IDOT Transportation Data Management System 8/2014, * 2013 Data, all other data 2011*

Many retailers also look for locations on high volume arterial streets, which usually means more than 20,000 vehicles daily or very high pedestrian counts of 1,000 or more hourly. Sheridan Road throughout Zion has vehicular traffic counts that are just under 20,000 vehicles daily, and Route 173 (Rosecrans Road) has counts between 10,000 and 13,200 vehicles daily. (Table 1, Traffic Counts) Important crossroads with Rosecrans like Green Bay Road and Kenosha Road also have lower vehicular counts that in themselves are insufficient to support those retailers that depend upon the visibility of their signage on impulse buying. The conclusion is that Zion is unlikely to see a significant change in the demand for retail other than the replacement of retailers that are toward the end of their lifecycle.

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Business Development Opportunities

Business development opportunities are limited. Most of the opportunity lies in the continued expansion of businesses already present in Zion, particularly in healthcare fields, and in the continued expansion of the Cancer Treatment Centers of America. Zion also has a fully improved business park with an available speculative warehouse and vacant land for additional buildings.

The business sector that typically require office space represents only 5% of Zion's 4,927 workers. This small number means there is very little demand for office space. Moreover, manufacturing employment represents just 6% of the workers in Zion and like the office market, has relatively little impact on the local economy. In comparison, the healthcare field represents 47% of total employment with about 2,300 workers and dominates local employment.

Zion owns Trumpet Business Park, which the City intended to attract more industrial type businesses to the City. The park also has a speculative warehouse available for lease, but the only tenant so far in the park is FedEx. The State of Wisconsin provides subsidies and other benefits for businesses that Illinois does not offer, and as a result, this puts Zion at a competitive disadvantage and makes leasing the Trumpet Business Park challenging. However, FedEx built in Zion because its site requirements necessitated security fencing that the business parks nearby in Wisconsin would not permit. Targeting other industries that may have similar issues might provide a small niche market for Zion.

In the Zion community meetings and during the interviews process, several residents & businesses expressed the need for an urgent care facility in Zion. While not denying the need for such a facility, the metrics that many urgent care facilities look for in their site selection are a population over 25,000, a significant presence of manufacturing jobs, high-income households, and adjacency to shopping areas that have high traffic counts so potential customers regularly see their signage. Zion is close to meeting these minimums, which means that as this industry matures Zion should approach urgent care providers and identify potential locations to ensure sites are adequate to meet requirements and are located in areas that are accessible to most residents, particularly low income households.

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Key Economic Development Strategies

This Economic Development Plan element identifies strategies to satisfy the market demand for commercial and business development that would be both appropriate and financially feasible for Zion. These strategies recognize the role of economic development in improving residents' quality-of-life by offering local jobs and maximizing tax revenue to the City.

The following strategy recommendations for economic development reflect the City's desires for tax base expansion and job growth consistent with the following goals outlined in Policy Formation section (Chapter 2) as provided below:

- Build on Zion's history as a center for faith, healing and wellness as a long-range, transformative development strategy.
- Encourage growth of new businesses, improve existing businesses and increase employment opportunities.
- Expand and diversify the City's housing stock for all income levels.

The plan for economic development in the City of Zion is based on the following core strategic recommendations, each of which is discussed further below:

Key Economic Development Strategies		
Strategy 1	→	Pursue Eco-Tourism Development on Lakefront
Strategy 2	→	Participate in Great Lakes Circle Tour
Strategy 3	→	Promote CTCA Partnership in Downtown
Strategy 4	→	Revitalize Downtown
Strategy 5	→	Promote Development of the Route 173 Corridor

For each of primary economic strategies identified above, and the specific recommendations that follow, a specific action plan is provided in Chapter 10, Implementation Plan, providing the recommended timing of the proposed project, responsibilities and partnerships, and potential funding sources.

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Economic Development
Key Strategy 1

Pursue Eco-Tourism Development on Lakefront

Recommended Actions

Develop Illinois Beach State Park and parts of the ZNPP land into an international eco-tourist and wellness destination.

Eco-Tourism

The United Nations World Travel Organization in 2007 estimated that ecotourism captured 7% of the world tourism market.

- In order to become an international tourist destination, ISBP needs to both develop its infrastructure and create a marketing plan. Zion, along with the Illinois Department of Natural Resources, can lead this effort by developing public-private partnerships to help fund this effort. Some of the needed infrastructure includes creating a new entrance into the park that will reunite the north and south sections following the completion of demolition of the lakefront Edison facility. Developing Shiloh Boulevard, as the main entrance to the park, will help provide a more prominent park entrance and will help Zion's downtown by improving traffic volumes along Sheridan Road.

- The park also needs improved infrastructure, trail signage, guided tours, and an interpretive center to explain why this park is globally significant. An interpretive center, if located on Sheridan Road in downtown Zion, would also help provide support to nearby restaurants and other businesses. An interpretive center from 5,000 to 15,000 square feet would become a strong central focus at this new entry point (see Downtown Concept Plan). It would also provide visitors to the Cancer Treatment Centers of America an interesting place to visit during their stay in Zion.

- Illinois Beach State Park (IBSP) already draws over a million visitors to Zion. Most come to use its beach, but IBSP has much more to offer as a tourist destination. As noted in the Special Areas Plan Chapter 8, IBSP has international drawing power based on its unique biological and geological features of which few are aware. The rare species of plants and birds and the swell and swale topology create an ecosystem that if marketed correctly can become a significant ecologically oriented tourist destination and part of the Great Lakes Ecosystem.

- The appropriate areas of the ZNPP needs to be integrated into Illinois Beach State Park. The expanded park will need to develop support facilities such as providing lodging, food service, and other amenities to attract tourists. The park needs a large welcome/orientation/research center in order for the eco-tourist market to consider this a worthwhile destination.

- The Metra station in Zion needs to play an important role by providing easy transportation to the lakefront site making the park accessible for visitors coming from the direction of Chicago.

- As expressed in Lakefront and Metra Station Area Plan (See Specific Area Plans Chapter 8, page 132) the concept for the Lakefront is to restore the natural habitat and develop it in such a way that it provides the opportunity for a unique health, wellness and spiritual experience which provides visitors with respite and a regenerative experience. Zion's founding fathers recognized the importance of experiencing and connecting with nature as a key component to a healthy lifestyle.

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- In addition to developing the IBSP's facilities, the redevelopment of the ZNPP site requires an improvement and marketing plan, and a branding message that positions Zion as offering a unique experience to attract more visitors, and year-round programing to attract eco-tourists and others wellness seekers. The branding plan should consider changing the name of the Park to something broader than "Beach" to expand tourism. The City should encourage private-public partnerships, including outreach to CTCA, IDNR, Zion Park District and other institutions or businesses, to promote and develop this concept.

- As recommended in the Specific Areas Plan (Chapter 8), the IBSP needs to relocate the entry into the Park so that Downtown Zion benefits from those visiting the Park. The relocated entryway would also benefit the Metra station. By centralizing the entry in the middle of Zion, it will help all the commercial establishments along Sheridan Road. This will also help the private sector to develop the necessary amenity package for park visitors, and deliver an economic benefit to the community.

- The integration of the ZNPP and IBSP as a destination for eco-tourism is a long-term prospect. It requires joining the north and south sections of IBSP that Exelon and the City of Zion now control. Outside funding will be necessary to undertake the studies necessary for assessing these new lands, for developing an eco-tourism plan, and for implementation of infrastructure improvements to ZNPP and IBSP and the surrounding area. With the financial situation of Zion and the State of Illinois, governmental funding from these sources is not likely. Funds will likely come from the philanthropic community, regional agencies, private companies and from the Federal government. The ability to raise funds requires a coalition of non-profits and private companies interested in the environment, ecology and eco-tourism to support funding applications. Zion needs to take the initiative by generating interest and creating partnerships.

Economic Development
Key Strategy 2

Participate in Great Lakes Circle Tour

Recommended Actions

The Great Lakes Circle Tour offers Zion a more immediate opportunity to attract tourist, as the development of ZNPP and IBSP is a long-term plan.

- Zion is part of the Great Lakes Circle Tour that runs along Sheridan Road. Zion needs to have a stronger presence on this tour by being one of the tours stops, which it can easily do with advertising and business sponsorships on media that promote the tour.

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Economic Development
Key Strategy 3

Promote CTCA Partnership in Downtown

Recommended Actions

The Cancer Treatment Centers of America is the largest employer in Zion, and a significant generator of visitors and room nights for Zion's lodging industry.

- As economic conditions warrant, CTCA will need more lodging facilities, which should be on Sheridan Road near the hospital. The Hospital should have a stronger physical link that integrates CTCA with Sheridan Road. CTCA generates traffic for retailers and potential demand for food service. With the proximity of the Hospital in mind (it is a half block off Sheridan Road) it is important to create a pleasant, walkable environment between the Hospital and the Downtown stores along Sheridan Road.

- Explore partnerships with CTCA in Downtown developments. The expansion of the lodging facilities in Downtown will rely upon the continued growth of CTCA. In addition to the Hospital, improving the revenues to current Downtown merchants is critically important.

Economic Development
Key Strategy 4

Revitalize Downtown

Recommended Actions

Downtown Zion needs a stronger physical image and marketing strategy that would enhance its prominence as the civic and commercial center of the community.

- This requires both increasing the scale of the buildings along the core of Downtown Zion, and providing more outdoor activities that can be easily seen by people driving along Sheridan Road. Many communities are now allowing parking spaces, or 'park-lets' in front of their buildings. Food service tenants can use these spaces for outdoor seating or they can be used by non-food tenants for artwork, which creates visual interest. To compensate for the loss of parking, off-street will be required. (See Specific Areas Plan, Chapter 8, for an expanded description of the conceptual plan for Downtown).

- Increasing the building scale in Downtown along Sheridan Road will add residents and provide for a stronger architectural character that improves the image of Downtown area as a public place.

- In addition to the City's current TIF District, consideration should be given to initiating a development recruitment process to facilitate desired development.

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Economic Development
Key Strategy 5

Promote Development of the Route 173 Corridor

Recommended Actions

- The new Walmart Supercenter on Route 173 and Kenosha Road (210,000 square feet) is a destination that draws people from a 15-minute drive time area. Presently, little retail is adjacent to Walmart. Developing lands adjacent to the Walmart for complimentary commercial uses such as food service and financial services will provide economic benefits to Zion.

- The intersection at Green Bay Road and Route 173 is a major intersection west of Walmart. North of the intersection along Green Bay Road is Zion's Trumpet Business Park that now has a FedEx distribution facility and acres of land available for business and industrial development. To the northeast of the intersection is a ball field owned by the City of Zion. A new CVS drug store is at the northeast corner. This plan presents two options for redevelopment of this intersection. Developing and programing the ball field would help create a destination for this corner and might lead to more food service development. A second option, if the City or Park District no longer wishes to maintain this facility, is to redevelop the ball field site into high-density multifamily housing. Either a programed ball field or more high-density housing could generate more demand for commercial development. The demand for housing in this area may likely increase with all the large-scale development that is currently occurring in nearby Kenosha and employing thousands of new workers.

- The commercial development at these nodes will need to attract the interest of developers. The City of Zion needs to continue its practice of engaging the development community through financial incentives, and participating in organizations that bring developers and municipalities together, and by scheduling opportunities for personal contact with selected firms that have previously developed projects that would be responsive to the City's need for quality projects.

- The impediments to developing Trumpet Business Park lies primarily outside of Zion's control. Lower utility costs, and lower business and real estate taxes serve as incentives for business to locate adjacent to Wisconsin. However, one alternative is to seek tenants that do not wish to comply with some of the building and land use restrictions that apply in the Wisconsin business parks.

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CHAPTER 4

Community Facilities & Services

Community facilities and services often represent large investments and have long-term effects on a community's development. Therefore, Zion's comprehensive plan plays a vital role in community facility planning.

It guides long-range investment decisions by identifying the relationships between facility standards, land use and capital planning. It promotes coordination among the various departments and agencies of government and thereby helps to circumvent overlapping or conflicting programs. Plans to accommodate future use of land for residential, commercial or industrial uses must account for the support structures and services needed to ensure that new residents and businesses can operate in a safe, healthy and sustainable environment. The demand for and type of facilities and services required to serve any community are a function of its size and growth potential.

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Existing Conditions

As a 'built-out' community, with limited expansion potential, Zion has a well-established inventory of infrastructure and government facilities to serve its existing and future growth needs. The focus of much of Zion's future facility planning involves improving and expanding existing services, ensuring adequate infrastructure to new growth areas, and engaging with Exelon regarding the future of the ZNPP. This section presents a description of existing facilities and recommendations for service improvements to respond to existing and future land use and population needs, and the future of the ZNPP, to ensure a sustainable and economically competitive community.

Overall, no major expansion of community facilities is planned within Zion, and no land has been earmarked for new public facilities at this time. Due the age of many existing facilities, planning for the future will revolve more around funding improvements and modernizing existing buildings and equipment, while considering limited expansion of facilities on existing sites. Similar to facilities, existing community services adequately serve the City of Zion, with the need for limited expansion of utility infrastructure to serve new growth areas primarily in the northeast part of the City's planning area.

Community Facilities

Community facilities include municipal government facilities, parks, libraries, recreation centers, schools and other private institutions, such as Exelon's ZNPP, that have a local and regional impact of the future of Zion. Below is a summary of existing facility resources and conditions:

ZION CITY HALL

The Zion City Hall building, anchoring the southern end of the Downtown District, houses the City's administrative offices and meeting facilities, Zion Township Assessor's office and the Zion Chamber of Commerce. The building was constructed in 1929, with a major addition in 1979. The basement of the building is designed as a nuclear safe zone and is currently used as storage. The building currently lacks sufficient storage space and does not have room for any additional staff. A redesign of the lobby area to make it customer friendly and directional signage are improvements necessary to the existing building.

ZION-BENTON PUBLIC LIBRARY

The Zion-Benton Public Library serves the communities of Beach Park, Winthrop Harbor and Zion, a total population of around 42,000. The current 33,000 square foot library building is located adjacent to Shiloh Park and has no branch facilities. Its central location provides easy access to, and is frequented by residents from the surrounding neighborhoods. If needed, the Library has sufficient land to expand at its current location, but there are no plans to do so. In addition, the District operates a book-mobile which stops at various schools and neighborhoods throughout its service area.

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ZION TOWNSHIP

Zion Township's boundaries are co-terminus with the City of Zion. **Benton Township** covers all remaining lands not incorporated into the City of Zion. Both townships have similar core missions to provide social service and financial assistance to residents. Programs offered to Zion residents include general aid and crisis intervention, summer youth work programs, senior housing, meal and transportation assistance, and availability of a local food pantry.

ZION NUCLEAR POWER PLANT

A significant change that occurred since the last update to Zion's comprehensive plan is the decommissioning of the **Zion Nuclear Power Plant (ZNPP)**. The presence of the nuclear power plant presents unique issues in planning for Zion's lakefront. The ZNPP decommissioning effort has been underway since September 2010, and is headed by ZionSolutions L.L.C. Decommissioning will involve the disassembly of the facility's structures, the removal and disposal of radioactive components and materials, and the cleanup of any remaining contamination on the site. Decommissioning is expected to be complete by 2020, at which point ownership will revert back to Exelon. The impact of redevelopment of this site is one of the core strategies to revitalize the City and expand economic opportunities. Therefore, Zion must clearly define redevelopment options for the ZNPP site. These could potentially include eco-oriented residential, tourism, and research uses, habitat and open space protection, and recreational amenities. The anticipated end state for the ZNPP site is to restore the land to allow unrestricted commercial use except for the Dry Fuel Storage Facility, and the electric switching yard. There are two key brownfield reuse issues associated with the decommissioning and redevelopment of the ZNPP site. First, does the anticipated end state meet the needs of the community? Second, the City of Zion will need to understand as fully as possible the final site conditions once decommissioning is complete.

Community Services

Community services include the essential or basic services of police and fire protection, emergency services, sewer and water services, and street repair and maintenance. Although not a municipal function, telecommunications infrastructure and service levels are essential for resident access and economic development, particularly for medically related uses. Below is a summary of existing services and conditions:

POLICE DEPARTMENT

The Zion Police Department is staffed by full-time and part-time officers to provide 24/7 service to the community, all under the direction of the Police Chief. The Department itself is divided into two divisions – Operations and Administration. The Operations Division consists of Patrol, Investigations and Community Services units. In addition, the Department runs a community partnership program – Neighborhood Watch, to assist in crime prevention and related issues in each neighborhood. While the current facility is sufficient, the heating, cooling and air conditioning (HVAC) system in the building must be replaced.

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FIRE & RESCUE DEPARTMENT

The City's Fire and Rescue Department is located in two facilities: Station Number 1, built in 1968, serves the eastern portion of the City, and Station Number 2 built in 2005, serves the western portion. Station 2 is insufficient for the Department's requirements and needs to be expanded. In addition, there is need for a 3rd Station* in the Trumpet Park/Shepherds Point subdivision/Green Bay Rd vicinity to improve the response time in this area. There is potential to combine the police and fire station in a new building. The Department provides emergency services for fire suppression, emergency care and transport, specialized rescue, and the department participates with the Lake and McHenry County Specialized Response Team to provide specialized rescue. While the services provided are sufficient, 9 to 10 persons available for each shift would improve the Department's ISO** Rating from 4 to 3.

** Locations of Fire Stations is as noted during an interview with the Fire Chief in June 2016.*

*** ISO's Public Protection Classification (PPCTM) Service gauges the fire protection capability of the local fire department to respond to structure fires on a property. A Public Protection Classification is assigned to the community from 1 to 10. Class 1 represents the best public protection, and Class 10 indicates no recognized protection.*

PUBLIC WORKS DEPARTMENT

Located in City Hall, the Public Works Department is responsible for maintenance of the City's streets, water and sewer services. Current facilities and staff levels are adequate to serve the existing street and utility systems. However, new development and City expansion may require expansion of public works facilities.

Water Division. Zion purchases their water from the Lake County Public Water District. According to the City's 2013 Annual Water Quality Report, the City provides high quality potable water. While infrastructure is aging, the City has sufficient water storage with a design capacity of 10 million gallons. This capacity represents an excess capacity of 8 million gallons, which allows the City to easily serve additional residential, commercial and light industrial users in the planning area. However, infrastructure improvements are needed to increase the capacity of the water main distribution system. Hence, a capital improvement plan is needed to repair and replace aging water mains regularly. Funding of capital improvements may be possible through an increase in the City's water rate, which is below the regional average. Consideration should also be given to modifying the flat rate structure to promote conservation. Additional savings may occur if leakage and unaccounted usage is corrected. Zion's water loss is above IDNR's standards which may result in non-compliance with their Lake Michigan permit unless efforts to reduce water loss are implemented.

Sewer Division. The City maintains separate sanitary sewer and stormwater sewer systems. Wastewater is processed at the Waukegan sewer treatment plant where it receives primary, secondary, and tertiary treatment before it is pumped to the Gurnee treatment plant for release into the Des Plaines River. The Waukegan treatment plant has a design capacity of 17.3 million gallons/day, with a present load of 11 million gallons/day. As with water, the City enjoys excess sewer capacity sufficient to service new development as envisioned in this Plan. However, the sewer mains in the City are aging and should be replaced to prevent pipe breaks and infiltration. As for stormwater drainage, the surface water flows in an eastward direction from the drainage divide, which runs primarily north and south just east of Green Bay and Kenosha Roads. Stormwater is collected in storm sewers or transported by open culverts and diverted into the natural ravines and gullies which can have negative impacts on these unique ecosystems and lead to erosion. From these points, it flows east to Lake Michigan.

Solid Waste Collection. Until 1989, the City operated its own municipal landfill and solid waste collection. With the closing of the landfill, located on 17th Street between Horeb and Hermon Avenues (now Kedron Park), the City contracts for collection with Advanced Disposal Services, who also operates the area's active landfill at the northeast corner of Green Bay Road and 9th Street. Currently, Zion is one of 42 municipalities served by the Solid Waste Agency of Lake County (SWALCO) that collects the City's solid waste, including content to be recycled.

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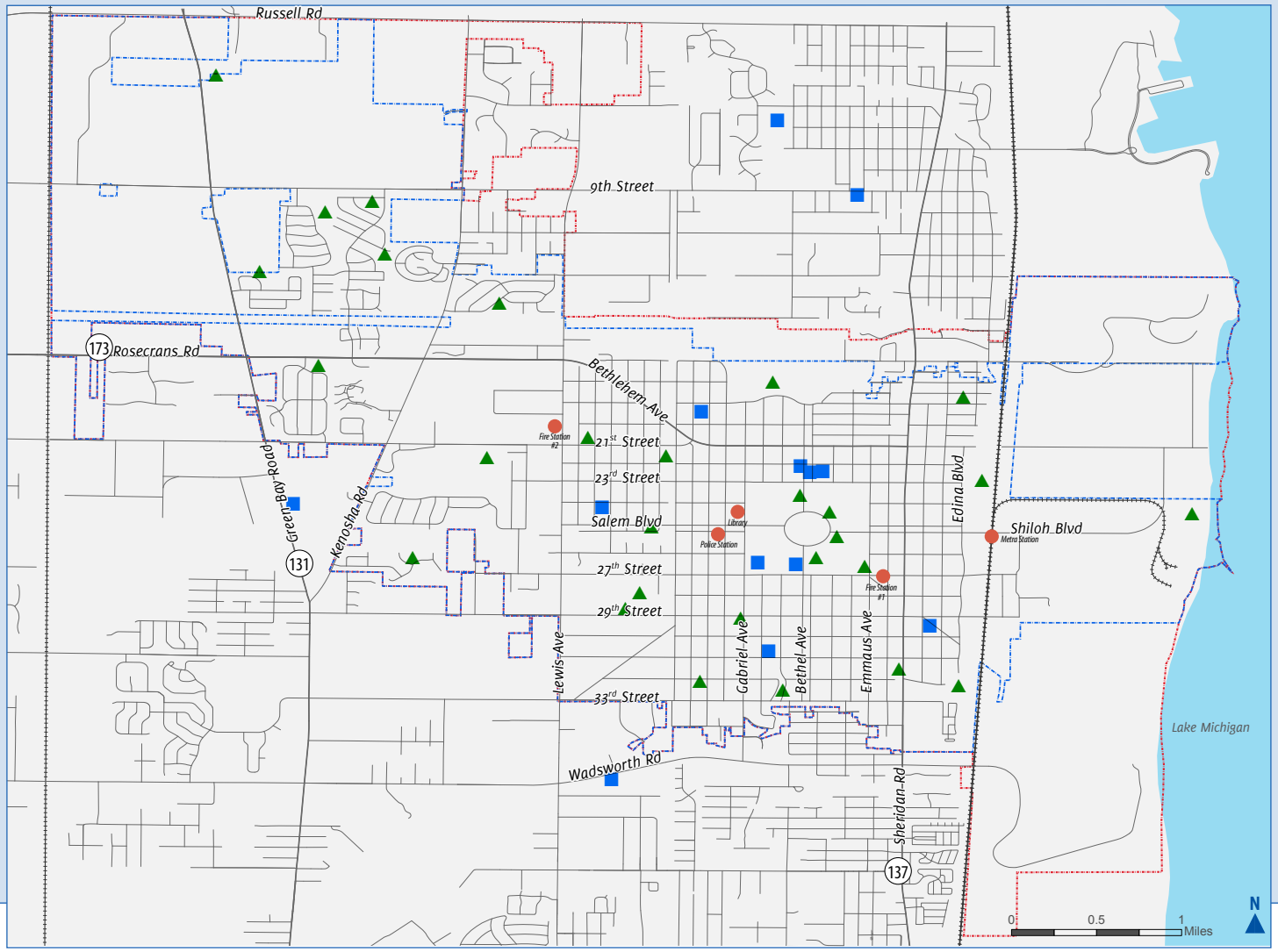

Figure 4.1 Community Facilities Map
Source: Lake County GIS database 2013

Telecommunications Infrastructure

Often called the 'other utility,' access to high-speed fiber optic cable is now required to remain competitive for many businesses and industries. Adding these services within existing right-of-ways or preserving future access is an essential element of economic growth, education and service delivery.

Access to high quality internet/broadband technology is important to Zion to ensure families, students, and business owners have access to web-based applications in their homes, at school, in their businesses, or on the road using mobile devices. High quality internet/broadband technology is also important to attract new businesses that may rely upon this connectivity to their customers, colleagues, and suppliers. Although, not controlled by the City, Zion should work with telecommunications providers to ensure the system is regularly updated and expanded with innovative technology and infrastructure. Particular focus should be the improvement of broadband service in the Downtown area along Sheridan road and around Shiloh Park. As illustrated on the map by Broadband Illinois in Figure 4.2, most of the City has high-speed internet infrastructure. The strongest broadband connectivity in Zion is in the Trumpet Industrial Park area.

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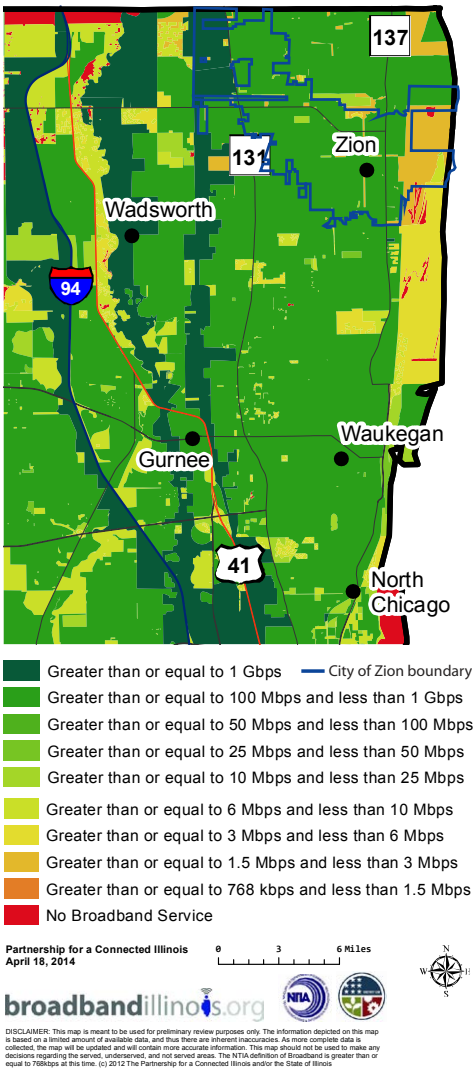

Figure 4.2 Broadband Access Map

Public Schools

Zion is served by two public elementary school districts and the Zion Benton Township High School. Winthrop Harbor School District 1 includes Zion, but there are no residential units in the area served by SD #1.

ELEMENTARY SCHOOLS

Zion Elementary School District #6 serves the majority of the City, while Beach Park Consolidated School District #3 serves the portions of the City west of Lewis Avenue. Most of the facilities in the Zion Elementary SD #6 are old and near capacity with buildings built in 1950-70 and some in the 1930s. Enrollment has been steady for the last 3 years, with no significant decline or increase. Currently, the area for sports/play fields is adequate. The District has had to increase the class size to cope with increasing expenses and declining revenues. Ninety percent (90%) of the students qualify for local, state and federal supported lunch programs, with 86% of the students from low income families, as compared to Winthrop Harbor SD #1 which has 30% low income students.

HIGH SCHOOLS

Zion High School District operates two campuses in the community. As a companion campus to the larger central campus at 21st Street and Kenosha Road, the original campus – New Tech High, currently provides advanced programs for students. Overall, enrollment has remained stable since 1999 with an average growth over the last 15 years of 1.9%. The HS District has seen a 31.2% growth in student population over the last 15 years, from 2,081 students in 1999 to 2,731 in 2014. In the near term, school district officials do not anticipate a significant change in these trends. The main campus operates at approximately 90-95% of its 2,300 capacity. Any significant increase in student population over the long term will likely require expansion of current facilities. School district officials indicate that any expansion will likely be handled at current facilities, with no long-term need for an additional school site.

(See the Zion Community Assessment Report – separate document, for the full description and analysis of existing conditions and background studies that provided guidance to the development of Plan recommendations contained herein.)

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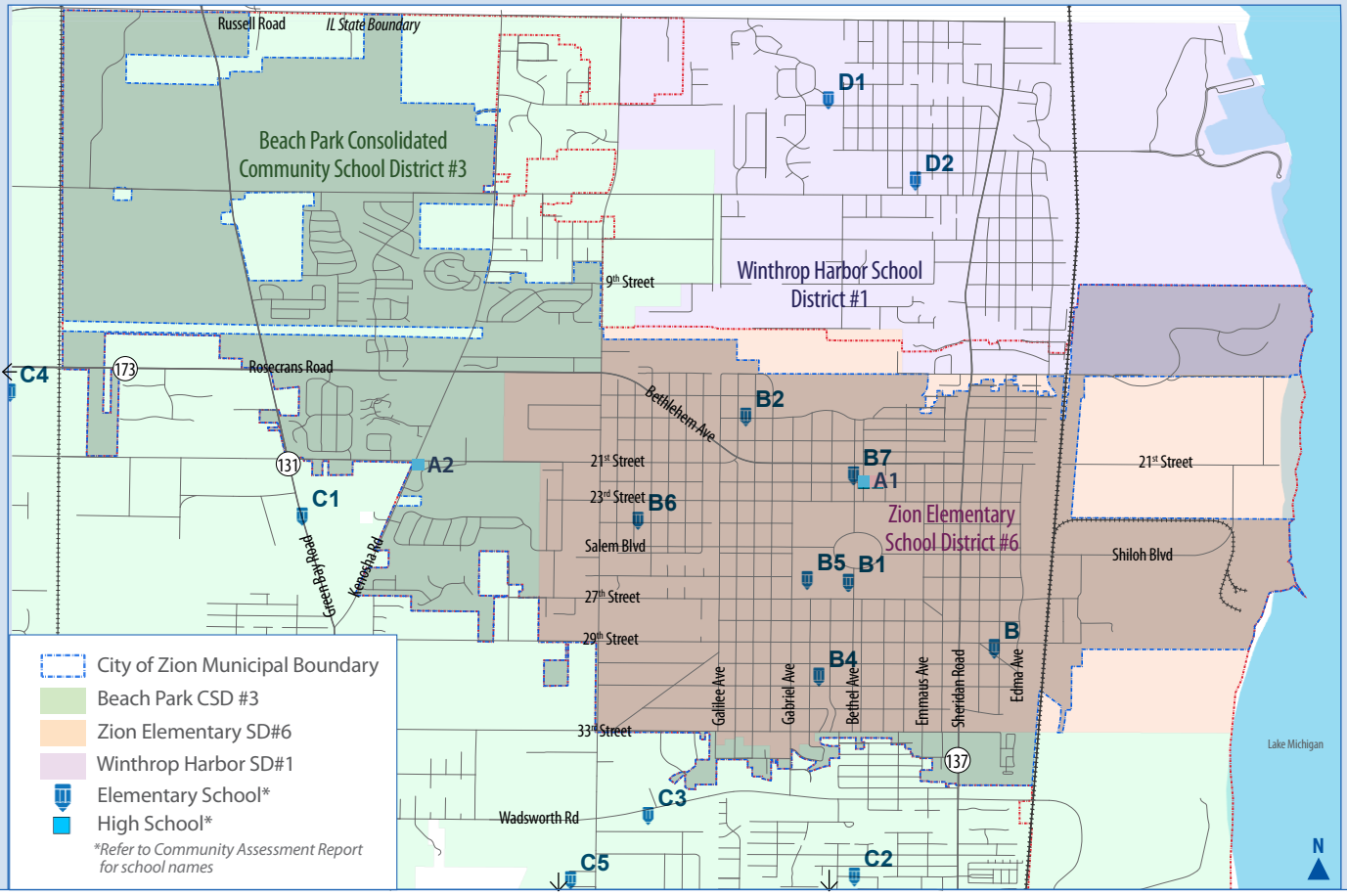

Figure 4.3 School District Map
Source: Lake County GIS database 2013

Prepared by Teska

Community Facilities & Services Element

The Community Facilities and Services Plan Element is a tool to guide the City and other governmental agencies and public institutions in planning to address existing and future needs to support current and future population and business growth. This section identifies issues to be addressed in the future, potential solutions, and action steps necessary to achieve the Plan's objectives. This element of the Comprehensive Plan should be viewed as the framework for establishing policies that should direct a comprehensive facilities and services master planning process for all government agencies.

Access to Community Services

When the town of Zion and Shiloh Park were developed in the early 20th century, it was for a unique religious community with a layout incorporating community buildings linked together around the park. Today many of the community uses still wrap the 132-acre park perimeter, but they are not optimally connected for ease of accessibility given the scale of the park and the distances between uses. The south and west perimeters of the park are almost 1,000 yards from the north and east perimeters. As an example, the library remains on the west end, far from typical traffic flow, lacking broader visibility and access. The park tends to create atypical distances between neighborhoods in an otherwise cohesive community.

In the future, as plans take shape for redevelopment of existing facilities, thought should be given to creating an institutional town center at the east end of the park, where uses such as health care, a community center, new housing and mixed use activities could be pulled into a more unified and centralized location, closer to Sheridan Road, public transportation and adjacent commercial development.

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Access to Public Institutions and Places

In addition to exploring plans for future consolidation of public facilities in a centralized location, the availability of adequate facilities and services to support Zion's residents and local business provides the foundation for sustaining long-term vitality and economic growth. Equally important is the relative accessibility of these facilities to residents, particularly for segments of Zion's population who do not have access to or choose not to use automobiles, and who lack access to public transit. The Public institutions and Places access study found in the Transportation Plan (Chapter 7), identifies areas in Zion which may benefit from additional pedestrian improvements.

Infrastructure and Energy Demand

With growth and redevelopment as envisioned in the Plan, further studies will need to be conducted to determine the capability of the sewer and water system to support new businesses and homes, including redevelopment of existing sites.

Estimated future energy demand was determined (see Figure 4.4) based on existing and proposed land uses. Energy consumption data is useful when establishing baseline metrics for city-wide sustainable planning to reduce energy consumption. This does not include energy demand for future commercial or industrial uses because requirements vary based on individual uses.

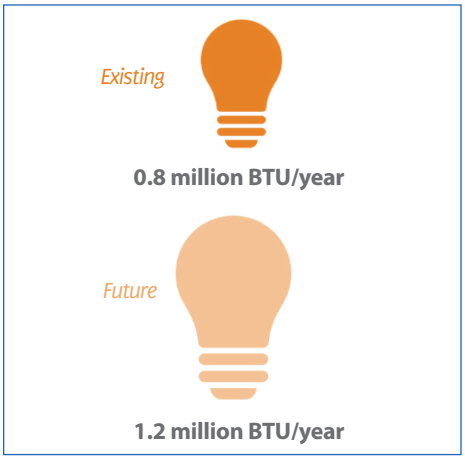

Figure 4.4 Residential Energy Use
** Assumes 95 million BTU/household/year for the existing and future population calculated in CommunityViz. This calculation is based on the default average annual energy used by each residential building for all applications excluding primary electricity and wood as per the "Residential Energy Consumption Survey (2005)", Energy Information Administration. This does not account for any reductions in usage due to efficiency methods.*

The provision of adequate public facilities and services should be programmed or constructed in advance of development pressures to ensure Zion is ready to capitalize on market opportunities. The purpose of this Plan is to link land use goals with capital improvement programs so that public facilities known to induce growth are available in those areas where the community chooses to channel growth. The following strategy recommendations for community facilities and services reflectthe City's desired level of service consistent with the Vision, Goals and Objectives outlined in Policy Formation section (Chapter 2).

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Key Community Facilities & Services Strategies

The City's overall vision statement found in Chapter 2 establishes the broad policies from which general goals and specific objectives are developed as the guiding principles for the future Community Facilities and Services to support the existing population and growth in Zion. This section builds on these guiding principles by providing strategic recommendations that are articulated in three of the City's goals related to facility and service improvements:

- Ensure access to quality services, including educational and recreational programs.
- Develop an interconnected system of civic, cultural, service, recreational and institutional uses.
- Develop technologically advanced community facilities, public services, and modern utility infrastructure to protect and improve property values and quality of life for Zion residents.
- The plan for community facilities and services in the City of Zion is based on the following core strategic recommendations, each of which is discussed further below:

Key Community Facilities & Services Strategies		
Strategy 1	→	Develop Quality, Responsive Public Services
Strategy 2	→	Develop a Long-Term Capital Improvement Plan
Strategy 3	→	ZNPP Reuse Plan

For each of the primary economic strategies identified above and the specific recommendations that follow, a specific action plan is provided in Chapter 10 (Implementation Plan) providing the recommended timing of the proposed project, responsibilities and partnerships, and potential funding sources.

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Community Facilities & Services
Key Strategy 1

Develop Quality, Responsive Public Services

Recommended Actions

COMMUNITY FACILITIES

Ensure that public community buildings are well maintained, provide modern equipment and technology access, and are adequate to support public programs and customer service needs in the most efficient and user-friendly way possible. Specific facility improvements include the following:

- Explore the expansion of community services including healthcare, education and recreation programs at the existing community center in the southwest section of the City.
- Undertake a space needs study to address facility deficiencies at the City Hall and the Police Department to support additional staff and storage requirements, to improve building operating systems, and enhance customer orientation and service.
- Expand on social and continuing educational services at the former Zion Benton High School campus.

PUBLIC SAFETY SERVICES

Improve public safety and emergency services to ensure facilities and staffing resources respond to community needs, and to provide enhanced customer service. Specific public service improvements include the following:

- Continue to expand the partnerships between the police department and community agencies aimed at creating positive options for at risk youth and low-income populations.
- Use Crime Prevention Through Environmental Design (CPTED) standards for to improve visibility, access and neighborhood safety.
- To improve fire department and emergency response time, study the feasibility of building a third fire station in the Trumpet Park/Shepherds Point subdivision/ Green Bay Road area. Consideration should also be given to combining police and fire serves at this facility.
- Consider programs and improvements to fire and emergency staffing levels to improve Zion's ISO rating from 4 to 3.

TECHNOLOGY

Encourage the development of telecommunications infrastructure, develop policies to regulate this infrastructure, encourage existing businesses to make use of this technology, and foster collaborative planning through public-private partnerships. Specific telecommunications improvements include the following:

- Improve telecommunication services in older sections of the City, particularly in the Downtown and Shiloh Park areas.
- Work with cable, internet and telecommunication providers to provide up-to-date technological infrastructure to all residents, public agencies and businesses in Zion.
- Consider partnering with a telecommunications provider to provide free wireless internet service to the Downtown and major community facilities.
- Prepare an inventory and conduct an assessment of all existing telecommunications infrastructure and future needs in the City.

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- Evaluate all local ordinances, regulations and permitting procedures that affect private telecommunications in the City, such as zoning (to ensure adequate sites for facilities), fees (for the use of public rights-of-way and public structures), design criteria (to maintain community character and public safety), and incentives (to encourage increased infrastructure investment).

Community Facilities & Services
Key Strategy 2

Develop a Long-Term Capital Improvement Plan

Recommended Actions

- Develop a 5-year capital improvement plan that incorporates sustainable design and equitable principles to maintain and upgrade the existing facilities to provide a safe and reliable infrastructure for residents and businesses.

WATER AND SEWER INFRASTRUCTURE

- Ensure that the capacity of water and sanitary sewer services meets the needs of current and future uses by developing a capital and funding plan to address needed system improvements, including water loss due to leakage and stormwater infiltration in the sewer system due to damaged and aged infrastructure.
- Evaluate and update, as necessary, sewer and water connection and user fees so that the costs of providing these services are covered.
- Integrate infiltration-based stormwater management and other sustainable, green best practices throughout the City to improve water quality and restore natural hydrology in support of the two watersheds that drain towards the lakefront natural areas.

STREETS

- Initiate a program to transform all alleys into "green" alleys. This initiative would use permeable paving to reduce stormwater runoff, proper grading and pitch to assist drainage, light fixtures that adhere to dark-sky principles, and naturalized detention areas to improve stormwater management.

PUBLIC BUILDINGS, FACILITIES & FLEET

- Utilize sustainable building design and construction, and energy conservation programs for public buildings and facilities, by implementing the following recommendations:
  - Utilize LEED (Leadership in Energy and Environmental Design) building standards for all new public buildings and facilities.
  - Retrofit existing public buildings and facilities according to LEED standards. Many buildings will continue to function well for years and even decades. Therefore, take the opportunity to reinvest in these structures by retrofitting them so as to limit their energy usage and to contribute to the City's overall level of sustainability.
  - Transition the City's vehicle fleet to a "green" fleet by acquiring hybrid vehicles as well as those that run on alternative fuels, such as biodiesel and E-85. In addition, limit idling of trucks.
- Develop a renewable energy plan, establish indicators, and set sustainability targets for the City.

CAPITAL IMPROVEMENT PROGRAM (CIP)

The **capital improvement program (CIP)** is a fiscal planning and budgeting tool that lists public facility and equipment requirements, places these requirements in order of priority, and schedules them for funding and implementation. It is a multi-year budgeting process to aid investment decision in capital facilities (buildings, roads, utilities) needed to serve the existing population (replacement) or future growth. The CIP forecasts capital investment 5 years in the future and distributes the costs among the years of the forecast period.

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Community Facilities & Services
Key Strategy 3

ZNPP Reuse Plan

Recommended Actions

The City of Zion has several opportunities within the NRC decommissioning process to engage with ZionSolutions L.L.C. and Exelon. By participating in the NRC decommissioning process, the City of Zion can help ensure that the ZNPP site meets the needs of the community as well as understand, as fully as possible, the final site conditions once decommissioning is complete. To optimize these opportunities, the City of Zion could implement the following elements.

Prior to ZionSolutions L.L.C. and Exelon Finalizing the License Termination Plan (LTP)
Work with ZionSolutions L.L.C., IDNR and Exelon during preparation of the LTP to develop an end state that meets the needs of the community by considering the following:

- Discuss the preferred redevelopment options as provided in the Special Areas Plan Chapter 8 with ZionSolutions L.L.C., IDNR and Exelon. Does the anticipated end state condition for the ZNPP land at the completion of decommissioning allow for the preferred redevelopment options?
- If the anticipated end state condition would not allow the land to be redeveloped in accordance with the preferred redevelopment options, discuss and understand whether additional cleanup, e.g., whether the removal of below grade structures or pipelines completely, would create a greater benefit to the community such as allowing implementation of the City of Zion's preferred redevelopment options?
- Attend public meetings and explain these preferences.

Work with ZionSolutions L.L.C., IDNR and Exelon during preparation of the LTP to determine if it is possible to reduce the amount of area, to the extent practicable, needed for the Dry Fuel Storage Facility while maintaining adequate security and protection to human health and the environment. Evaluate whether the following options are viable:

- Create screens or walls surrounding the Dry Fuel Storage Facility in a manner compatible with final redevelopment uses while maintaining adequate security and protection to human health and the environment.
- Develop surveillance options that are as unobtrusive as possible, while maintaining adequate safety and protection to human health and the environment.
- Develop adequate signs and warnings, if restrictions are needed, to protect human health that are compatible with final redevelopment uses while maintaining adequate security and protection to human health and the environment.

Work with ZionSolutions L.L.C., IDNR and Exelon during preparation of the LTP to identify appropriate grade and seeding to allow for the greatest habitat creation, open space use or redevelopment opportunities.

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During the LTP Public Comment Period
Participate in the LTP public process by reviewing the LTP when available for public comment; making comments, as necessary; and participating in the public meeting.

After Decommissioning is Complete but Before License Termination
Request an independent third party review of the Final Status Survey Plan and to review the Final Status Survey Results once active decommissioning is complete, but before the NRC terminates the license. The City of Zion should have an understanding of remaining radioactive or chemical contamination, and all land use restrictions, if any.

If land use restrictions are needed after decommissioning, work with Exelon to identify legally enforceable institutional controls as required in 10 Code of Federal Regulations 20.1403, criteria for license termination under restricted conditions. Maintain long-term understanding of site conditions. There should be a process that allows for modifications and record retention, as needed.

Request that Exelon provide survey drawings showing the Dry Fuel Storage Facility and remaining subsurface structures below 3 feet of grade, piping, areas backfilled with concrete or debris, fuel pad, switchyard, roads, rails and fences once the site is restored. This information may be needed if excavation is needed in the future and should be readily accessible

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CHAPTER 5

Housing & Community Development

The Housing and Community Development Services Element considers future and existing needs in order to strengthen, expand and improve Zion's housing stock and access to social support services.

The City of Zion recognizes that vibrant neighborhoods are essential to the overall health of the community. Zion's neighborhoods contain strong and diverse resources such as parks, schools, and churches that contribute to the unique character of the community. However, a diverse but aging housing stock, foreclosures, a large percentage of federally subsidized housing units in comparison to other Lake County municipalities, and a still-recovering residential market require a proactive plan. The City of Zion has seen significant changes in both its demographics and its built environment since the 1992 Comprehensive Plan. As the needs and issues of the community have also changed significantly, the City must find ways to best serve its residents and support community development that enhances the quality of life for both residents and the local workforce.

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Existing Conditions Summary

Housing

According to the 2010 Census, Zion is home to about 24,400 people and over 8,000 households. Zion has experienced marginal, but steady increases in population over the past several years, with this trend expected to continue over the coming years. Zion's proximity to Illinois Beach State Park makes it a prime location for future housing opportunities that would be supported by the overall projected growth in population. Zion is already experiencing shifts in a positive direction as the median home price today based on recent sales is approximately $70,000 compared to $56,000 three years ago. This shift is expected to continue which provides an optimal opportunity to plan for the future and gain a full understanding of future housing needs in the community.

The Zion community has 8,092 households and total of 9,062 housing units. The homeownership rate of 59.3% consists primarily of single-family homes; however, there is a small presence of other types of homeownership opportunities such as condominiums and townhomes. Median home values between 2008-2010 lagged behind that of other homes in Lake County, with values in Zion approximately $100,000 less than the County median values. This may be explained in part by the higher number of smaller lots and homes built for starter families in the community, and the impact of foreclosures. As all communities, at varying degrees, continue to feel the residual effect of the housing crisis experienced over the past several years, the current environment presents issues and opportunities. Market shifts in the community may or may not be a direct result of the housing crisis and affordable housing policies, therefore monitoring trends will be an important part of any future assessments or strategies created as part of the comprehensive planning process.

Table 2 Zion Community Profile

	Zion	Lake County
Households	8,092	241,712
Housing Units	9,062	260,300
Average Household Size	2.98	2.82
Vacancy Rate	11.3	7.1
Homeownership Rate	59.3	76.6
Median Home Value	157,500	267,700
Median Household Income	50,807	79,085
Housing Age	1973	1980

Source: CMAP and 2010 Census Data

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An analysis of community market and foreclosure data, demographics characteristics of homeowners and renters, and population and housing trends provides the following insights into Zion's housing needs:

- When assessing the owner and renter market based on current household income within the City of Zion, there is a significant difference between higher and lower income households. There appears to be a tenure split at the $50,000 income threshold between renters and owners, (see Figure 5.2 on the following page). This is not unlike other communities where a majority of households below that level are renters, while above that level people are far more likely to own.

- Many Zion households experience mortgage and rent burdens beyond the standard 30% of household income. In fact, almost 60% of renters in Zion spend more than 30% of their income on gross rent, a higher share than is found in the region. In addition, more than 30% of renters are experiencing severe rental expense burden with 50% or more of their income going towards rent. These data clearly show a need for more affordable housing opportunities.

- Overall housing needs in Zion by 2040 will include an increase in demand for all housing types, with the greatest demand for more multi-family housing options (perhaps rental and condos) and small-lot single-family homes. The small-lot single-family homes are in direct response to the aging population and the need for more manageable, smaller space for seniors (Figure 5.1: Current vs. Future Housing Mix in Zion)

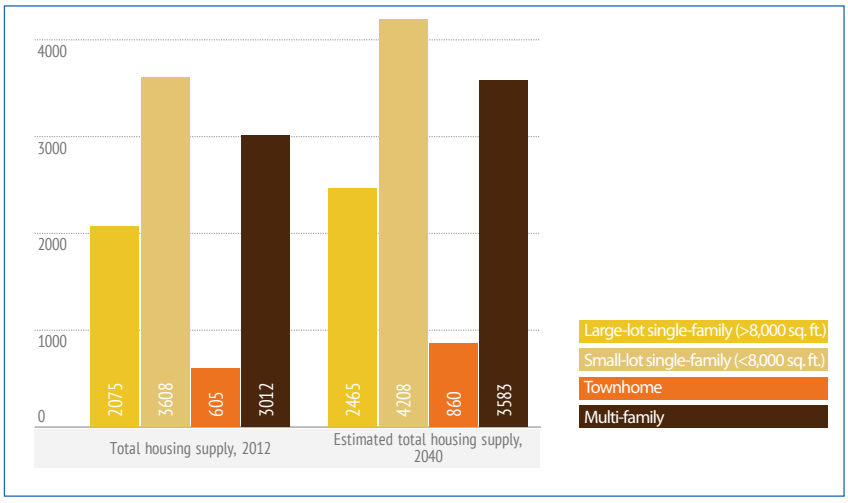

Figure 5.1 Current vs. Future Housing Mix in Zion *Source: CMAP analysis of Fregonese Envision Tomorrow Balanced Housing Model using American Community Survey 2008-12 and CMAP GO TO 2040 household forecast inputs.*

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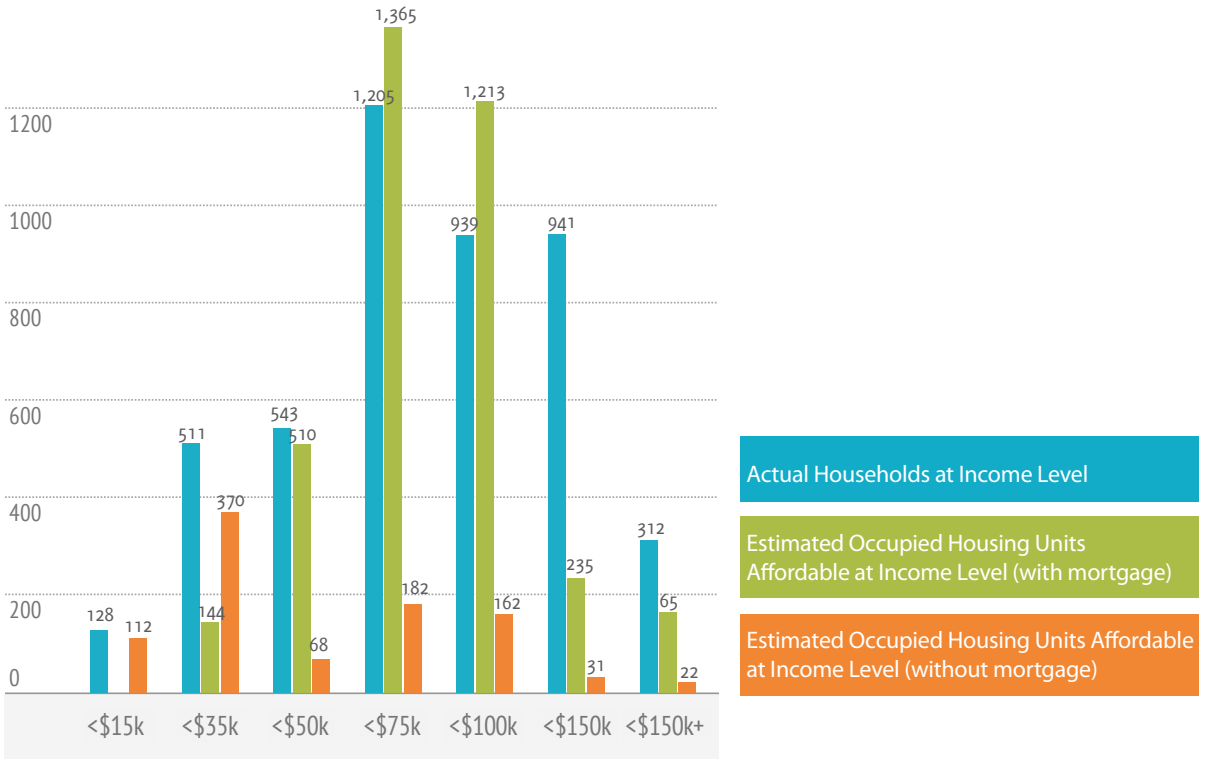

Figure 5.2 Zion comparison of owner household incomes with occupied units affordable at each income level
Source: CMAP analysis of Fregonese Envision Tomorrow Balanced Housing Model using American Community Survey 2008-12.

- CMAP's housing and population projections, based on Zion's current demographics and future national trends, reveals that there is a need for more affordable housing, and anticipates an increase in the number of seniors looking for affordable options. Currently, however, there is a mismatch between supply and demand which according to CMAP, could become even larger by 2040.

- Currently there is a shortage of rental opportunities for lower-income individuals. Similarly, in the homeownership market, those households at or below $35,000 will be challenged to find affordable housing options. There is a significant gap between the demand for housing that is affordable at 30% of income and units that are actually available. In contrast, for those households at $100,000, there is currently a sufficient supply of homeownership opportunities.

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Community Development Services

Since the 1992 Plan, the needs and issues of the community have changed significantly, requiring that the City find ways to best serve its residents and support community development that enhances the quality of life for both residents and the local workforce. Local issues driving the need for expanded services include:

- Based on local Census data Zion has become an increasing diverse community, which is a trend being experienced by many communities regionally. As of 2010, the majority (58%) of the City's population is predominantly Latino and African-American.

- Since 1990, Lake County has experienced a steady increase in the number of persons living in poverty as reflected in the 2012 "Poverty in Lake County" report prepared for the Lake County Leadership Task Force. With regard to Zion, the report reveals that 15.7% of Zion's population was living below the federal poverty level, similar to the trends in some of the adjacent communities, but higher than that of Lake County at 6.7%. Additionally, for this same period, Zion Township had the greatest percentage (25%) of its young persons (15 years old or younger) living below the poverty level within Lake County.

Access to Quality Health Care

Access to quality health care is a significant issue of concern in northern Lake County. According to a 2012 report produced for the Healthcare Foundation of Northern Lake County entitled "Assessing Barriers to Healthcare Access in Northern Lake County," approximately 14.9% of northern Lake County residents lacked health insurance at the time of the study, with the Latino and African-American population disproportionately impacted.

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Housing & Community Development Services Element

Reflective of the County trends, Zion has a number of challenges with many in the community needing to rely on limited options for both preventative and treatable health care needs. Lake County's Northeast Satellite Health Center, located just south of Shiloh Park is in need of expansion and upgrades. At the present time, only non-urgent medical care is provided at this location – dental and mental health services are not available.

Although CTCA has a large presence in the City, they provide only the lowest level of mandated emergency care due to its primary focus on oncology. As such, many residents need to seek urgent and comprehensive care either in Kenosha, Wisconsin or at Waukegan's Vista Health Center, over five miles from Shiloh Park. Some residents are being served in limited ways through clinics run by Walmart, CVS, and Walgreens.

Access to Healthy Foods

Although Zion is home to four national grocery store chains within its City limits, there are parts of the community that have less easy access to healthy food options. The central area of Zion, particularly west of Shiloh Park qualifies as being over a mile from any store. While risks of store closings are always a possibility, with the right strategies, new operators with fresh food strategies may take their place. A potential available site north of 21st Street near Lewis Avenue is located in the area designated by the U.S.D.A. as a food desert and could serve the needs of the residents. It should be explored further for food store opportunities.

Improving access to healthy foods also involves having locally sourced products available at low cost and from local farms. The Land Use Element (page 91 of this Chapter) introduces a new land use classification and identifies two locations within the City that could provide for locally grown community agriculture on a larger scale. This recommendation encourages local farming operations to create fresh food options to support Zion's healthy living goal through farm-to-table, and community-co-operative farming programs.

(See the Zion Community Assessment Report – a separate document – for the full description and analysis of existing conditions and background studies that provided guidance to the development of Plan recommendations contained herein.)

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Key Housing & Community Services Development Strategies

The City's residential neighborhoods provide shelter, security, comfort and enjoyment, and are financially important to the community. Currently, the City is facing several challenges including declined housing values, increased foreclosure rates, aging homes, and a growing senior population wishing to 'age in place.' The housing market influences much of these challenges, and the resultant quality, condition, and relative affordability of homes in Zion. Economic conditions and land availability since the early 1990s, when the City's last Comprehensive Plan was adopted, resulted in a focus to increase the number of new residential homes, primarily west of Lewis Avenue. Part of the new post "Great Recession" reality is that much of Zion's housing growth will occur through the restoration or redevelopment of existing neighborhoods rather than 'greenfield subdivisions.' The strategies and recommendations discussed below aim to address many of these issues.

The underlying premise of the housing recommendations is to ensure that Zion maintains and improves its housing stock, while providing a wide range of housing options to accommodate persons desiring to relocate within or to the community. Housing and neighborhood integrity are core issues in Zion given the age of the City's housing stock and high vacancy rates. Therefore, this section emphasizes policies and initiatives for sustaining Zion's value as an attractive place to live through homeownership programs, housing improvements, rental programs, code enforcement measures, and other neighborhood improvement strategies

Zion is a diverse community across age, income, and family size. As such, the needs of residents vary. Housing options should not be limited to large building complexes, but a mix of housing types should be considered including townhomes, single-family, and small multi-family buildings. New development should easily be woven into the current fabric of the community and such design principles could lead to stronger community acceptance of affordable housing. In addition, multi-family housing should be developed in parts of the community where it makes sense, taking both scale and density into consideration, and access to goods, services, transit and parks. For greater economies of scale, the City should encourage mixed-use development that includes a variety of housing types as part of one development project. For example, a midrise multi-family project for seniors could be developed adjacent to townhome rental units for families. This housing model promotes a diverse community of residents and housing types while fostering natural synergies between seniors and children.

Responding to housing issues alone would not address the full range of issues that influence and contribute to community health and prosperity. Since the City's 1992 Plan, the needs and issues of the community have changed significantly, requiring that the City find ways to best serve its residents by supporting community development activities that enhance the quality of life for both residents and the local workforce.

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It is clear no single solution will solve Zion's housing and community development issues. Instead, renewal typically occurs in long-term incremental steps. The success of a comprehensive housing and community development services strategy involves a combination of public-private partnerships, strategic investments, and creative programs supported by local and regional partners.

The City's overall vision statement found in Chapter 2 establishes the broad policies from which general goals and specific objectives are developed as the guiding principles for the improvement and expansion of Housing and Community Development Services in Zion. This section builds on these guiding principles by providing strategic recommendations that are articulated in five of the City's goals related to long-term housing and community health and social service improvements:

- Build on Zion's history as a center for healing and wellness to promote healthy living and quality-of-life as a transformative, long-range development strategy.
- Develop a well maintained, viable housing stock that contributes to the City's economic base, and that provides attainable housing options for all Zion residents.
- Ensure all residents have access to quality social and health services, work programs, health food choices, educational and recreational programs.
- Develop an interconnected system of civic, cultural, service, recreational and institutional uses.
- Expand opportunities for and ease of access to public transit and other non-vehicular multi-modal transportation.

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Housing Strategies and Recommended Actions

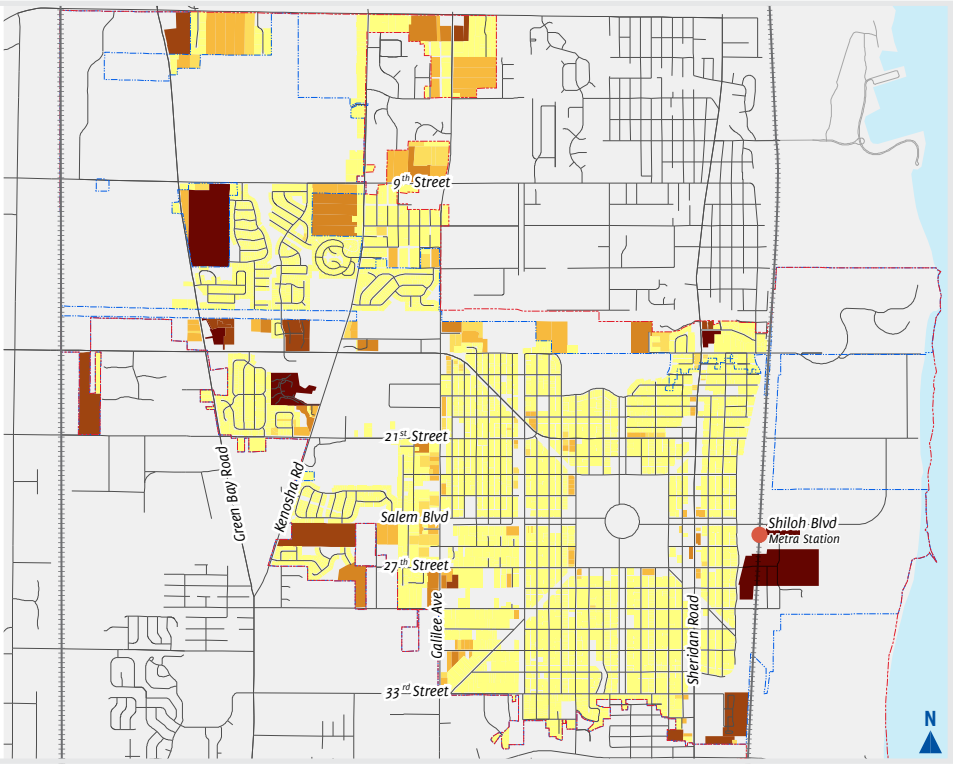
The plan for housing development in the City of Zion is based on the following core strategic recommendations, each of which is further discussed on the following pages:

Key Housing Strategies		
Strategy 1	→	Develop Affordable Senior Housing
Strategy 2	→	Implement a Housing Marketing Campaign
Strategy 3	→	Encourage Homeownership
Strategy 4	→	Facilitate Training on Housing Options for Special Needs Populations
Strategy 5	→	Implement Rental Inspection and Analysis of Impediments

For each of the primary economic strategies identified above, and the specific recommendations that follow, a specific action plan is provided in Chapter 10 (Implementation Plan) providing the recommended timing of the proposed project, responsibilities and partnerships, and potential funding sources.

Residential land use potential
Using CommunityViz, the number of dwelling units based on proposed land use densities in Zion was mapped to understand the distribution of existing and future residential uses, in order to inform future implications on services to these areas. This map shows the number of existing and future dwelling units per parcel in Zion.
**Note that the area around the Metra Station that is shown to have 150 to 300 DUs are anticipated to be higher (around 1,500 DUs) depending on the development outcome.*

Dwelling unit per parcel:
- 1 to 5 DUs
- 5 to 10 DUs
- 10 to 30 DUs
- 30 to 50 DUs
- 50 to 150 DUs
- 150 to 300 DUs



Prepared by Teska

Figure 5.3: Residential Land Use Density

(Note- As this map is a graphic representation of an analysis produced by the Community Viz software, it is not at the same projection as other maps in the document.)

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Housing Development
Key Strategy 1

Develop Affordable Senior Housing

Recommended Actions

The population of seniors is expected to increase significantly over the coming years which will warrant more affordable housing options. A variety of housing options should be available that will allow for seniors to get support and have access to resources as is typically found in large-scale senior buildings.

- Diversity of housing types including multi-family (both large building complexes and townhomes) and single-family is critical for this population. A thoughtful project that values the needs of seniors, including housing preferences, should be considered to address the growing housing needs. Projects considered should allow for seniors to age in place if so desired and therefore an initiative that supports home modifications would be optimal.
- Create a realistic development plan based on units and available capital resources. Financial modeling will be needed to project the number of senior housing needed over a specific period of time. The modeling should also consider the capital financing needed to support the development and the source of those funds.
- Target capital resources (both County and City) such as HOME Funds, CDBG, or potential TIF revenue to support affordable senior projects. In order to successfully implement a development plan, capital support will be needed from both the County and the City. The financial modeling exercise will provide real dollars to development scenarios which can be used to inform potential financial commitments from the County and City.

Housing Development
Key Strategy 2

Implement a Housing Marketing Campaign

Recommended Actions

The strength and the positive impact that diversity can bring to a neighborhood should be the focus of a local marketing campaign. Diversity, not solely based on race, but inclusive of age, family size, and housing types should all be carefully used in a campaign to educate the community at-large on what makes a strong community. The campaign should stay clear of using terms that have negative connotations such as “low-income, affordable housing, area median income, or subsidized housing”. The campaign should also use terms that are familiar and provide visual images of a range of people and professions who live or could live in Zion. The goal is to change the discourse and view diversity as a community asset.

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Housing Development
Key Strategy 3

Encourage Homeownership

Recommended Actions

SINGLE-FAMILY REHABILITATION

Stock should be taken of existing vacant and foreclosed properties to assess the potential for acquisition and rehabilitation. IFF has created and implemented several successful acquisition/rehab strategies while capitalizing on state and federal resources to foster affordable homeownership. These strategies have included the creation of both a revolving loan pool that was initially funded through resources from the Illinois Department of Commerce and Economic Opportunity. In addition, a loan fund was also created from funds received from a federal resource – U.S. Housing and Urban Development department. Funds can be used for both acquisition and rehabilitation. Lessons learned could easily be shared and discussions of potential models relevant to Zion could be explored with assistance from IFF.

EMPLOYER ASSISTED HOUSING

Housing affordability is an issue for many current residents in Zion, both renters and homeowners. Employer-assisted housing EAH benefits would be great way to help promote renters to homeowners and attract new residents into the area. The City could partner with Metropolitan Planning Council as well as brokers and home buying counselors to conduct a breakfast/lunch event to area businesses to learn more about employer-assisted housing. This event would be organized by municipal staff. The Metropolitan Planning Council would come to present on the benefits and mechanics of EAH, but would not play a role in the following up with interested employers. Before the event, the City would need to identify a HUD-certified housing counselor, which MPC could train. Housing Counselors play an important role in EAH benefits because they handle all administration as well as every interaction with employee homebuyers. Housing Counseling agencies also tend to be aware of and have access to additional housing funding that EAH beneficiaries can layer with their employer-funded benefits. For more information on Employer-Assisted Housing, visit the Metropolitan Planning Council's EAH Guidebook.

EAH benefits could be strengthened if there was an intermediary working to rehabilitate and sell property in the area. Although counselors cannot promote a specific development, it would provide more options for homebuyers as updated homes are often more attractive and can be a major selling advantage.

CAPITAL RESOURCES

The need for public resources is paramount for short-term and long-term success of an initiative that supports an acquisition/rehab strategy. Capital will be needed for acquisition and construction as well as to help in purchasing an affordable home for low-income buyers. Funds from local and federal government agencies should be sought after pending an assessment of current properties and the assessment of city's capacity to manage such an initiative. Funds to consider include the typical "go to" sources for capital such as HOME, and CDBG from the county, and any available TIF funds from the City. The state should also be considered as a resource as funds from both the HOME and Trust Fund program from the Illinois Housing Development Authority (IHDA) are used to support housing activities. In addition, there are often special initiatives sponsored by the Department of Commerce and Economic Oppor-

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tunity (DCEO) that may support a broader housing development strategy as well as funds from the Federal Home Bank.

Community Development Financial Intermediaries (CDFI) are also a good source for capital resources. CDFI's offer a range of financing tools that support acquisition, construction, and permanent debt. CDFI's can also provide technical assistance on projects or initiatives from conception to implementation and their expertise is with working with nonprofits along with city and state governments. CDFI's work as intermediaries and can provide financial resources or help navigate the development process. A CDFI could be instrumental in an acquisition/rehab strategy.

The City has experienced success capturing State resources, such as funds from the Illinois Housing Development Authority's Abandoned Property Program as have local nonprofits such as Lake County Residential Corporation. The City will need to continue to actively seek out additional funds and use these dollars to leverage additional funding from private sources as much as possible.

Housing Development
Key Strategy 4

Facilitate Training on Housing Options for Special Needs Populations

Recommended Actions

- There is a consensus that more supportive housing or housing for special needs populations is needed in the area. Supportive housing projects are challenging to develop in communities that have not yet been educated on the populations these types of projects serve. It is recommended that Zion works with the Corporation for Supportive Housing to provide training to the community, municipal staff, and interested developers on supportive housing issues. The training should include populations served, supportive services provided, and appropriate housing types. Supportive housing is not prescriptive and therefore can be developed to meet very specific needs of the community, but also blend seamlessly into the community.
- Training should also include field trips for municipal staff to visit successful projects in Chicago or other surrounding cities and engage in a peer-to-peer exchange with other municipal staff and developers.
- To ensure success, the City could consider taking the lead on developing a supportive housing project and set the parameters that will make it successful for Zion as well as the people the project will serve.

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Housing Development
Key Strategy 5

Implement Rental Inspection and Analysis of Impediments

Recommended Actions

RENTAL INSPECTION AND REGISTRY PROGRAMS

- A rental housing inspection program is one tool municipalities use to hold property owners accountable to specific maintenance standards in the local building code. A fee may be charged to cover the municipality's expense of administering the program. Both the inspections and fee must be reasonable and rationally-based on a legitimate government interest (i.e. public health and safety). To protect tenant rights, the inspection schedule must be constrained by neutral, reasonable legislative and administrative standards (i.e. passage of time, nature of the building, etc.). These programs ensure that landlords remain in compliance with the municipal code, protecting tenants and surrounding communities from the harm associated with neglect and disinvestment.

- Inspection programs can be designed in myriad ways, depending on factors such as staff capacity, the number of rental properties, and the age and condition of a municipality's housing stock. Municipalities can also choose to focus the scope of their inspection programs on particular building types. Zion can look to other non-home rule municipalities' rental inspection programs as examples when considering whether to institute its own program. For example, the municipality of Crest Hill created an inspection program in 2002 that encompasses all residential and commercial rental units in the community. Zion should also consider rental registration. Registration is often used as a tool to gather information from property owners, including the name, address, and telephone number of the owner, operator, and property manager. This can benefit municipalities that want to keep an up-to-date database of rental properties to improve relations with property owners and track landlord behavior.

Registration programs are commonly run in tandem with rental inspection programs; however a rental registration can stand alone. Since both programs operate on a continuous basis, staff time and other municipal resources are steadily needed to adequately support these programs. Seek assistance from the Metropolitan Mayors' Caucus as a resource to establish an inspection program.

TAKE ADVANTAGE OF OPPORTUNITY CREATED BY THE ADOPTION OF THE LAKE COUNTY ANALYSIS OF IMPEDIMENTS (AI) TO ADDRESS ISSUES OF IMPORTANCE

- The City should advocate for tangible implementation of the AI. Advocacy activities could include working closely with the City's county board representative to monitor how the plan is implemented, participating in fair housing discussions in Lake County and the region, and building a collation of support for implementation of the AI with other municipalities and non-profits.

- Landlord and tenant education programs are an important part of addressing fair housing issues, educating landlords about best practices, and helping tenants understand when a landlord is not meeting local, state, or federal requirements. Developing tenant and landlord education programs in Zion that are open to all parties (i.e. not just Housing Choice Voucher participants) would help spread these

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benefits. Zion should explore creating such an optional program in coordination with other municipalities and organizations in Lake County. For example, LCHA and Prairie State Legal Services currently operate these types of programs. Funding should be sought from Lake County with the intent that the programs would help implement the AI. Zion should also review the design and scope of the program with its municipal attorney to understand if it can be integrated into other rental monitoring efforts.

Community Development Strategies

The plan for community development services in the City of Zion is based on the following core strategic recommendations, each of which is further discussed below:

Key Community Development Strategies		
Strategy 1	→	Linking of Health Care Resources
Strategy 2	→	Shiloh Park Area Plan
Strategy 3	→	Lewis Avenue Grocery Store
Strategy 4	→	Address CTCA employee needs

For each of primary economic strategies identified above, and the specific recommendations that follow, a specific action plan is provided in Chapter 9 (Implementation Plan) providing the recommended timing of the proposed project, responsibilities and partnerships, and potential funding sources.

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Community Development
Key Strategy 1

Linking of Health Care Resources

Recommended Actions

Increasing access to quality, affordable health care for all in the community requires both brick and mortar expansion of services as well as an increased level of coordination and collaboration between hospitals, community health centers, medical offices, and immediate/urgent care centers. This collaboration would most efficiently allocate resources where needed, including the triaging of critical care as well as preventative, dental and mental health care. Strategies to achieve these objectives include:

SUPPORT LAKE COUNTY'S EFFORTS TO CONTINUE TO SEEK FUNDING FOR EITHER EXPANDING THE EXISTING HEALTH CENTER OR RELOCATING IT TO A LARGER FACILITY

The Lake County Health Department has submitted an application to Health Resources and Services Administration (HRSA) for federal capital dollars to expand, but is not guaranteed approval. Beyond HRSA funding, there are other models such as New Markets Tax Credits, especially if it is a major expansion. This model can provide funding up to 20% of the cost and provide low interest financing for the balance during the first seven years. Erie Family Health Center is opening its Community Health Center in Waukegan, utilizing New Markets and could be approached for an additional satellite facility in Zion as it is seven miles away from the Waukegan location.

Also, the advent of retail-based urgent care centers may be a market-driven opportunity in the community providing many functions historically supported by emergency rooms at a much higher cost and with significant triage concerns. Today there are no urgent care centers between Pleasant Prairie and west Gurnee with nothing east of I-94 in all of Lake County north of Lake Cook Road. Urgent and Immediate care centers can either be privately operated or satellite facilities of nearby hospitals. This could include Vista Health which should be approached, especially if a storefront or other facility could be made available to them at an affordable cost.

ESTABLISH A NORTHEAST LAKE COUNTY REGIONAL HEALTH NETWORK

Regional health care providers may benefit from formally scheduling roundtable conversations to discuss the goal of collaboration as their premise. CTCA has offered assistance and possibly a location for such meetings to take place. Though CTCA is not prepared to offer a high level of emergency care within the hospital setting due to its primary focus on oncology, through careful planning and collaboration, it may be willing to offer services outside the hospital setting. Initial steps should include the County convening the roundtable and being open to feedback on how these services can best be met.

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Community Development
Key Strategy 2

Shiloh Park Area Plan

Recommended Actions

One of the goals of the plan is to re-establish Shiloh Park as not only the recreational centerpiece of Zion but also as the true community center with carefully planned nodes of activity instead of the diverse nature of the Park facilities as it is today. Extensive discussion of the Park's existing assets is covered in the Parks and Recreation section of the plan. The recommendations below focus on enhancing community and effectively promoting community services accessible to all. This will be achieved by implementing the following initiatives.

EXPANSION OF SERVICES AT THE FORMER ZION BENTON HIGH SCHOOL

The former Zion Benton High School campus currently in the portion of the former high school that does not house New Tech High is mostly underutilized space with a variety of activities occurring from time to time. The building has the potential to be brought back to life with proper management and scheduling.

- Engage with the Coalition for Healthy Communities which is housed in the building to explore options.
- Investigate what capital improvements may be initiated without significant cost that will open the building up to the community for after-school and evening activities as well as senior and early childhood services.
- Consider reopening the theater space as a performing arts space.
- Engage the community in possibly providing sweat equity during a summer weekend for cleaning, painting or other low-skilled activities that may promote community pride and further engagement in the facility.

ESTABLISHMENT OF A MASTER PLAN FOR SHILOH PARK

The land directly east of the park is an excellent place to consider for consolidation of public services given its walkable distance to Downtown. Provide flexible zoning options so the area can organically develop with a mix of uses that engage the retail, institutional and residential components of the area.

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Community Development
Key Strategy 3

Lewis Avenue Grocery Store

Recommended Actions

Central Zion, and in particular the Lewis Avenue corridor, has been designated a food desert and is sorely in need of an established grocer as most of the grocery stores are clustered off Sheridan Road or at Wal Mart along Route 173. A neighborhood store servicing both the immediate neighborhood as well as north-south traffic along Lewis could be a catalyst to both promote healthy eating and generate additional commercial business for the corridor.

- North of 21st Street on the east side of Lewis is an available site that could be secured and then marketed by the City to potential grocers. Low interest financing may still be available though IFF and other lenders under the Healthy Food Financing Initiative and could be leveraged with additional public funds to attract regional chains such as Save a Lot and others.

Community Development
Key Strategy 4

Address CTCA Employee Needs

Recommended Actions

Work with The Cancer Treatment Centers of America and other employers on finding ways to better incorporate the workforce into the community. This could be done by addressing employee needs through the following strategies as well as others:

- Work with either existing or new day care providers to establish off site but nearby a child care facility in the downtown area. Consider operating on a 24/7 schedule to service hospital staff schedules.
- Work with the Chamber of Commerce to encourage and enhance off-site dining options for employees.
- Create a type of "Welcome Wagon" package for employees, including coupons/discounts at local businesses.
- Develop an Employer-Assisted Housing (EAH) model, which CTCA was open to discussing, to encourage home purchasers as well as renters to reside locally. Consider the City offering a matching program.

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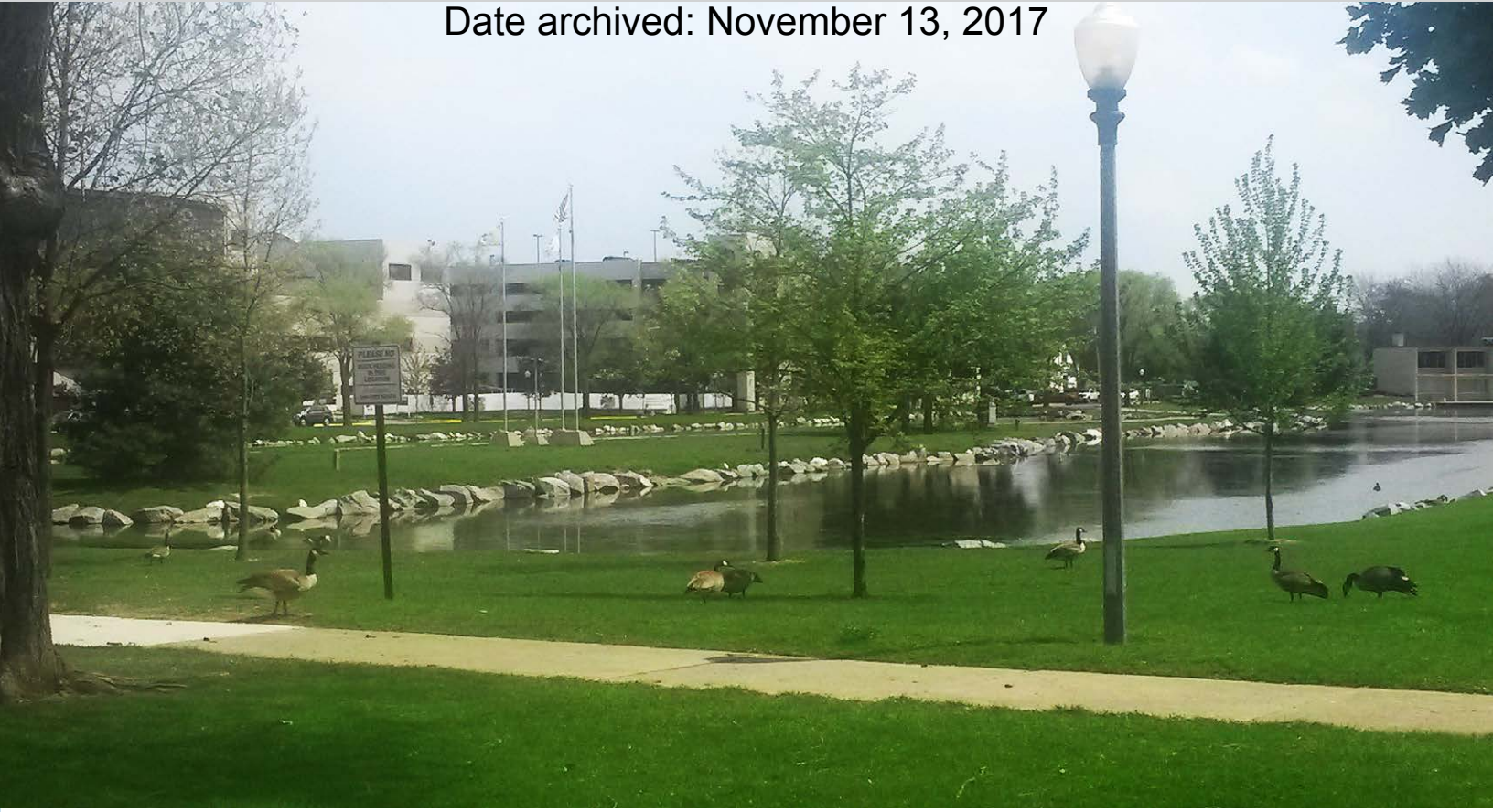

CHAPTER 6

Parks, Open Spaces & Natural Resources

The provision of parks for passive and active recreational uses, and the conservation and protection of sensitive environmental features such as floodplains, creeks, and wetlands are both essential to maintaining the natural resources of the City, including wildlife habitats, aquifer recharge areas, and stormwater detention capacity.

The importance of parks and natural areas were also recognized as essential elements in the original design of the City of Zion, as they are important to providing a healthy living environment that improves the wellness of its citizens. The high quality natural areas are recognized by the several watershed studies conducted by Lake County which establishes guidelines to ensure their protection. The numerous environmental corridors formed by these environmental features provide the City with opportunities to extend multi-use recreational paths and improve connections between existing and potential parks and open spaces.

The Parks and Natural Resources Element recommendations are an essential part of the City's long-term development strategy to create a system of open spaces that will provide the relief in the pattern of urban development necessary to create a healthy balance between the density of development and the natural environment.

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Existing Conditions Summary

Parks and Open Space

Established by Dr. Dowie in his original plan for the City, Zion has benefited from a master plan that is organized around an extensive open space system, consisting of large regional and community level parks, smaller neighborhood parks and a grand green boulevard street system. The extensive park and open space system also serves to protect sensitive environmental resources, defines and delineates neighborhoods, and provides an important visual feature for the City. As described in more detail in the Community Assessment report in the appendix, park and recreation facilities in Zion are provided by the Zion Park District, which serves all of Zion Township. The Zion Park District maintains:

- 470 acres of land of which 390 are in parks
- Shiloh Park, the centerpiece of the park system with 140 acres
- Buelah Park, the second largest facility with 80 acres, contains a playground, but is primarily a nature area served by bicycle trails
- A fitness center and indoor athletic fields
- Port Shiloh swimming pool complex
- The Shiloh Recreation Center
- A 60-acre 9-hole public golf course in Shiloh Park
- A lakefront park on 22 acres next to the ZNPP site
- Approximately 80 acres of open space in boulevards

In addition, the Illinois Beach State Park borders the City to the East, and the Lake County Forest Preserve district's Van Patten Woods is located west of Zion along State Route 173. There is also a beadwork of bicycle trails encircling the City. In short, Zion residents enjoy tremendous opportunities for active and passive recreation.

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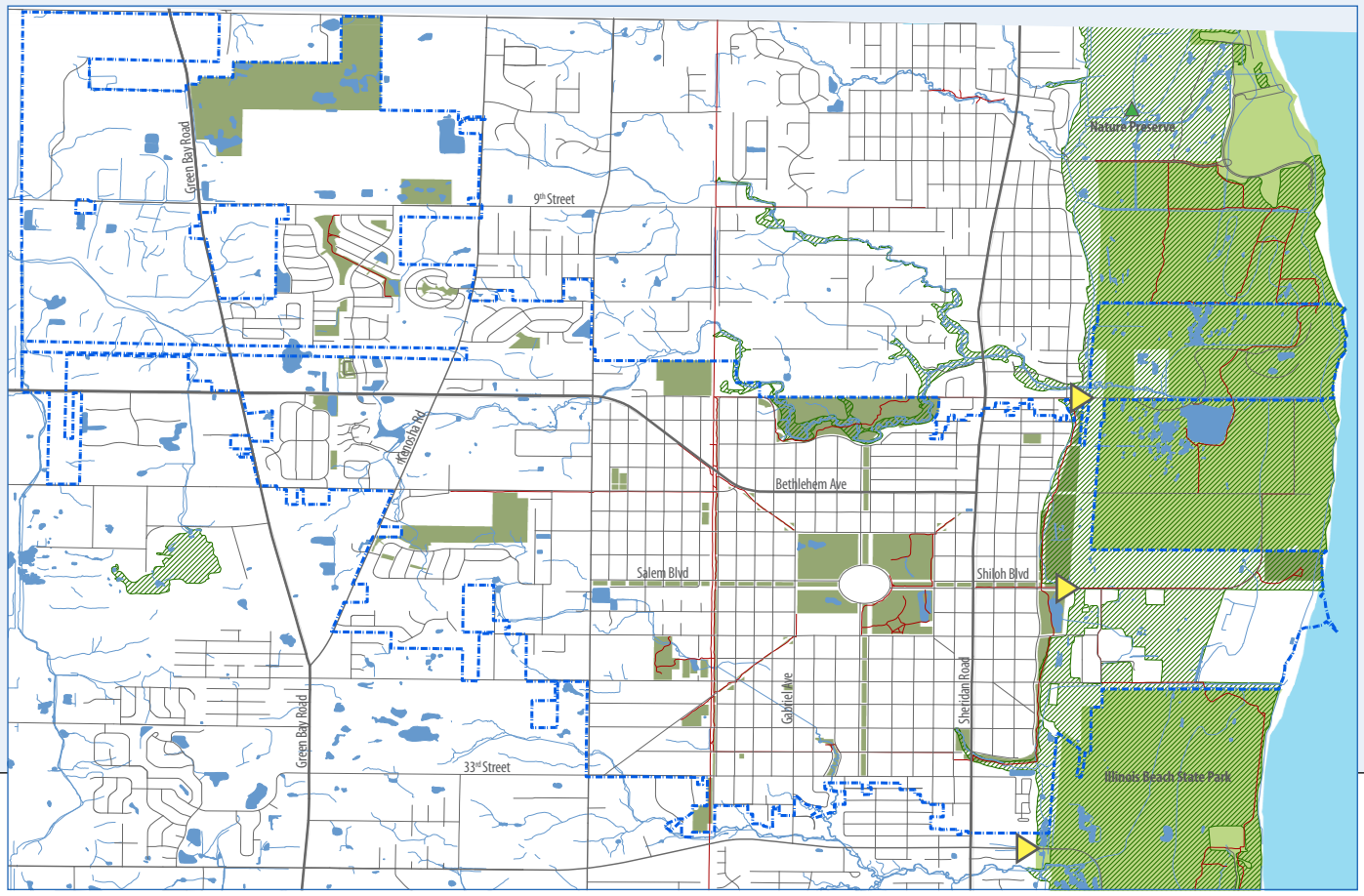

Figure 6.1 Natural Resources / Green Infrastructure Map
Source: Lake County GIS database 2013

Natural Resources

The City of Zion is situated in an incredibly rich location ecologically, adjacent to Lake Michigan and Illinois Beach State Park, straddling the Kellogg Creek and Dead River watersheds. From a natural resources perspective, the citizens of Zion benefit from close access to a diverse array of landscapes unique to Lake County.

While most of the City is developed, a substantial portion of the natural ravine landscapes of Kellogg Creek and Dead River tributaries that traverse the entire City remain intact, much of which is on public park property. It is clear that the planners of the original town plat from 1899 recognized the value of these two ravine corridors as public open space. The original town plan retains the ravines as park space, and borders them with public right-of-way to make them accessible to all.

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These Kellogg Creek and Dead River ravine corridors represent two of the few remaining natural Illinois tributaries that drain to Lake Michigan and contribute to the overall quality and health of Lake Michigan and the Great Lakes system. The natural drainage from the ravine systems provides clean, cool, relatively stable base flow through the unique prairie landscapes that are preserved and managed within the Illinois Beach State Park. This natural hydrology is the reason for the species diversity in the downstream landscapes, which contain dozens of threatened and endangered plant, animal, and insect species. In addition to parks, floodplain, wetlands and ravines comprise the balance of the open spaces in Zion. Other major natural features with Zion's planning areas include:

- Illinois Beach State Park welcomes more than 1.25 million visitors annually. The 4,160-acre park includes more than six miles of lakefront shoreline. It is also highly regarded due to it being one of the more biologically rich places in the world, and provides the foundation for the recommendations in the Special Areas Plan Report (Chapter 8) to develop an ecologically themed residential, research, learning, and tourist destination. It includes 800 acres of Illinois Nature Preserve, an area of beach ridges (dune swell and swale) that supports a great diversity of ecosystems, including sand savanna, sand prairie, wetland, and beach communities. Its ecological and cultural value and significance cannot be underestimated as this range of unique ecosystems is found nowhere else on earth.

- The IBSP property is split into two sections separated by an out-parcel containing the Zion Nuclear Power Plant (ZNPP) site. The site is currently being decommissioned, with completion scheduled for 2020. A portion of the land will remain as long-term storage of spent fuel and associated security infrastructure remains. Due to the power plant and other barriers, and despite the park's adjacency to City limits, direct access to the park is limited, with only a few points of access. Most of the developed portion of the site is on approximately a third of the land closest to the lake. The other two thirds of the site remain in the same rare, undeveloped dune landscape that exists only in Illinois Beach State Park immediately to the north and south. The only portions of the site potentially suitable for any sort of development are those areas that have already been developed as building or paved surfaces, excluding any areas designated for long-term decommissioning and/or storage uses.

(See the Zion Community Assessment Report – separate document, for the full description and analysis of existing conditions and background studies that provided guidance to the development of Plan recommendations contained herein.)

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Parks & Opens Space Element

The Park and Recreation element is a tool to guide the City and Park District's planning to address existing and future park and recreation needs. This section presents the process undertaken to evaluate recreation needs and identify potential solutions and action steps necessary to achieve the plan's objectives and to implement the recommendations. This segment of the Plan should be viewed as the framework for establishing policies that should direct a comprehensive parks master planning process for Zion.

Planning Process

Within the field of parks and recreation management, standards have been developed to guide local governments and special districts in evaluating demand for park and facilities. These standards are intended to provide a starting point in evaluating local facilities. Communities may deviate from these standards where the local population, environment, other local resources, or historic development patterns would suggest that the national standard is not appropriate. For instance, Buelah Park provides passive and active recreational uses to both the nearby neighborhoods and communities. The primary source for these standards is the National Recreation and Park Association (NRPA).

The decision on where to locate a park is closely tied to the development patterns of a community. Certain types of parks, such as mini parks/tot lots and neighborhood parks are only appropriate in proximity to residential areas. Community parks, although they do not necessarily have to be in residential areas, should be close enough to residents to be easily accessible. The NRPA recommends that a park system be composed of "a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population." According to the NRPA, each community should strive to provide park space in accordance with the following service standards:

Table 3 Acres per 1,000 Population

Park Type	Mini Parks/ Tot Lot Acres	Neighborhood Park Acres	Community Park Acres	Total Park Acres
NRPA Standards	0.25-0.5 ac	1.0-2.0 ac	5.0-8.0 ac	6.25-10.5 ac

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NRPA Park Definitions

Mini Park/Tot-Lot

Specialized facilities that serve a concentrated or limited population or specific group, such as young children. Typically, they are located within neighborhoods and in close proximity to higher density developments or housing for the elderly.

Neighborhood Park

Areas for intense recreational activities. Sites should be well suited for intense development and easily accessible to neighborhood population – geographically centered with safe walking and bike access. These parks may be developed as a school-park facility.

Community Park

Area of diverse environmental quality. Community Parks include areas suited for intense recreational facilities, and natural areas for outdoor recreation, such as walking, viewing, or other more passive activities.

Access to Parks and Open Spaces

While Zion is well served by parks from a gross acreage standards, an analysis of access to parks was undertaken with the 'CommunityViz'® modeling program to identify underserved areas of the community based on walkability. Based on the parks and recreation access study, areas within Zion which may benefit from additional local or neighborhood parks are illustrated on the Park and Recreation Access Study Map (see Figure 6.2). This analysis reveals that most residents of Zion also have good access to local parks, defined as being within one-half mile of a park. From this analysis, four areas in the new subdivisions east of Lewis, and primarily north of Route 173, do not have good access to local parks. Based on this information, the Future Land Use Plan map (see Chapter 7), identifies general areas where further consideration and study should be undertaken to determine future park opportunities.

The recommendations for parks and recreation facilities reflect the City's desired level of service consistent with the Vision and Goals and Objectives outlined in Policy Formation section (Chapter 2). The policies that guide the provision of parks and recreational facilities include:

- Promote healthy lifestyles, and high quality recreational, educational, and health care and tourism opportunities
- Expand recreational opportunities, so that all residents will enjoy a high quality-of-life, in a healthy, family-friendly and attractive atmosphere
- Expand bikeway connections to link neighborhoods to regional paths and to link regional paths to each other
- Preserve and expand the network of open space, including stream/ravine corridors, wetlands, and other natural areas
- Integrate long-term future land use on the Zion Nuclear Power Plant site into the regional open space network

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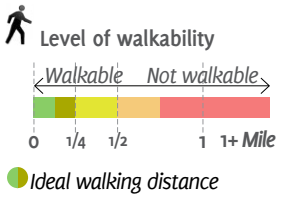
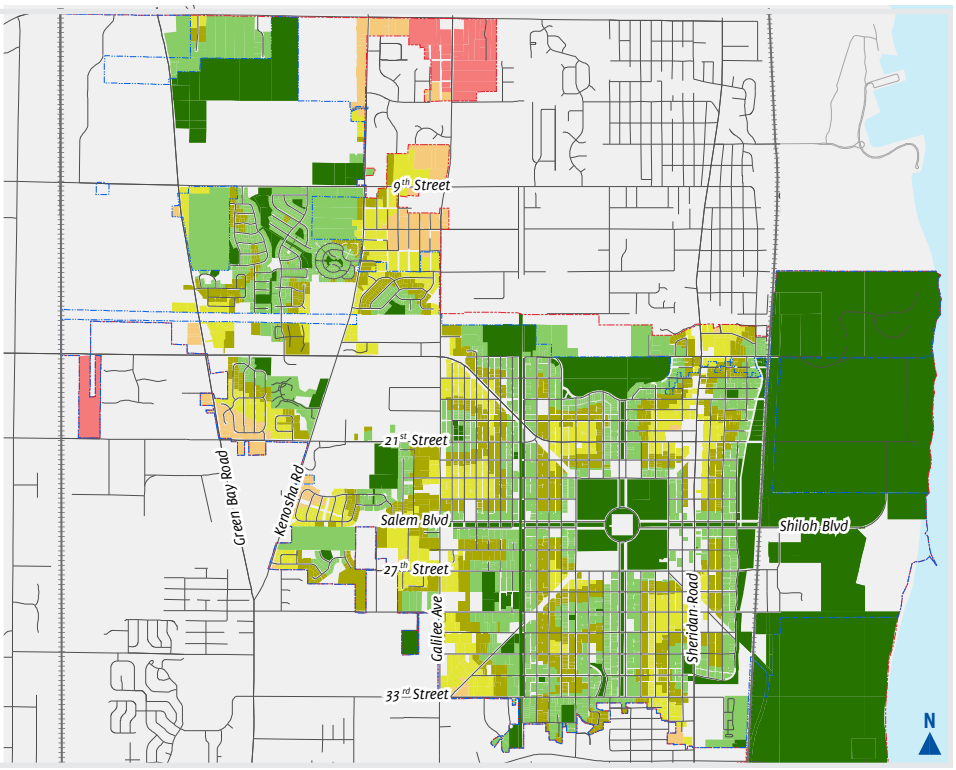
Measuring pedestrian access to parks and recreation areas-
The physical distance to parks and recreational areas from residential land uses was mapped using CommunityViz. This analysis helped highlight areas that have recreational areas within a walking distance and those that have the need for more park space.





Prepared by Teska

Figure 6.2 Park and Recreation Access Study Map
Source: Lake County GIS database 2015
(Note- As this map is a graphic representation of an analysis produced by the CommunityViz software, it is not at the same projection as other maps in the document.)

Natural Resources Element

A primary theme of the overall City of Zion Comprehensive Plan is to embrace and celebrate the unique lakefront setting and rich ecology that exists within the community. In order to do that, existing natural areas have been identified, documented, and protected, and a larger system of ecosystems established and expanded where appropriate based on the proposed future land use. Land use and infrastructure development and management must be consistent with the preservation and long-term stewardship of natural landscapes, aquatic systems, urban trees, and other resources vital to the community. Citizens, business owners, and visitors must be made aware of the qualities and value these elements provide for the community so they cherish and sustain them over time.

The City's vision relative to natural resources cannot be realized without a complete integration of ecologically-based thinking and practice into every aspect of the Comprehensive Plan, which is why there are specific strategies and recommendations that relate directly or indirectly to natural resource protection in each of the sections. The recommendations and strategies regarding natural resources are meant to support and inform the approach to *Land Use/Transportation, Economic Development, Community Infrastructure and Facilities, Housing and Community Development Services, and Parks and Recreation*. Through careful consideration and integration of environmentally restorative land use and infrastructure systems in a highly visible and intentional fashion, the City of Zion will be able to capitalize on its incredible natural resource assets in a positive way.

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Green Infrastructure Approach

This plan recommends a range of green strategies to work in concert with current and future initiatives to develop vacant or underutilized properties associated with the Zion Nuclear Power Plant property, and to revitalize Downtown and the entire City. The focus of these strategies is to enhance urban design practices with high-performance materials and systems that offer multiple benefits and values. These strategies integrate complete streets concepts to improve walkability and transportation choices with ecologically-based green infrastructure practices that address water, energy, and urban ecology.

Generally, green infrastructure in this sense refers to site systems, many of which include vegetation and a porous substrate as key elements to slow, cool, cleanse, and infiltrate rainwater. These systems include green roofs, permeable pavement, bio-retention/rain gardens, and urban trees. The key to maximizing the benefit and value of these systems is the appropriate adaptation and integration with other key priorities, as well as proper design, construction, and long-term maintenance.

- Green roofs on buildings offer additional programmed space and improve their performance.
- Permeable unit paving systems help filter and infiltrate rainwater and provide a more durable, resilient surface.
- Bio-retention/rain gardens also help to absorb and infiltrate rainwater, improve local ecology, and beautify public and private spaces.

These strategies support and reinforce the unique lakefront setting of the City, and close connection to Illinois Beach State Park as one of the great urban nature reserves in the world. Benefits to applying these strategies in Zion include:

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- Cleaner air and water
- Reduced flooding
- Improved urban ecology & biodiversity
- Increased recreational opportunities and connection to the lakefront
- Improved health and well-being
- Reduced energy use
- Higher property values
- Reduced long-term maintenance and operations costs for public infrastructure
- Overall improved performance and quality of life for residents and business owners

A core approach towards high-performance buildings and sites is to re-purpose existing structures to the degree practical. Existing structures could be re-developed with renewable energy systems, superior building envelopes, water conservation and re-use measures, natural daylight, and other green characteristics.

One of the primary attributes of the City of Zion and the ZNPP site is its location on the shore of Lake Michigan. The Downtown is currently somewhat remote from the lakefront, but could be reinforced with improved bicycle/trail access, signage/way-finding and other measures. These connections will greatly enhance the Downtown district. This connection can be further amplified through the use of visual cues in the landscape and infrastructure about the close proximity of the lake. Site furnishings, signage and way-finding, plantings, and water-expressive landscape features would reinforce the sense of Lake Michigan in the adjacent neighborhoods, even if the lake itself is not immediately visible.

The redevelopment of the Lakefront site offers the opportunity to connect to the existing street grid and add new interconnected streets and sidewalks following the same geometry. These new streets could be "complete green streets" and built with permeable pavement, bio-retention, LED lighting, and other green street elements recommended in other strategies.

All new streets, sidewalks, and utilities should be planned and installed as high-performance green infrastructure. As a district-scale system, the Lakefront area could be an amazing demonstration of the performance values and benefits offered by these practices, and could even become part of a curriculum for study, long-term research, and training on-site.

There are several useful tools referenced below to help plan, design, build, and operate/manage sustainable buildings and sites. Projects that have used these tools provide excellent examples of the potential to integrate high-performance building and site characteristics into the redevelopment of the Lakefront site, as well as all future building and development initiatives in Zion:

Leadership in Energy and Environmental Design (LEED) www.usgbc.org/LEED/
Sustainable Sites Initiative (SITES) www.sustainablesites.org/
Living Building Challenge ilbi.org/lbc/
One Planet Communities www.bioregional.com/oneplanetliving/

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Key Parks, Open Space Strategies

The recommendations for parks, recreation, and natural resources reflect the City's desired level of service consistent with the Vision and Goals and Objectives outlined in Policy Formation section - Chapter 2. This section builds on these guiding principles by providing strategic recommendations that are articulated in five of the City's goals related to long-term park and natural resource improvements:

- Preserve and expand the network of open space, including stream/ravine corridors, wetlands, and other natural areas.
- Enhance and communicate the value and benefits of connecting to nature, and improve parks and open space connections so that all Zion residents have close, convenient (walkable, bikeable) access to high quality natural areas and outdoor play.
- Integrate infiltration-based stormwater management and other green best practices throughout the City to improve water quality and restore natural hydrology in support of the two watersheds that drain towards the lakefront natural areas.
- Deploy restorative green building and site practices on public lands, and promote these practices on privately held properties in the City.
- Increase awareness and education about the rich natural history and ecology of the City and the lakefront.

Parks & Open Space Strategies and Recommended Actions

The plan for park and recreational areas in the City of Zion is based on the following core strategic recommendations, each of which is further discussed below:

Key Parks & Opens Spaces Strategies		
Strategy 1	→	Enhance Utilization of Parks & Open Spaces
Strategy 2	→	Develop a Parks Master Plan
Strategy 3	→	Create a Greenway Plan

For each of primary economic strategies identified above, and the specific recommendations that follow, a specific action plan is provided in Chapter 9 (Implementation Plan), providing the recommended timing of the proposed project, responsibilities and partnerships, and potential funding sources.

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Parks & Open Space
Key Strategy 1

Enhance Utilization of Parks & Open Spaces

Recommended Actions

Zion's extensive park system (see Figure 6.2) and the Illinois Beach State Park offers an array of passive and active recreational opportunities. Yet many residents may be unaware of or unable to take advantage of these assets. The city, in coordination with the Park District and Illinois Beach State Park should undertake the following activities to enhance the utilization of the City's existing parks and open spaces.

- Promote programming and awareness of all of the existing parks, including the City's Lakefront Park, among city residents.
- Improve access to existing parks by ensuring that sidewalks and trails can connect neighborhood residents to nearby parks.
- Engage community residents in supporting locally-based recreation programs, including building playgrounds, developing community gardens, and organizing park clean-up days.
- Explore partnerships between the Park District and School Districts to take advantage of existing facilities.
- Continue and consider expanding reduced usage fees and scholarships for lower income families for Park District programs via local foundation support.
- Expand transit access to highly used recreational facilities and parks. Work with the suburban bus system (Pace) to study the feasibility of route expansion or other public transit options.
- Explore creating flexible vanpooling, dial-a-ride, or similar transit service to park facilities

Parks & Open Space
Key Strategy 2

Develop a Parks Master Plan

Recommended Actions

Work with the Park District to develop a Parks Master Plan

In order to expand the park system and services, the City of Zion should assist the Park District in developing and implementing a long-term capital improvement program (CIP) to address improvements to recreational buildings and facilities to improve safety and provide quality services. The Parks CIP should be based on an assessment of conditions as well as an analysis of expansion needs to prioritize capital improvements, ongoing maintenance, and properly assess the elimination of certain facilities.

In addition, the Parks Master Plan should be based on the following principles, among others:

- All neighborhoods should be within walking distance of a park or joint park/school facilities and that residents can access by transit, bikeways, and/or sidewalks.
- Programs meet the interests and needs of persons of all ages and abilities, which may require providing services in conjunction with other organizations or agencies.

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For new residential development, the City can work with the Park District to ensure that adequate park space is included as dedications in the development agreement. For already developed areas that are currently underserved, meeting these objectives may require the acquisition of park space by either purchase or partnerships with other organizations. The City and Park District should seek additional funding through the Illinois Open Space Lands Acquisition and Development (OSLAD) program, as well as other grant programs of the Illinois Department of Commerce and Economic Opportunity (DCEO) and the Illinois Environmental Protection Agency (IEPA) to support the implementation of the Parks Master Plan. The City should support the Park Districts efforts to establish an endowment fund to solicit private fundraising.

Parks & Open Space
Key Strategy 3

Create a Greenway Plan

Recommended Actions

An attractive and functional greenway system that expands on and establishes links to Zion's primary waterways, parks and bike trail system will enhance recreational opportunities, non-motorized access, and protect quality environmental areas. A series of tasks are required to implement the greenway system recommended in this Plan. First, local support needs to be organized and combined with efforts to seek support from other local and regional jurisdictions, including the Park District, Lake County, Open Lands, CMAP, and other State agencies, such as IDNR. The Green Infrastructure mapping, as identified on page 83, could be used to prioritize the preservation of natural resources. In addition, properties that are located in the floodway or are experiencing significant flood damage could be included as well.

Once the scope of the system is determined, a specific plan with standards should be created that identifies the sustainable stormwater best practices, types of trails, security, safety, funding, and accessibility. Local ordinances may need to be modified to limit development or establish standards that limit development impacts. This process should result in prioritizing proposed greenways leading to an implementation schedule and pursuit of funding.

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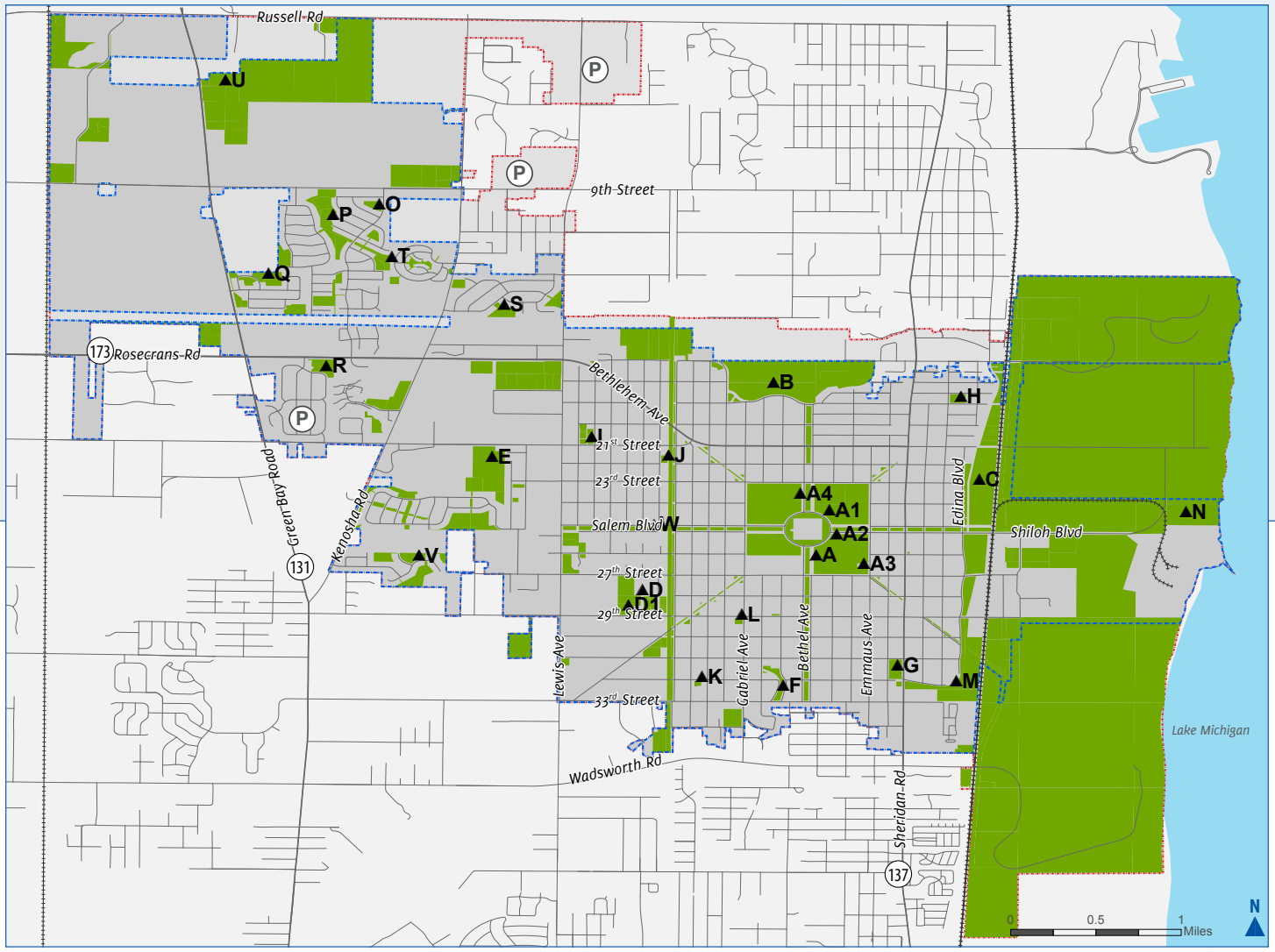

Figure 6.3 Parks Plan
Source: Lake County GIS database 2015

Public and Private Open Space*
General Location of Proposed Park
Park District Facility Locations**
Local Roads
Railroad

*Source- Lake County Land Use map and as verified during site visits
**Locations are based on the Park District's 'Location and Amenities' map. Refer to page 61 in the Community Assessment Report in Appendix for the park names.

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Natural Resource Strategies and Recommended Actions

The plan for natural resource protection and enhancement in the City of Zion is based on the following core strategic recommendations, each of which is further discussed below:

Key Natural Resources Strategies		
Strategy 1	→	Create a Green Infrastructure Map
Strategy 2	→	Incorporate Site-Scale Green Infrastructure Practices
Strategy 3	→	Coordinate with Other Agencies
Strategy 4	→	Education and Outreach

For each of primary natural resources strategies identified above, and the specific recommendations that follow, a specific action plan is provided in Chapter 9 (Implementation Plan) providing the recommended timing of the proposed project, responsibilities and partnerships, and potential funding sources.

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Natural Resources
Key Strategy 1

Create a Green Infrastructure Map

Recommended Actions

Zion's unique natural assets are a key asset of the community. Developing a map of the natural resources within the City's planning jurisdiction will help inform not only the Greenway Plan, but also future development and restoration decisions. A draft map was created during this comprehensive planning process (see Figure 6.1). The City could work with Lake County, Chicago Wilderness, and/or CMAP to help refine this draft green infrastructure map using ArcGIS. The map should contain the following resources that comprise the community's green infrastructure system:

- Water: lakes, ponds, rivers, creeks
- Wetlands: NRCS and ADID
- Illinois Natural Inventory Sites (INAI)
- IDNR Nature Preserves
- Lake County Forest Preserve District and IDNR sites and trails.
- FEMA 100-year flood hazard areas
- Conservation easements
- Threatened and Endangered Species locations
- Class III Special Resource Groundwater Protection areas
- Zion Park District land
- Urban Trees

Natural Resources
Key Strategy 2

Incorporate Site-Scale Green Infrastructure Practices

Recommended Actions

Site-scale green infrastructure, as outlined on pages 76-77, should be incorporated into Zion's 5-year Capital Improvement Program (CIP) as well as development regulations. As discussed on page 45, the CIP will be establishing a plan to maintain and upgrade the existing facilities. As part of that discussion, the City should look for opportunities to include green infrastructure practices in the CIP early on. The City could identify a pilot or demonstration project that would introduce the City Departments as well as residents to green infrastructure practices. The city should investigate and evaluate the potential of permeable pavement, bio-retention, and other stormwater management practices in street reconstructions or public buildings and facilities. In addition, the City should allow and promote the use of green infrastructure practices in new development and infill development. Updates to the zoning and subdivision ordinances (as recommended on page 109) will help to improve stormwater management in the City. Lake County's Stormwater Management Commission could assist in helping to select an appropriate project for the CIP as well as update city ordinance. Other green practices, such as LED lighting, renewable energy systems, and energy and water conservation measures should also be reviewed.

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Natural Resources
Key Strategy 3

Coordinate with Other Agencies

Recommended Actions

The City should establish a Zion Natural Resources Commission to promote the City's natural resource agenda as well as coordinate with other local, regional, and national agencies and organizations that have a focus on natural resource protection, restoration, management, and long-term stewardship of natural resources. Given the array of unique resources as well as the recommendations within this plan, the Commission can focus on improving coordination along Zion's Lakefront – including the long-term plans of the ZNPP site – as well as other projects, such as implementing the Kellogg Creek and Dead River Watershed-Based Plans and promoting awareness about other agency initiatives that directly affect the City of Zion's natural resources. The Commission should be composed of a City elected official and a City staff member, as well as the following initial list of partners:

- Lake County
- Lake County Forest Preserve District
- Lake County Stormwater Management Commission
- U.S. EPA
- Illinois Environmental Protection Agency
- Illinois Coastal Management Program
- Illinois Department of Natural Resources
- CMAP
- Openlands
- Conservation Foundation
- Chicago Wilderness

Natural Resources
Key Strategy 4

Education and Outreach

Recommended Actions

Zion's unique natural resources are a significant asset that could be celebrated by the City as well as its residents. The City should look for ways to highlighting these resources and work with partners to educate students and residents. The following activities could help increase awareness:

- Create a media campaign celebrating Zion's unique and special ecology and natural resources.
- Work with local schools and regional non-profits organizations to develop a natural resources curriculum or program based upon Zion's local ecology.
- Partner with Illinois Beach State Park and the Lake County Forest Preserve District to conduct tours of ecologically significant sites led by naturalist docents to increase knowledge and awareness among Zion residents.

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CHAPTER 7

Land Use & Transportation

The Future Land Use & Transportation Plan element is a tangible expression of Zion's vision, identifying development opportunities and related transportation improvements to ensure a balanced, sustainable community.

The Future Land Use and Transportation Plans are long-range guides for determining the preferred uses for land that are supported by an efficient, multimodal transportation network. The plans together identify locations within the City for new land uses, improvements to existing properties, and transportation investments that will ensure Zion remains a vital, growing and attractive place to live, work, and play.

Because Zion is predominately a built-out community, there are limited areas within the City's planning area that will undergo significant land use change or new transportation investment. However, even with limited changes, this Plan provides a blueprint for public and private decisions about how specific areas should develop in coordination with other land uses and a multimodal transportation network. The principal aim of the Future Land Use and Transportation Plan is to reinforce Zion's vision as a community that promotes a quality of life by providing a balanced arrangement of land uses and transportation options that support residential, commercial, employment, civic, and recreational opportunities.

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Existing Conditions Summary

Land Use Trends

Establishing the long-range land use plan for the City of Zion requires understanding how the land is currently used, the influence of regional development patterns, and the economic market potential for new uses. While many forces will impact how Zion grows, the following are key factors that will guide growth and redevelopment over the next 20 years.

- Zion and many of the surrounding Illinois communities lack a significant amount of commercial uses, with the exception of the Village of Gurnee. Gurnee is home to the large and well-known "Gurnee Mills" shopping center which provides retail opportunities to the entire northeastern suburbs of Chicago. With such a significant mall nearby, it is unlikely that nearby communities such as Zion will have large retail projects.
- Waukegan and Gurnee are also home to the largest amounts of industrial land in the northeastern part of the Chicago region. Their overall physical size and close proximity to Chicago and Interstate 94 position them to offer better locations for most industrial businesses within this sub-region.
- Zion is like most of the other similarly sized nearby communities serving primarily as a residential community with limited opportunities for traditional industrial employment, shopping and entertainment.

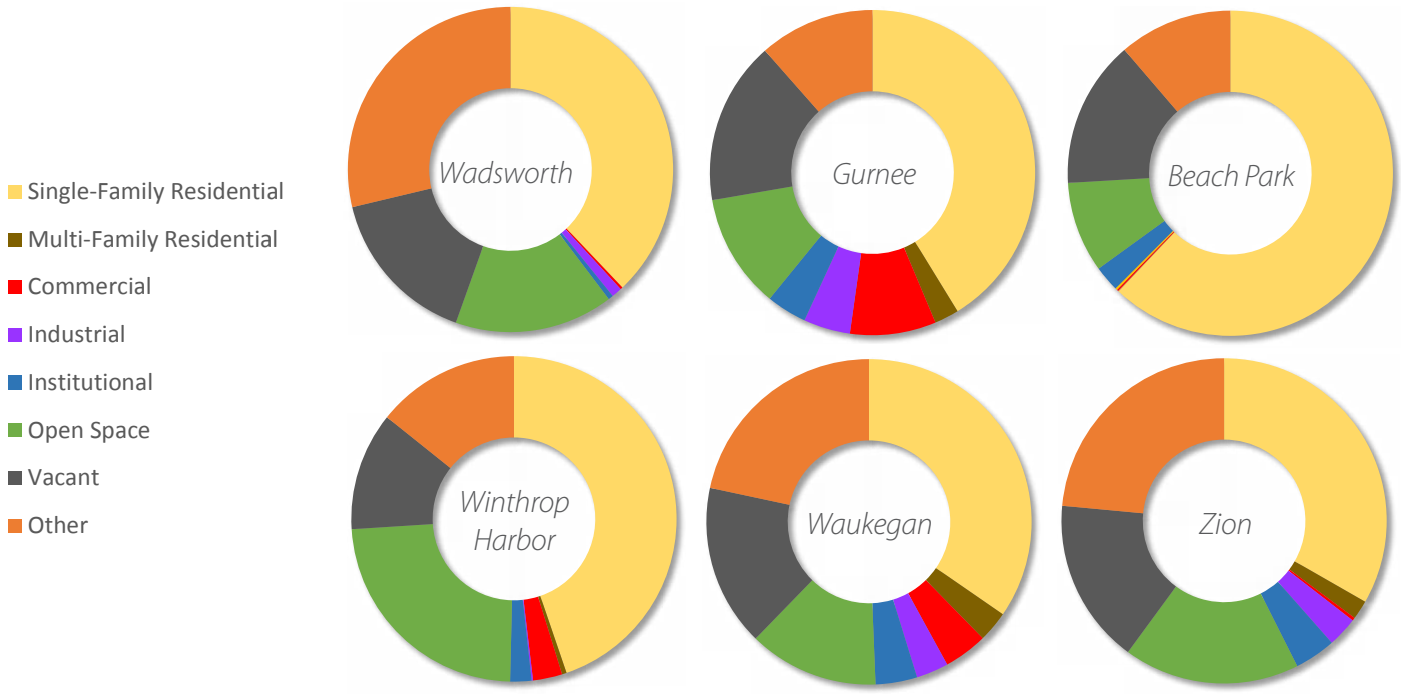

Figure 7.1 Land use composition of neighboring communities
Source: Community profile sheets, CMAP

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Transportation Influences

Zion's transportation system includes commuter and freight train service along the Union Pacific Railroad line, Pace suburban bus service, and a regional airport at the Waukegan Memorial Regional Airport, while O'Hare International Airport is approximately 40 miles to the south.

Passenger Rail Service

Passenger rail service is provided by the Metra Union Pacific-North (UP–N) commuter railway line (formerly known as the Chicago and North Western (C&NW) railway) in the east of the community. In addition, the Union Pacific Railway Line that Metra UP-N operates on is also a freight line and has a spur line that serves the Zion Nuclear Power Plant site.

Freight Rail Service

Located on the City's western border, the Union Pacific Railroad is a Class I line haul freight railroad. Given its proximity to the industrial sites in Trumpet Park, the potential to provide spur lines from this rail line for freight access should be explored.

Roadways

Zion is well served with a network of regional and arterial local roads. However, the closest highways to Zion are Interstate-94 and Skokie Highway (41) less than 3 miles to the west of Zion. The State routes in Zion include Route 131 (Green Bay Road) and Route 137 (Sheridan Road) in the north-south direction, and Route 173 (21st Street), Bethlehem Avenue and Rosecrans Road in the east-west direction. The truck routes in Zion are Class II designated along the State routes in the community.

(See the Zion Community Assessment Report – separate document, for the full description and analysis of existing conditions and background studies that provided guidance to the development of Plan recommendations contained herein.)

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Future Land Use Element

The future land use recommendations for Zion are illustrated on the Future Land Use Plan Map. These recommendations reflect the City's desired physical layout consistent with the Goals and Objectives and the general development strategy outlined in the Framework Plan section of Chapter 2. The Future Land Use Plan Map is a guide and is not intended to indicate precise boundaries between uses. Actual uses may vary from the land uses on the Plan depending on how a specific proposal relates to existing uses and property boundaries. The City will give fair consideration to proposals for land development that varies from the Plan.

The Land Use Plan reinforces the historic and existing land use patterns, while targeting the following areas for change to expand economic and residential opportunities, and therefore create a sustainable, balanced future for Zion:

- Concentration of retail development within nodes or intersections of arterial roads, while providing greater flexibility for a wider range of uses between key nodes along road corridors.
- Establishment of a unique ecologically oriented development, research and tourism opportunity associated with the redevelopment of the ZNPP site.
- Establishment of a transit-oriented development in the vicinity of the Metra train station to provide higher density living and working opportunities within walking distance of the train and Zion's Downtown.
- Improvement and expansion of the Downtown, with enhanced linkages and wayfinding and identity signage.

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Future Land Use Categories

The recommended land use categories described below reflect the existing, historic land use pattern and offer new land use categories that respond to market opportunities and housing needs discussed in the Community Assessment Report (See Appendix), and the development guidelines further detailed in the Specific Areas Plans section (Chapter 8).

The proposed land uses below describe the use of land but not size, density, lot coverage, or any other bulk restrictions. Recommended changes to such bulk restrictions should be addressed in an updated zoning code. The following land use descriptions indicate the intent of the City with regard to all land uses recommended and depicted on the Future Land Use plan map:

Community Agriculture

The community agricultural use category is intended to provide opportunities for local farming operations to create fresh food options to support Zion's healthy living goal through farm-to-table, and 'community-cooperative farming programs.'

Single-Family – Suburban

This land use category is intended for detached single-family residential dwellings of generally one to two stories in height. This classification encompasses most of the Village's post WWII subdivisions, generally located west of Lewis Avenue.

Single-Family – Historic

This land use category recognizes the historic land use pattern of the original town of Zion which provided for a highly organized pattern of single-family homes in a traditional grid system of streets, boulevards and green spaces, located primarily east of Lewis Avenue. Single-family lots are typically smaller than newer subdivisions, and the ancillary commercial uses are small in scale, providing unique services and specialty goods that reflect the distinct character of Zion's historic neighborhoods.

Multiple-Family

This land use category includes both duplexes, townhomes, condominiums and apartment buildings from two to three stories in height, as well as for taller, larger-scale multi-family structures four stories and higher as a part of planned developments.

Downtown District

Zion's downtown business district serves as the focal point for day-to-day community life, providing a pedestrian oriented, small-scale, mixed-use (residential, office, and commercial) buildings, and stand alone office and service businesses.

Medical/Civic District

The medical/civic district recognizes the importance of CTCA as an anchor and a major employer in the Downtown, providing for the expansion of the CTCA campus and Zion's municipal center, along with other non-profit businesses to establish strong anchors to support the Downtown.

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Commercial Corridor

This category includes lands planned primarily for commercial use, predominantly of a retail or service nature, at commercial nodes (intersections along major arterial roads). While these areas are primarily for the sale of goods or provisions of commercial services, they may include office uses as well high density residential uses as part of planned developments.

Neighborhood Commercial

Neighborhood commercial uses are intended to be small scale commercial retail, office and service business that cater primarily to the immediate neighborhood with 1/2 mile of the store to encourage pedestrian access. Such uses should not exceed the height and should be designed to be compatible with adjacent residential areas, with parking provided on the street.

Corridor Mixed-Use

This land use category provides for a broader mix of supportive land uses for areas within traditional commercial areas that, due to economic changes, cannot support projects exclusively for retail purposes. Uses appropriate for this category are intended to expand the city's tax base, while supporting of primary retail centers, and may include service businesses, educational facilities and high density residential uses.

Industrial

This land use category is intended for industrial, warehousing and distribution operations. This classification encompasses select areas with close proximity to major transportation and rail corridors.

Landfill

This category acknowledges the existing landfills within the northwest portion of the City of Zion in order to plan for appropriate uses compatible with waste reclamation operations.

Open Space-Conservation

This category identifies lands owned by the Illinois Department of Natural Resources, conservation districts, private homeowners and associations, or other public agencies dedicated to protecting lands that are sensitive to development. These lands contain unique environmental characteristics that should be preserved. These characteristics include: wetlands, floodplains, ravines, creek and stream drainage-ways, woodlands, and prairies. In addition to their sensitive nature, these areas provide the City with such natural functions as flood storage and conveyance, pollution control, and wildlife habitat areas. (Areas shown for open space/conservation may also include portions of private property that should remain in an undeveloped state).

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Lakefront Eco-Planned Development

Reclamation of the ZNPP site and redevelopment of outmoded industrial uses in the vicinity of the Metra Station offers a unique opportunity to create a living, educational, and tourism oriented development built on the principles of ecological conservation. This land use category advocates taking advantage of this area's unique location and significant natural features by transforming it into a recreational and tourism activity node. This area could include reintroducing a multi-purpose educational/recreational facility, similar to the previous Powerhouse museum.

Parks/Recreation

Public and private land that has been permanently dedicated for recreational open space uses including land owned or operated by the Zion Park District and the City of Zion falls into this land use category. Private recreational spaces such as golf courses or private parks located in residential developments are also included in this category. The purpose of this category is to preserve and provide for permanent open space used for active and passive recreational purposes.

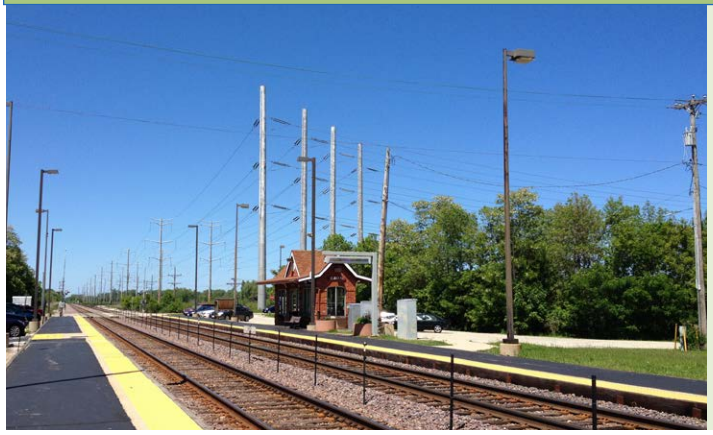
Public/Private Utility

Areas identified as public and private utility areas include the facilities and transmission corridors of Commonwealth Edison, and the peaker power plant in the City's northwest area.

Institutional/Government

This category recognizes public or quasi-public uses which provide governmental, educational, religious, medical, cultural, or social services. The Institutional/Government land use category encompasses lands which benefit the public including properties owned by the federal, state, or local governments.

TRANSIT ORIENTED DEVELOPMENT OPPORTUNITY



The area near the Metra commuter station provides a unique opportunity to develop a mixed-use district that will benefit from proximity to the train, access to regional jobs, and its location next to IBSP. The TOD area offers unique conservation-oriented neighborhood development opportunities for year-round or short-term living and tourism. Typically, TODs are built around the principle of encouraging walking so that most development is within a 10-minute walk or 1/2 mile from the train station.

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Future Land Use Plan

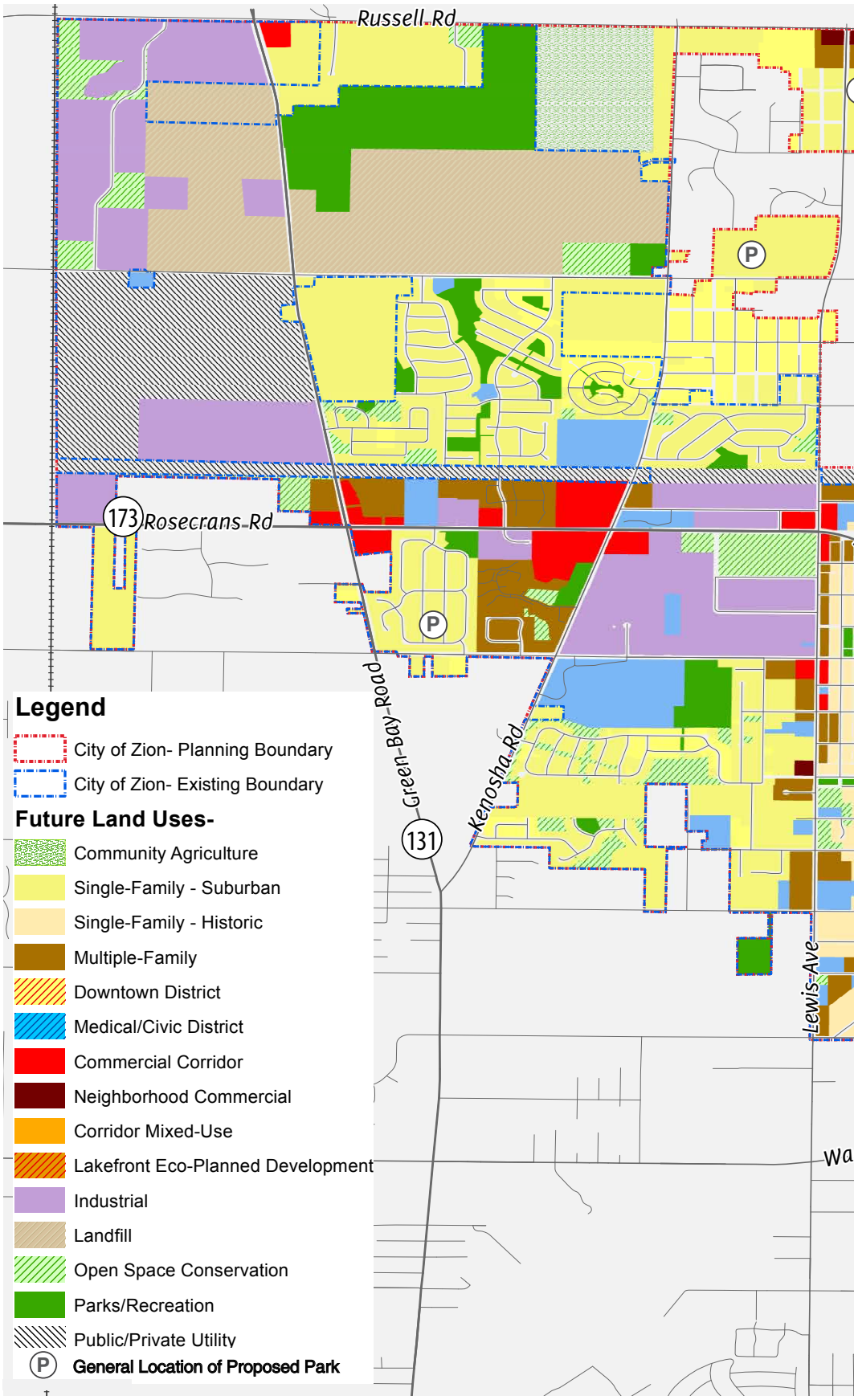

Exhibit 7.1 Future Land Use Plan

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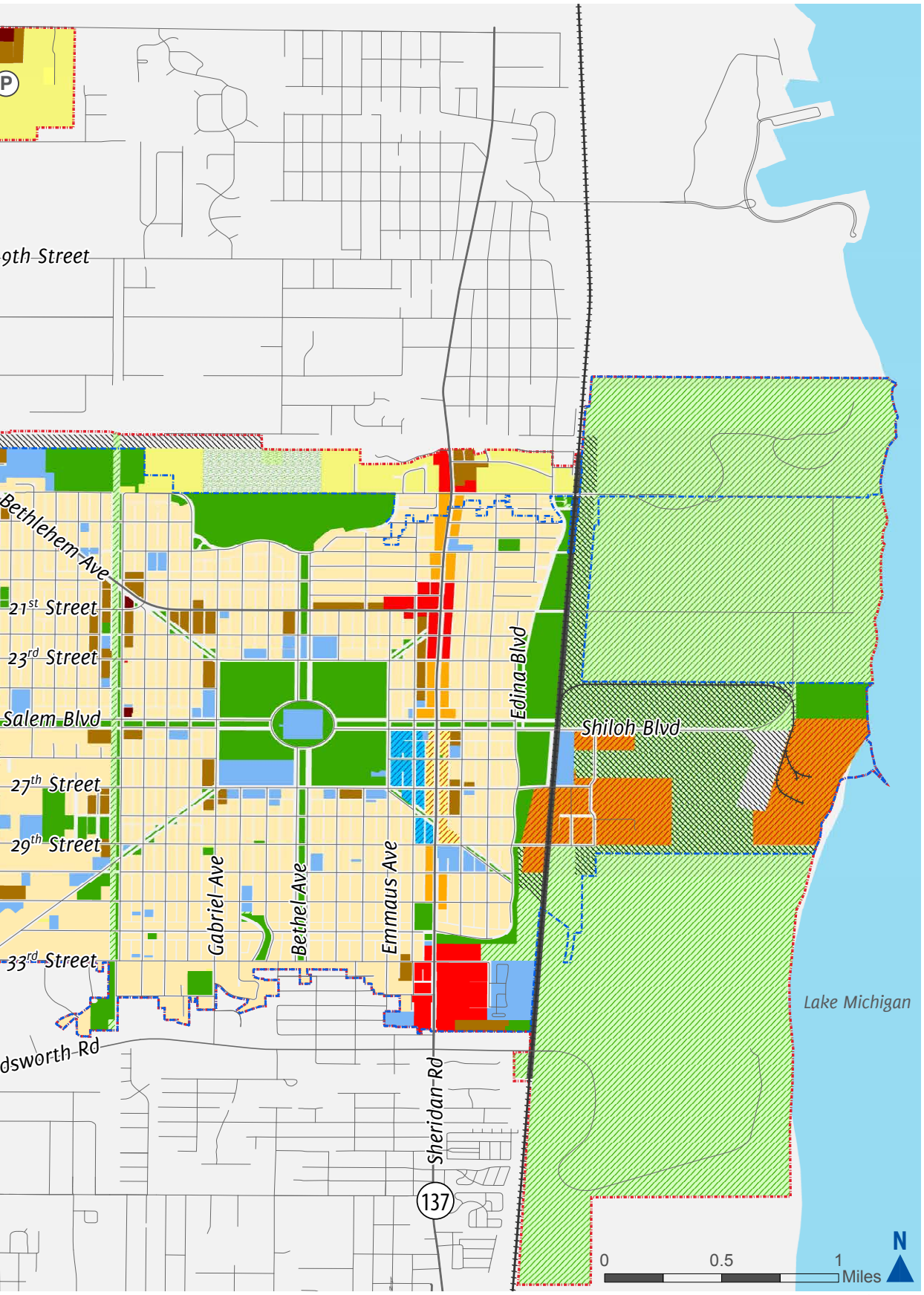

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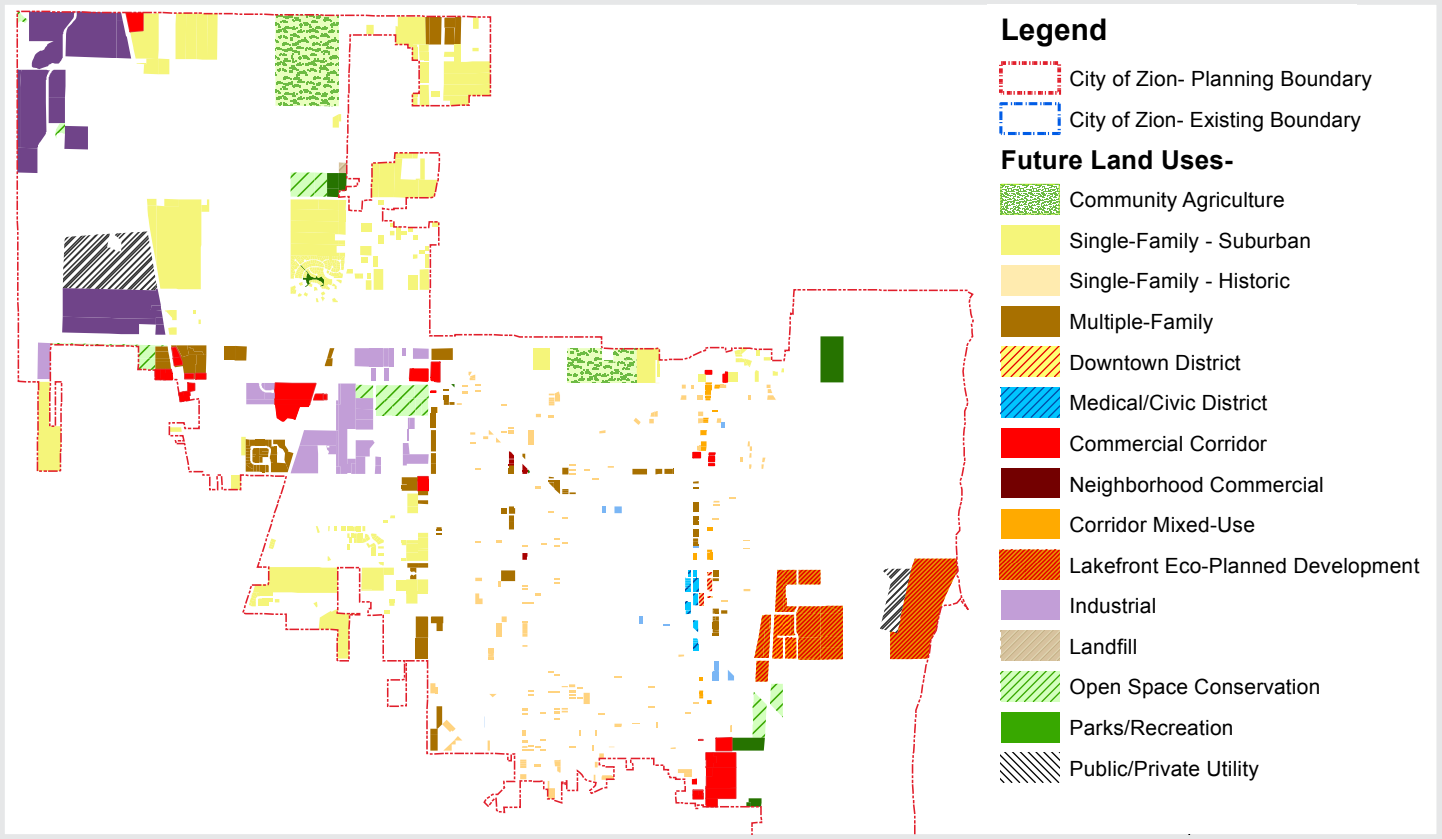

Figure 7.2 Proposed Changes to Existing Land Uses

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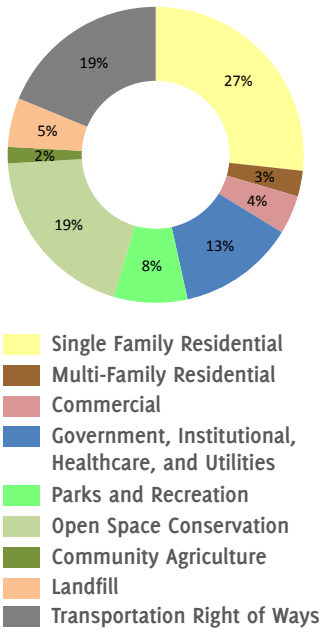

Figure 7.3 Future Land Use Percentages

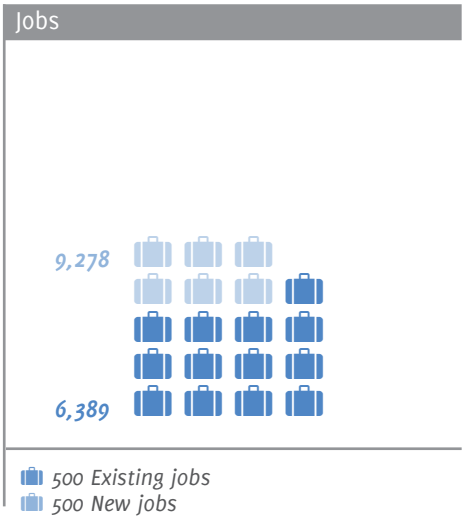

Figure 7.4 Potential Increase in Jobs
Source: 2040 projections by CMAP, as updated October 2014

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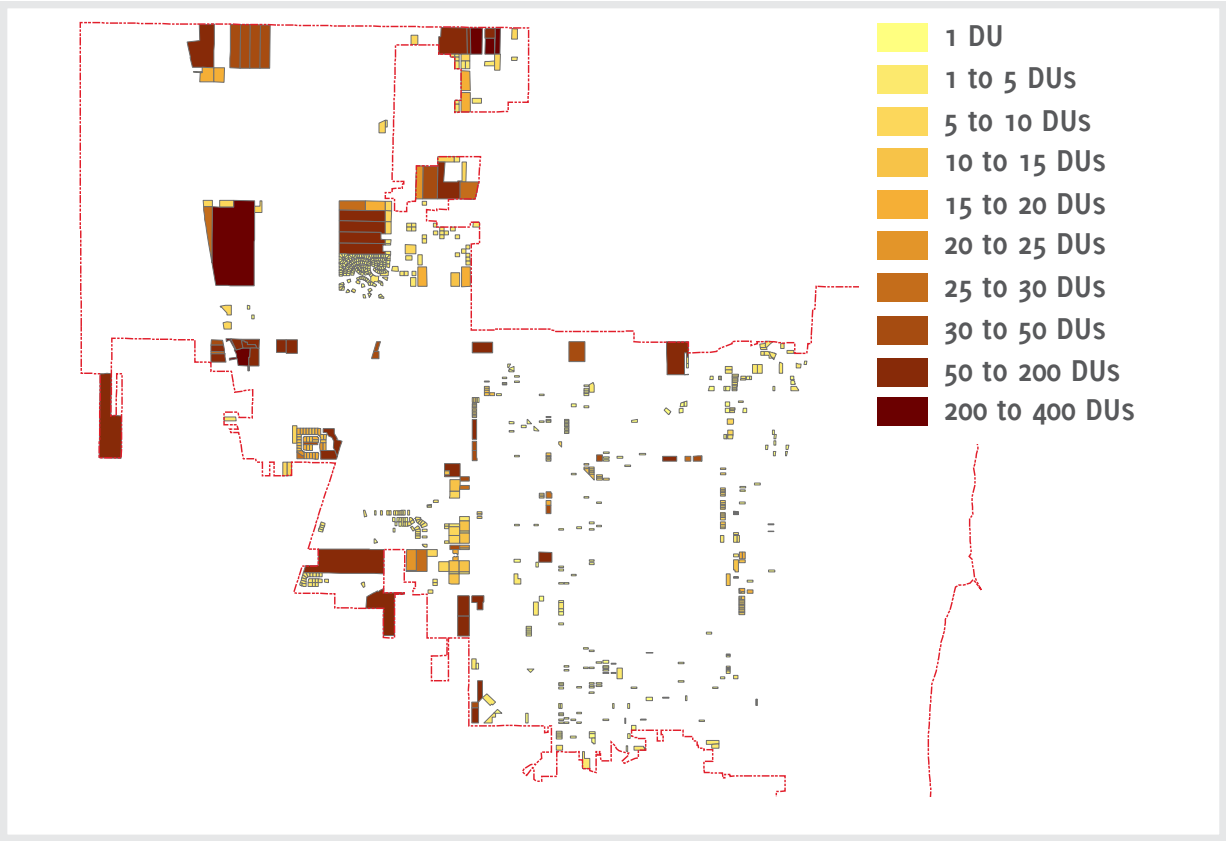

Prepared by Teska

Figure 7.5 Location and increase in future residential units based on land use changes shown in Figure 7.2

(Note: This maps shows the total number of dwelling units for each residential parcel. As it is a graphic representation of an analysis produced by the CommunityViz software, it is not at the same projection as other maps in the document. Also, the area around the Metra Station that is shown to have 200 to 400 DUs are anticipated to be higher (around 1,500 DUs) depending on the development outcome.)

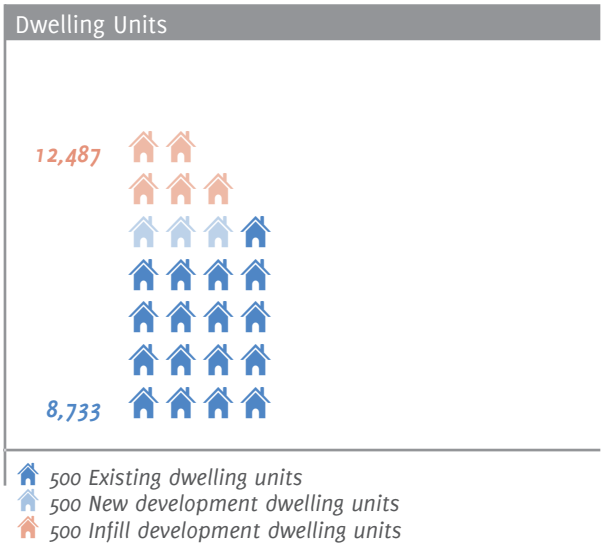

Figure 7.6 Potential Residential Development
Source: Total existing and future dwelling units projected in CommunityViz by future land use changes. Note that these numbers will differ from actual values.

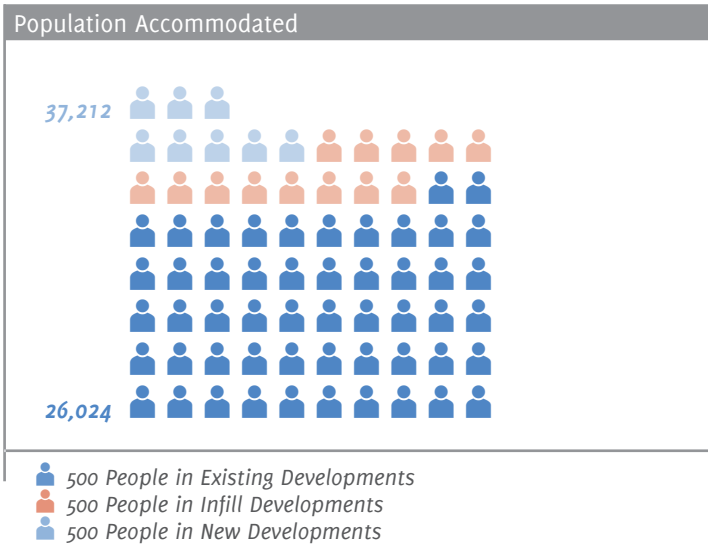

Figure 7.7 Population Accommodated
Source: Existing and future population as projected in CommunityViz by future land use changes. Note that these numbers will differ from actual values.

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Future Land Use Capacity and Impact Analysis

The land use capacity and impact analysis provides a snapshot description of the potential results of implementing the Future Land Use plan on governmental services and revenues. To evaluate the balance between land use, population and economic forces, "CommunityViz®" modeling software was employed. This model estimates the total amount of development (commercial square feet or residential units), and the additional population that will be supported by the proposed residential uses, based on the following indicators:

- Number and type of housing units
- Square footage of retail, office and industry
- Municipal revenues (property taxes, sales taxes)

Estimating the future population and dwelling unit increases are based on local land use trends, existing zoning, and census data on average family size. Future employment and commercial and industrial development square foot estimates are based on typical local development floor area ratios (FARs). Specific indicators including access to parks, open space, energy demand, which are important measures in CMAP's GO TO 2040 Plan for Livable Communities are also calculated using this tool and discussed in other Plan element sections of this chapter.

Figures 7.7 and 7.8 depict the estimated future population, total dwelling units, and total employment that may occur upon the full build-out of the residential, commercial and industrial land uses proposed on the Future Land Use Plan.

Figures 7.9 and 7.10 depict the estimated sales tax and residential property tax revenue potential that may occur upon the full build-out of the residential, and commercial land uses proposed on the Future Land Use Plan.

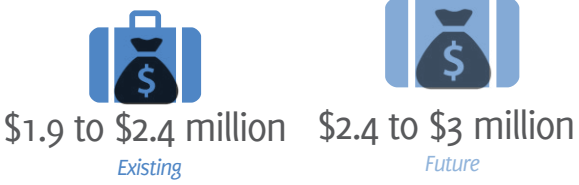

Figure 7.8 Commercial Sales Tax Revenue
**Assumes a retail sales tax range of $1.2 to $1.5 per square foot; 1.5 million square feet of existing commercial buildings as calculated in CommunityViz and 2 million of potential future commercial building square footage. Only includes commercial sales.*

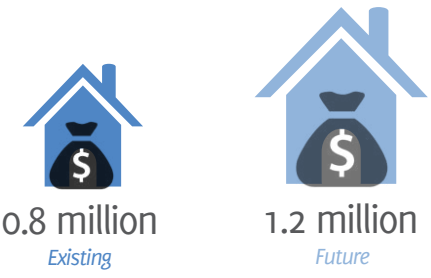

Figure 7.9 Residential Property Tax Revenue
CommunityViz was used to calculate the existing and future tax revenue for residential uses in the community, and is based on the number of dwelling units.

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Transportation Element

The Transportation Plan component identifies the transportation improvements and multimodal opportunities and facility options necessary to support desired development throughout the City, with emphasis placed on providing public transit service to under-served areas. Community connectivity (pedestrian and bikeways) is an important consideration in this that focuses on linking neighborhoods, shopping and employment areas, the CTCA campus and Downtown, the IBSP, and other key community facilities within Zion, and to adjacent communities.

CommunityViz® modeling software was used to identify the areas for potential transportation investments based on population, jobs to be served, existing and proposed land use data.

Roadway Functional Classification System

The City's streets are classified according to their functional purpose relative to traffic movement and are listed in the table below. As residential subdivisions are developed in areas identified in the future land use plan, local roads will also need to be provided. A north-south roadway connection is also proposed between Rosencrans Road (Rt. 173) and 21st Street to serve the future industrial uses. The classification system is based on IDOT's recommended functional roadway class designations using the Illinois Roadway Information System. This information is used by regional and federal agencies in determining eligibility for federal funding.

PRINCIPAL ARTERIALS		
Serve major centers of activity with the highest traffic volumes and longest trip lengths. Service to abutting lands is subordinate to travel service.	Bethlehem Avenue/Route 173 Green Bay Road (N of Route 173) Sheridan Road/Route 137	
MINOR ARTERIALS		
Serve trips of moderate length at a lower level of mobility than principal arterials with some emphasis on land access. May carry local bus routes and provide intra-community continuity but do not penetrate neighborhoods.	Bethlehem Avenue/Route 173 Green Bay Road (N of Route 173) Sheridan Road/Route 137	
MAJOR COLLECTORS		
Provide both land access and traffic circulation within all areas. They collect and distributing traffic in neighborhoods between the arterial streets.	21st Street (E of Sheridan Road) 23rd Street Salem Boulevard Shiloh Boulevard 29th Street Galilee Avenue	Gabriel Avenue Bethel Avenue Emmaus Avenue Edma Avenue Wadsworth Avenue (E of Sheridan Road)
LOCAL ROADS		
Primarily permit direct land access and connections to the higher order streets. They have the lowest level of mobility.	All other roads **Refer to the Future Transportation Plan for the extent of the road classifications.*	

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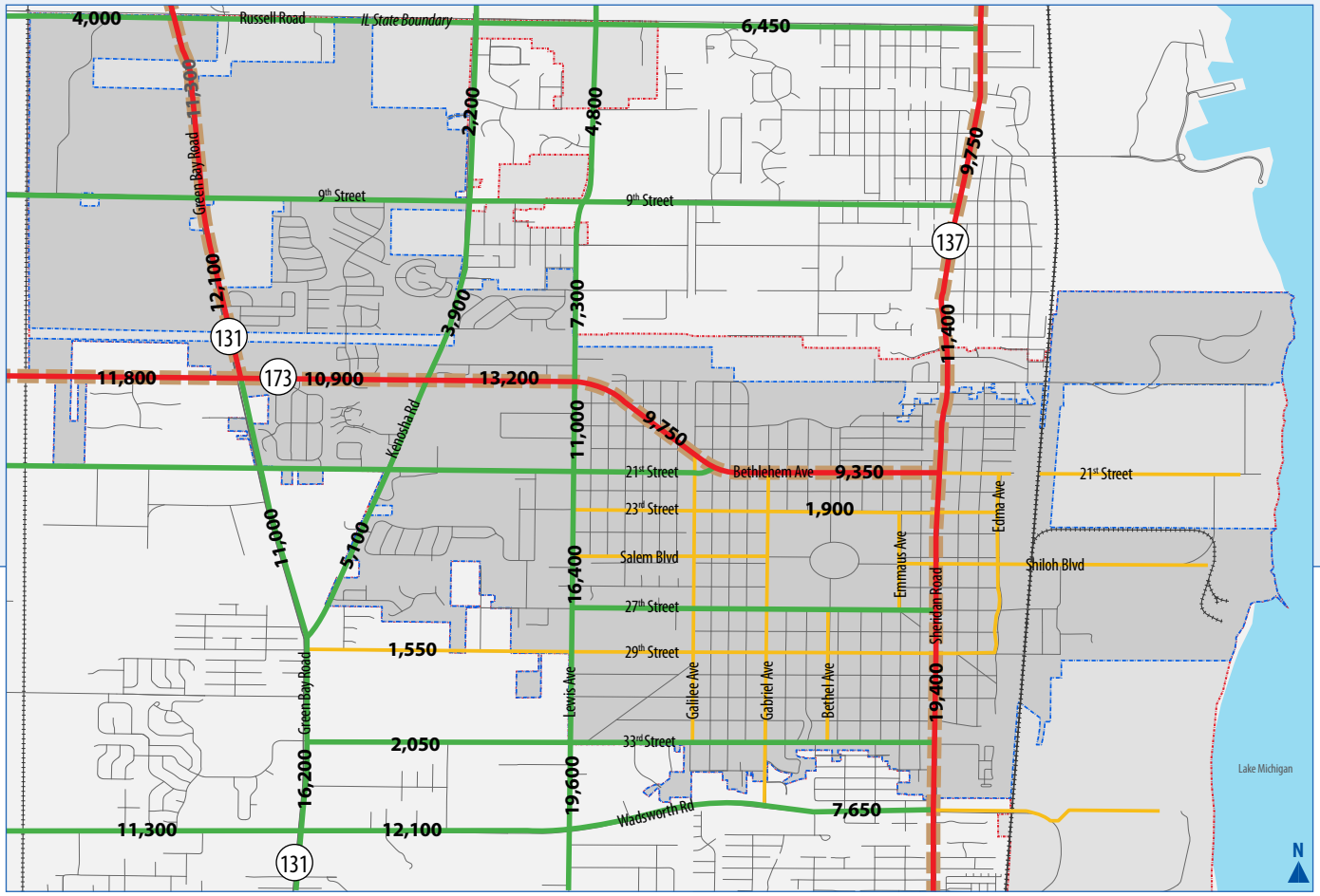

Prepared by Teska

Figure 7.10 Roadway functional classifications map
Source: IDOT's Getting Around Illinois website

- (XX) Illinois State Route
- XXXX Average Daily Traffic (ADT) counts
- Principal Arterial
- Minor Arterial
- Major Collectors
- Local Streets
- Class II Truck Routes
- Railroad

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Key Land Use & Transportation Strategies

The City's overall vision statement found in Chapter 2 establishes the broad policies from which general goals and specific objectives are developed as the guiding principles for the future development of Zion. This section builds on these guiding principles by providing strategic recommendations that are articulated in four of the City's goals related to long-term land use and transportation improvements outlined in the Policy Foundation section in Chapter 2.

- Build on Zion's history as a center for healing and wellness to promote healthy living and quality-of-life as a transformative, long-range development strategy.
- Expand the City's tax base and employment base by developing new sources of revenue.
- Develop a well maintained, viable housing stock that contributes to the City's economic base, and that provides attainable housing options for all Zion residents.
- Expand opportunities for and ease of access to public transit and other non-vehicular multi-modal transportation.

Land Use Strategies and Recommended Actions

The plan for future use of land in the City of Zion is based on the following core strategic recommendations, each of which is further discussed below

Key Land Use Strategies		
Strategy 1	→	Retail Concentration
Strategy 2	→	Lakefront Destination
Strategy 3	→	Downtown Mixed-Use
Strategy 4	→	Balanced Housing
Strategy 5	→	Other Strategies

For each of the primary land use & transportation strategies identified above, and the specific recommendations that follow, a specific action plan is provided in Chapter 10 (Implementation Plan) providing the recommended timing of the proposed project, responsibilities and partnerships, and potential funding sources.

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Land Use
Key Strategy 1

Retail Concentration

Recommended Actions

The enhancement and redevelopment of commercial nodes within Zion will increase the utility and value of property through better site development, landscaping, vehicle, bike and pedestrian access, and architectural character.

The Framework Plan (See the Policy Formation section, Chapter 2, page 21) identifies several commercial nodes in the City, each serving a particular function and with differing levels of development opportunities. Two commercial nodes have been identified through the planning process as priority areas for analysis and recommendation due to their potential to significantly expand the City's commercial tax base; these include the Route 173 and Green Bay Road node, and the Route 173 and Kenosha Road node. Detailed plans for each of these nodes are provided in the Specific Area Plans Chapter 8). Below is a summary of the suggested improvements, redevelopment opportunities, and implementation initiatives for these two key nodes. Successful redevelopment will require the formation of public/private partnerships.

- Redevelop the northwest and northeast corner of the Route 173/Green Bay Road commercial node. As discussed in the Specific Area Plans Chapter 2, two options are presented for this area. The first explores keeping the existing ball field as a destination recreational use, either owned by the public (City or Park District) or private entity, that may generate traffic to modest additional neighborhood commercial uses (predominantly food and beverage) as out-lots. The western corner of the intersection is designed as a clustered commercial development to serve neighborhood retail needs. The second option introduces mixed-uses, with emphasis placed on adding high-density multifamily residential buildings with out-lot parcels along Route 173 reserved for commercial uses. High-density buildings are intended to both expand high quality and affordable housing options, while expanding the market to support local businesses. Emphasis is given to providing trail connections, landscaped open space and naturalized detention areas in both options.

  Current zoning would need to be amended to provide for the high density/mixed-use options by either creating a new zoning district, planned development district, or overlay zoning. The redevelopment of the site, property acquisition of several improved parcels, and the removal of existing buildings may require financial assistance. The City's current ownership of the ball field site will stimulate development interest.

- Redevelop the southwest corner of the Route 173/Kenosha Road commercial node. As discussed in greater detail in the Specific Area Plans (Chapter 8), the plan for the Kenosha Road Sub-Area recommends a mid-level retail commercial center with larger footprint buildings and clustered out-lot sites along the south side of the Route 173 corridor to take advantage of this area as a destination retail node due to the presence of Walmart. The plan also provides for naturalized detention areas, trail connections and wetland preservation.

- The current industrial zoning for this area should be amended to provide for the commercial redevelopment option by either rezoning to a commercial district or planned development district. The redevelopment of the site and the removal of the existing industrial building may require financial assistance.

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Land Use
Key Strategy 2

Lakefront Destination

Recommended Actions

The overall planning approach for Zion's lakefront and Metra station area is to protect, preserve, restore, and manage the ecologically important portions of the area. The sections of the lakefront that have been previously built upon or otherwise impacted, provide opportunities to develop new uses that are synergistic with purpose of the state park to enhance lakefront access, and to reinforce the overall themes of community health and wellness. The development concepts described in the Specific Area Plans (Chapter 8) are intended to preserve and enhance sensitive natural areas and to create economic opportunities through new housing, educational, and tourism uses. The site context on Lake Michigan with the rare dune swell and swale landscapes of Illinois Beach State Park offers an unparalleled opportunity to: *(For an expanded description of recommended plans for the Lakefront see Chapter 8, Lakefront & Metra Station Area Plan section, page 140)*

- Promote the diverse culture, environment, unique Lakefront ecology, and historic richness of area, while building upon its history as a center of energy production to showcase sustainable practices. This will require a diverse group of partners including Exelon, Lake County Partners, local landfill operator, CTCA, and open space preservation organizations, such as Openlands and Lake County Forest Preserve District.
- Join the Great Lakes Cities Initiative (www.glslcities.org) - a regional coalition of U.S. and Canadian cities to promote the health, improvement and use of the Great Lakes and shoreline areas, as a resource for model projects, programs, and funding to promote the restoration and tourism opportunities in Zion.
- Explore reuse options for the ZNPP, focusing on recreational and tourism-based activities. Actively engage in the License Termination Plan process for the decommissioning of the ZNPP site to ensure the end state use provides the potential reuse options as desired by the City.
- Create a transit-oriented development district area near the Metra Station with an emphasis on conservation-oriented development and a wellness center. Pursue additional planning grants through the Regional Transportation Authority to develop plans that include more detailed design standards, market studies and development feasibility analysis of key opportunity areas. Work with Metra to plan for parking lot expansion, improved train service, and joint development opportunities.
- Explore establishment of an institutional use that incorporates the latest sustainable building and site practices, such as a center for research and education of sustainable practices and Great Lakes water resources. Pursue partnerships with University of Wisconsin-Milwaukee Center for Water Policy, Chicago Botanic Gardens, Great Lakes Protection Fund, and other similar research centers and organizations.

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Land Use
Key Strategy 3

Downtown Mixed-Use

Recommended Actions

The community aspires to see the re-establishment of Downtown Zion as a thriving commercial and social center of the community that provides convenience shopping, unique dining and specialty stores, office space, and a location for events. This will be achieved by implementing the following initiatives: *(For an expanded description of recommended plans for Downtown see Chapter 8, Downtown Concept Plan, page 127.)*

- Create stronger transit, pedestrian, and bicycle linkages between the lakefront and Downtown to improve access and thus activity for both areas. Work with Metra to expand and advertise special summer train schedules to Zion and the IBSP.
- Encourage development of new retail and residential uses in mixed-use buildings, and utilize the City's existing financial incentives through its TIF program to recruit developers and assemble properties.
- Build partnerships with the local and regional arts community promoting Zion as a unique arts center and tourism destination.
- Develop partnerships with local businesses such as the Cancer Treatment Centers of America (CTCA), which share in and can help promote the City's vision. Work with CTCA to expand Downtown as a medical service center, while limiting office and medical uses to upper floors.

Land Use
Key Strategy 4

Balanced Housing

Recommended Actions

Expand affordable housing opportunities for existing and future Zion residents by creating higher density housing near retail centers, community facilities (parks, schools) and locations with good transit access, while expanding housing options for higher income households in locations with access to high quality natural amenities to create a balanced, economically sustainable community.

- Develop multi-family housing near retail centers, community facilities (parks, schools), social services, and locations with good access to existing and future recommended transit routes and which are also served by pedestrian and bike systems.
- Amend the City's zoning ordinance and map to allow for higher density housing options and locations in accordance with the Future Land Use Plan.
- Work with the suburban bus service (Pace) to improve service by expanding routes to activity centers. Sidewalk and bicycle improvements within 1/4 mile of activity centers should be high priority projects.
- Focus the development of new housing options for higher income households in the Lakefront area (generally east of Sheridan Road) and other locations that can take advantage of access to high quality natural amenities and shopping districts to create a balanced, economically sustainable community.

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- Develop a neighborhood conservation program to facilitate revitalization efforts for the older, historic neighborhoods of Zion to address issues in each neighborhood such as property maintenance, sidewalks, abandoned buildings, parks, and beautification projects to issues of public safety, access to healthy food options, and social services. Pursue funding and technical support for such programs through CMAP, Lake County, or other state, federal and not-for-profit organizations and foundations.

Land Use
Key Strategy 5

Other Land Use Strategies

Recommended Actions

HISTORIC PRESERVATION PROGRAM

Explore the feasibility of creating a historic preservation program for properties in the older part of the community through the identification of potential landmarks.

UPDATE AND SIMPLIFY THE ZONING ORDINANCE AND MAP

The current zoning map and ordinance should be amended to support the proposed land uses discussed in this Chapter. The City should explore technical assistance through CMAP for an assessment and update of the zoning ordinance following the adoption of the Comprehensive Plan. Specific recommendations include:

- **Clarify the purpose and function of Zoning Districts to streamline the code and eliminate inconsistencies and confusion.** Several discrepancies regarding how districts are presented are found in the City's Zoning Ordinance. While inconsistencies do not necessarily constitute a weakness in the regulatory authority of a zoning ordinance, they can create confusion for the occasional user or potential developer, and may create the impression that the ordinance is not an up-to-date regulatory tool. Providing a clear, easy to follow and concise set of regulations will aid the City in attracting desired development by saving time and reducing frustration of City staff and developers. The following are key considerations when updating the Zoning Ordinance:

  - Reduce the number of zoning districts and clarify purpose statements to aid in interpreting and apply district regulations. For example, the R-8 and R-5 residential districts both have a minimum lot size of 8,000 square feet. However, the difference between lots in these districts relates only to lot width and side yard standards. As the R-5 and R-8 are the most broadly mapped residential districts in the City, consolidating these districts should be explored.
  - Eliminate inconsistency in the application of Zoning Districts. For example, the HOD-istrict is mapped and described but not listed as a zoning district in the use list.

- **Improve and upgrade design standards in the Zoning Ordinance to improve the character, quality, and performance of development in the City.** Inadequate standards can result in designs that do not conform to City desires; this can weaken the City's tax base, and contribute to lower property values and investment. Increased specificity regarding design standards creates predictability regarding approval for applicants, a uniform playing field, and enhances the overall quality of projects. The following are key considerations when updating the Zoning Ordinance:

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- Expand and clarify the limited standards currently included in the ordinance for landscaping and lighting of parking areas.
- Include specific requirements for alternative stormwater management techniques or 'Best Management Practices' (BMPs) as contained in the Lake County stormwater management regulations.
- Incorporate applicable design standards for site development and building architecture contained in the Community Design Guidelines (Appendix A) into future amendments of the Zoning Ordinance.

▸ Amend the current zoning regulations and zoning map for Green Bay Road/ Route 173 and Kenosha Road/Route 173 commercial node areas. Provide for the high density/mixed-use options by either creating a new zoning district, planned development district, or overlay zoning for the Green Bay Road area, and change the industrial zoning designation for the Kenosha site to permit commercial uses.

▸ Update the zoning standards to ensure new development fits the existing Downtown context and advances the recommendations described in the Specific Area Plans (Chapter 8, page 127). The building pattern of Downtown Zion is a significant asset of the community and creates a unique setting cherished by residents. However, the existing zoning ordinance contains design features that could allow new development to detract from this pattern and miss an opportunity to build a more vibrant district. The following are key considerations when updating the Zoning Ordinance:

- Require that new buildings be placed at 'build-to' lines that maintain the 'streetwall' or continuous facades along Sheridan Road.
- Require that all parking be provided at the rear or side of buildings, and screened with landscaping or masonry wall to create a buffer with pedestrian areas.
- Provide flexible zoning options so the areas adjacent to Downtown, including the proposed consolidation of civic uses near Shiloh Park, can develop with a mix of uses that engage the retail, institutional and residential components of Downtown.
- Allow mixed-use development with retail on the ground-floor and residential or office uses on upper floors on blocks between Shiloh Boulevard and 26th Street.
- Allow businesses to establish outdoor sidewalk cafes.

▸ Support expansion of affordable housing opportunities for existing and future Zion residents as recommended in the Housing section of this Chapter by creating higher density housing near retail centers. Amend the City's zoning ordinance and map to allow for higher density housing options and locations in accordance with the Future Land Use Plan of this Chapter (page 96).

▸ Encourage the development of telecommunications infrastructure by evaluating current zoning regulations and permitting procedures that affect the location of private telecommunications facilities in the City.

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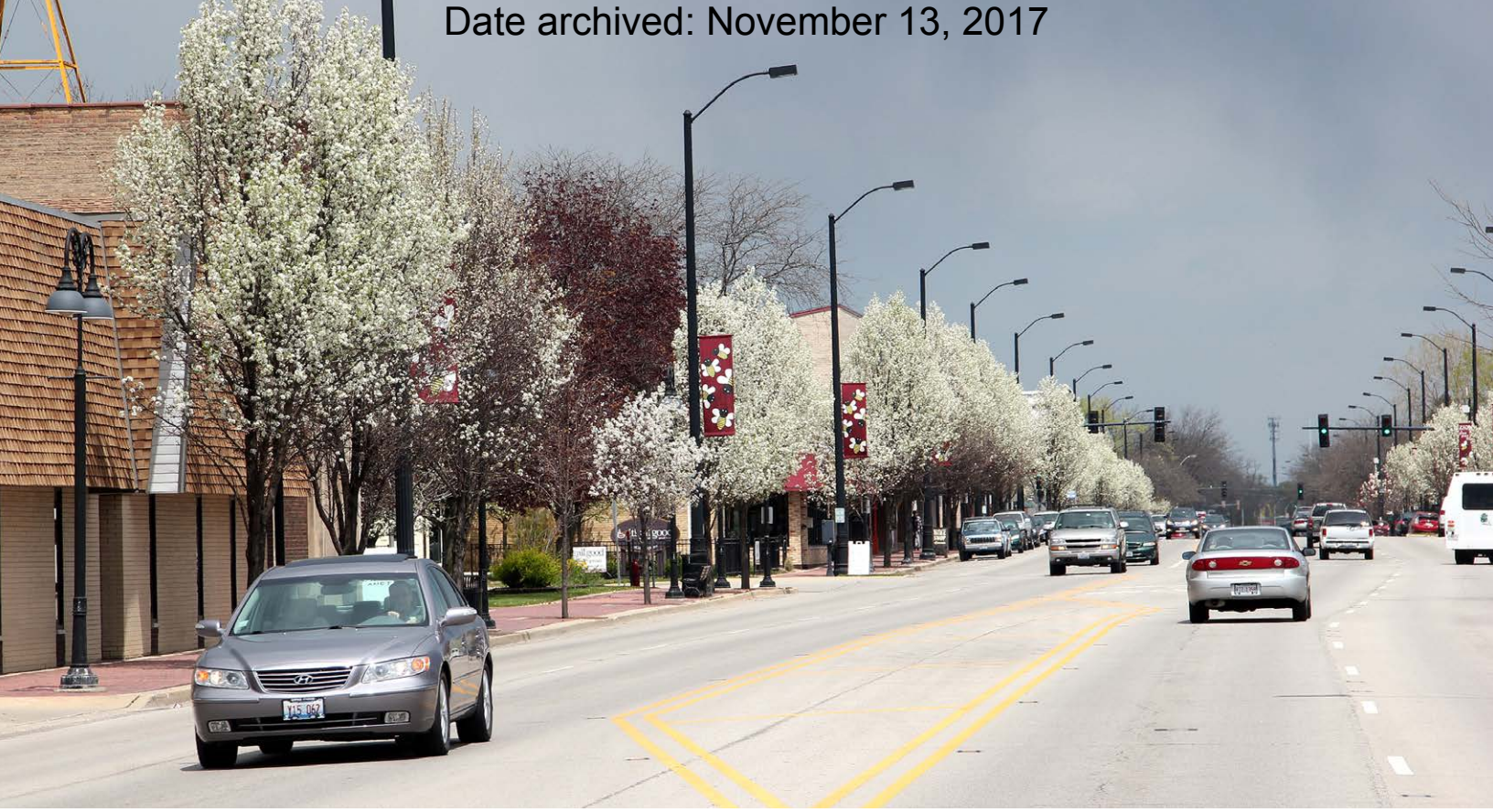

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Transportation Strategies and Recommended Actions

The vision for transportation in Zion is to improve access to public transit and provide alternative transportation options for all residents, employees and visitors. To achieve this vision, the future transportation plan is based on the following core strategic recommendations to make Zion a truly accessible community.

Key Transportation Strategies		
Strategy 1	→	Roadway Capacity and Conditions Improvement
Strategy 2	→	Linked Public Transit Network
Strategy 3	→	Complete Streets
Strategy 4	→	Connect Bike Trails

For each of the primary economic strategies identified above, and the specific recommendations that follow, a specific action plan is provided in Chapter 9, Implementation Plan, providing the recommended timing of the proposed project, responsibilities and partnerships, and potential funding sources.

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Transportation
Key Strategy 1

Roadway Capacity and Conditions Improvement

Recommended Actions

Approximately 95% of Zion's residents travel by car to work[1]. However, as noted in the pavement conditions analysis included in the 'Community Assessment Report,' (See Appendix B) a number of the local streets are in poor condition and in need of maintenance. Respondents to the community survey also noted that the major arterials in the City often experience congestion and speeding problems through some neighborhoods, especially during rush hours. Ensuring that the roadways in the community are well maintained and discouraging speeding will contribute to making Zion a safe place for its residents, workers and visitors. Below are strategic recommendations to improve Zion's roadways. *([1]Source- 2012 American Community Survey, five-year estimates)*

- Apply for grants to rehabilitate existing roads.
- Integrate road improvement into a capital improvement program, while considering major upgrades and improvements to local roads on a maximum twenty-year cycle.
- Utilize distinct pavement markings, colors and materials to clearly demarcate cross-walks, bicycle paths, and travel lanes while roadways are being improved.
- Consider traffic calming measures along streets through residential areas that are reported to have speeding issues.
- While not every public right-of-way will have a bike path, ensure that there is adequate space and safe riding surface for bicyclists as well as motorists on local residential streets in order to encourage residents to bike as an alternative to driving.
- Improve access/road capacity to key commercial and industrial/ employment centers, while also providing the opportunity for bike trail connections as recommended on the Future Bike Trails Plan (Figure 7.11).
- Consider the use of modern roundabouts as an alternative to traffic signals as they are more effective at minimizing crash rates.

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Transportation
Key Strategy 2

Linked Public Transit Network

Recommended Actions

The overall planning approach for Zion's Metra station and Pace buses requires extensive thought and coordination with RTA, Metra, Pace and local governments served by Pace Route 571. It also requires coordination with the other short- and long-range community planning goals so that linking transit methods produces the most efficient use of resources and maximizes utilization. Strategies for achieving these objectives include the following:

LONG-RANGE PLANNING

City representatives should meet with RTA's long-range planning staff concerning a coordinated strategy and options for linking Pace to Metra through a connector system during rush hour and other possible revisions to Route 571, including the extension of the Dial-a-Ride system to the rest of the community.

ENHANCED PROXIMITY TO SERVICES

The land use strategy refers to improving linkages between Downtown and the beach as well as the train station. In addition, as the redevelopment of Shiloh Park takes place, special attention should be given to making sure all public and social service-related activities are within a reasonable distance to a bus stop with an enhanced schedule.

METRA AREA REDEVELOPMENT

Consideration should be given to the creation of a transit-oriented development district area near the Metra Station with an emphasis on conservation-oriented development and a wellness center. Pursue additional planning grants through the Regional Transportation Authority to develop plans that include more detailed design standards, market studies and development feasibility analysis of key opportunity areas. Work with Metra commuter rail agency to identify an overnight rail storage yard site north of Waukegan that will be required to increase train service to Zion, and other communities north of Waukegan, to plan for parking lot expansion, improved train schedule service, and joint development opportunities.

To understand the distance to public transit within the community, the CommunityViz software model was used to map the proximity to public transit locations from Zion's employment centers and residential areas, as described on the Future Land Use Plan. The employment centers included all commercial and industrial uses. Figure 7.12 shows the distance of residential units from the existing Pace bus route and Metra station, while Figure 7.13 shows the proximity to job centers in the City. Considering that the preferred maximum walking distance to a bus stop is a quarter mile and a half mile to a train station, a significant portion of the Zion community is not well served by public transit, except for the area around Sheridan Road and Shiloh Park west to Lewis Avenue. In addition to the Fixed Pace Route 571, Pace partners with Zion-Benton Township to provide Dial-a-Ride service to much of the City, including Walmart. Only those employment locations along the Pace bus route will encourage workers to use public transit to commute to work, or will provide employment opportunities for those individuals who do not have access to a car. Given the potential for future industrial and residential develop-

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Transportation (cont'd)
Key Strategy 2

ment to the west and north of the community, the City should work with Pace to investigate the extension of the Pace bus route to serve these areas to provide an alternative mode of transportation.

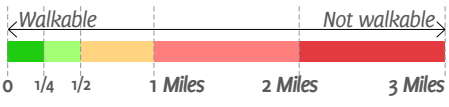
As described in the 'Housing + Transportation' analysis for Zion (included in the Community Assessment Report (see Appendix B), Zion's households spend more on transportation costs than on housing costs, which is around 4% higher than households in Lake County. Improving access to public transportation will provide residents an opportunity to decrease this transportation cost, while also decreasing their vehicle miles traveled and the impacts of pollution. Such cost savings can be used to improve homeownership rates and property conditions.

- Recognizing that 20-30% percent of greenhouse gas emissions in the Chicago metropolitan area come from personal transportation, the City should promote car-pooling, ride-sharing, car sharing/co-op programs, walking, bicycling and public transit use.
- Study the feasibility of initiating trolley service in the City, connecting the Downtown district to the Metra Station and Illinois Beach State Park.
- Extend Pace bus service and connections to key recreational, civic and employment locations in the community.
  - Work with Pace to plan for expanded bus service within the City for greater connections among bus routes and with Metra commuter rail timetables. Specifically, extend bus service to the Zion Metra Station, commercial and industrial areas to the west and north of the community.

Measuring pedestrian access to public transit for Zion's residents-
The physical distance to Pace bus stops from residential land uses was mapped using CommunityViz. While the actual distance along roads will vary, this analysis highlighted the residential areas that are not well served by public transit.

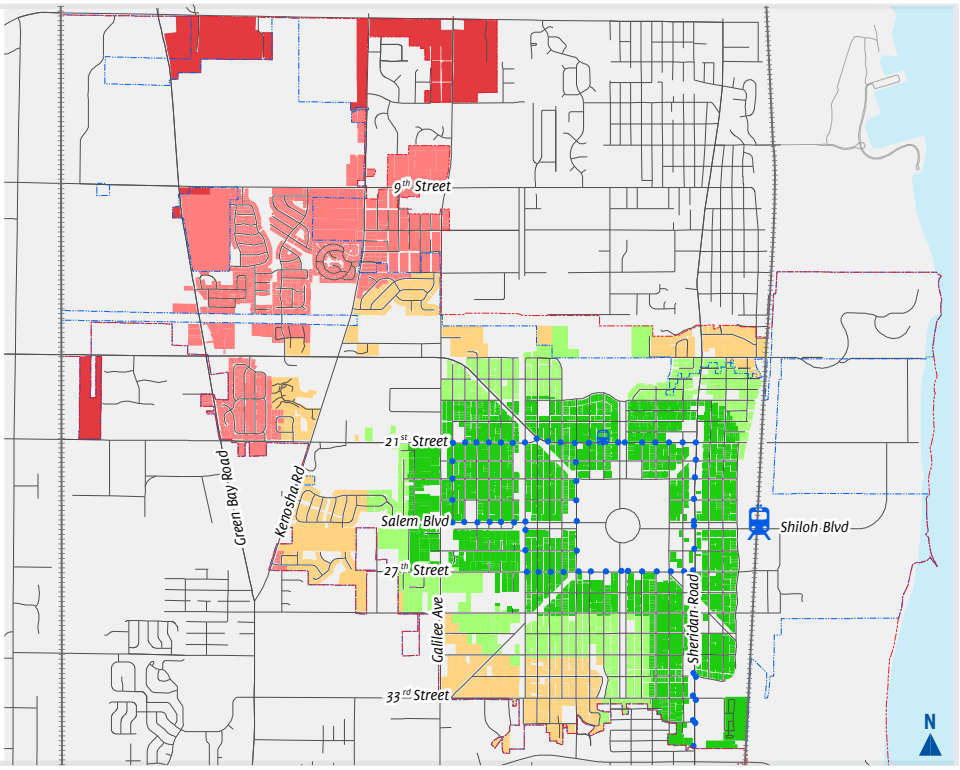
Public Transit Route Stops

Distance to transit from residential uses



Ideal walking distance to a bus stop

Ideal walking distance to a train station



Prepared by Teska

Figure 7.11 Distance to public transit Locations for Zion residents
Source: Lake County GIS database 2015
(Note- As this map is a graphic representation of an analysis produced by the CommunityViz software, it is not at the same projection as other maps in the document.)

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- Ensure that all bus stops and the commuter rail station are provided with safe and sufficient pedestrian and bicycle access.
- Provide bus shelters that are safe, comfortable, convenient and accessible to all passengers, including seniors and the disabled.

▸ Increase Metra service schedule and explore increasing commuter parking when warranted.

- Enhance street/rail crossings in order to improve safety and enhance aesthetics for motorists, bicyclists and pedestrians.
- Work with Metra to plan for service improvements and landscape enhancements along the ROW of Metra's Union Pacific North Line. Landscape improvements require coordination with the Union Pacific Railroad who owns the rail line.
- Consider establishing a modest municipal parking fee at the Metra lot to help balance demand in Zion, reduce congestion, and provide a funding source for maintenance of the lots.
- Improve wayfinding signage at Sheridan & Shiloh Roads to direct commuters, and enhance connectivity between Metra, Downtown and the Lakefront.

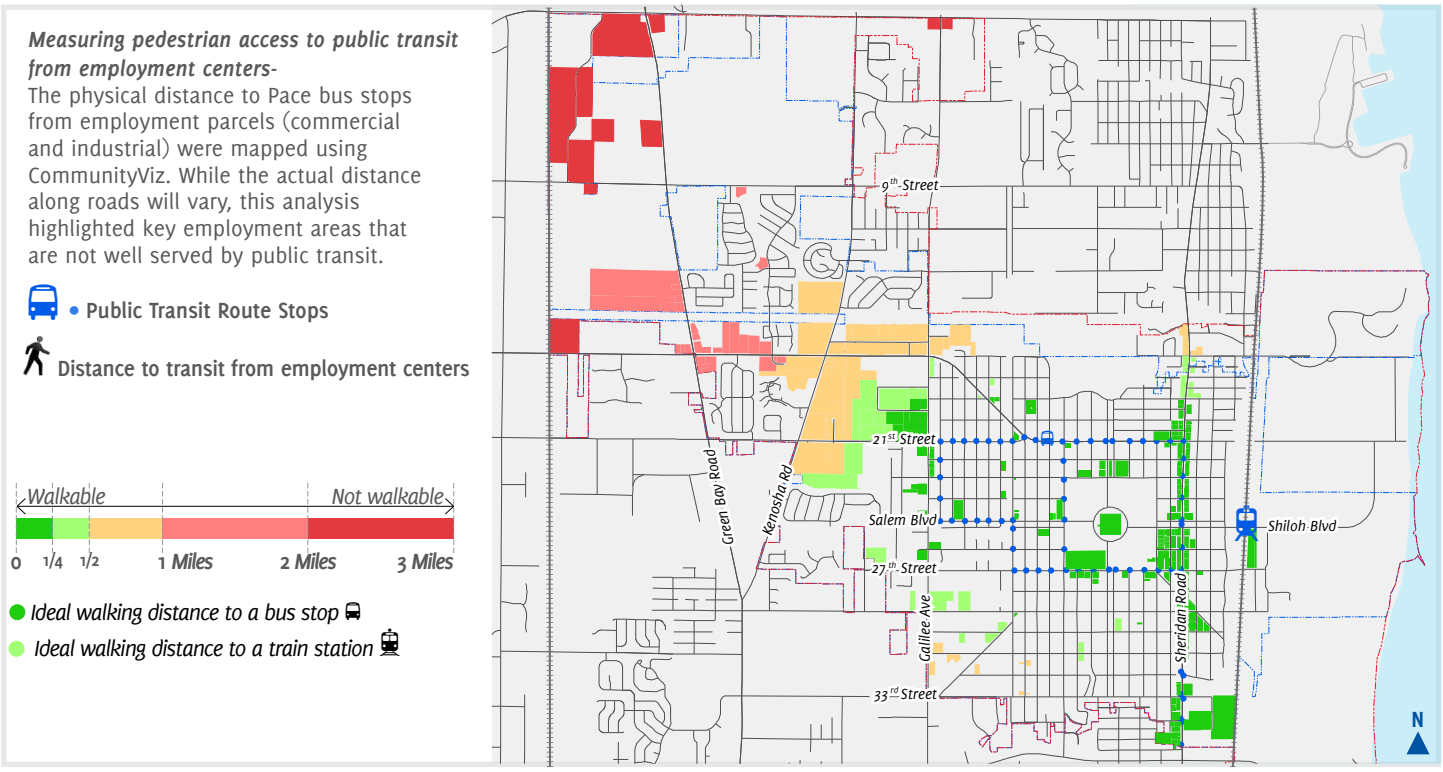

Figure 7.12 Distance to public transit locations from employment centers

Prepared by Teska

Source- Lake County GIS database 2014

(Note- As this map is a graphic representation of an analysis produced by the Community Viz software, it is not at the same projection as other maps in the document.)

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Transportation
Key Strategy 3

Complete Streets

Recommended Actions

Achieving a substantial decrease in the City's vehicle miles traveled will require both a shift in personal trip-taking behavior, as well as an increased commitment to encouraging walkability. By ensuring safe pedestrian access to community facilities residents may choose to walk instead of driving, especially for short trips, thus reducing the vehicle miles traveled per household. In turn, this would positively impact fuel consumption, air pollution, health and the quality of life in the community. Some of the conditions that encourage walkability include an interconnected street system, complete sidewalk connections, pedestrian crosswalks, universal design (ensuring accessibility for people of all ages and abilities) and well-lit streets that create a safe environment for pedestrians. Applying CommunityViz software model, priority walkable areas around community facilities in Zion were identified. The community facilities that were included are commercial, institutional, and medical uses, City parks and the Metra Station. While it is unrealistic to add sidewalks to every street in the community to improve walkability, ensuring that the streets within a quarter mile distance of existing Pace bus routes, and half mile around the Metra station, have connected sidewalks will encourage residents to use public transportation. While the exact condition of the sidewalks were not noted as part of this study, ensuring that the sidewalks in the areas around community facilities are complete and safe for all users will contribute to making it an inviting walkable environment, in turn contributing to a healthier lifestyle.

- Incorporate funding in a capital improvement program to improve, and install the sidewalks in the community, with priority to those areas within the walkable distance defined around community amenities on Figure 7.14.
- Ensure that all public rights-of-way include sidewalks on at least one side of the street, especially in the areas around community facilities identified on Figure 7.14. Preferably, provide a parkway separating vehicles from the pedestrians along the sidewalk.
- Ensure all public rights-of-way are safe and accessible to the elderly and the disabled.
- Provide adequate street furniture along public rights-of-way, including benches, waste receptacles, bike racks, street lights and other amenities, depending on the context of the street.
- Provide street trees and ecologically sustainable landscaping treatments along public rights-of-way.
- Ensure that streets are sufficiently lit and landscaping along the sidewalks are maintained to improved pedestrian safety.
- Create a temporary four-way stop at the intersections during public events, like at Shiloh and Elm during the farmers market.

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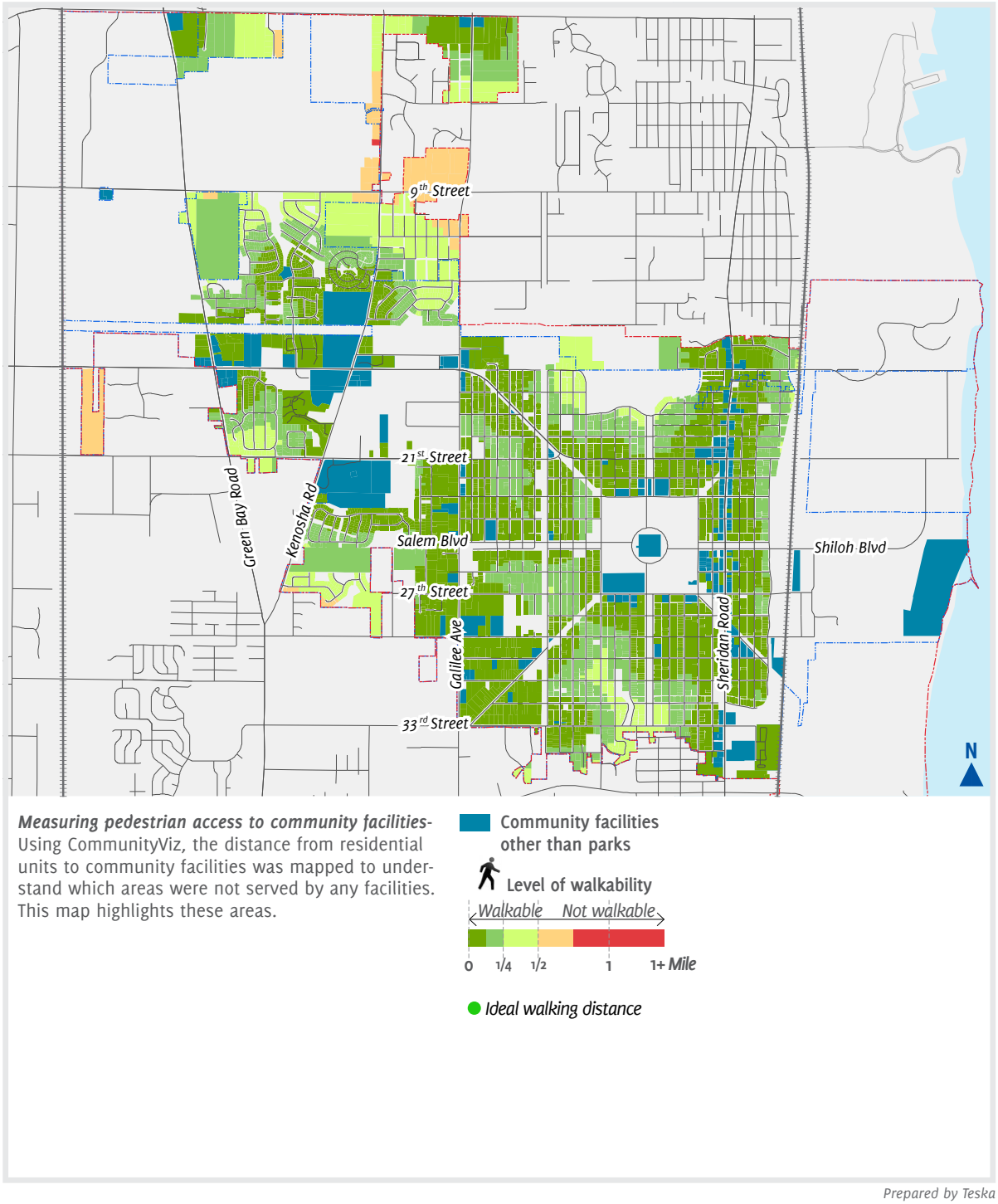

Measuring pedestrian access to community facilities- Using CommunityViz, the distance from residential units to community facilities was mapped to understand which areas were not served by any facilities. This map highlights these areas.

Prepared by Teska

Figure 7.13 Walkability to community facilities
Source: Lake County GIS database 2015
(Note- As this map is a graphic representation of an analysis produced by the CommunityViz software, it is not at the same projection as other maps in the document.)

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Transportation
Key Strategy 4

Connect Bike Trails

Recommended Actions

Besides having the Illinois Beach State Park trail system, Zion is fortunate to have a major regional trail through the community – The Robert McClory Bike Path. However, there are no nearby regional east-west connectors linking this trail system to the Des Plaines River Trail, the closest being 12 miles to Zion's south. The Greenway system suggested on the Framework Plan (Exhibit 2.1, Chapter 2) provides an opportunity to expand Zion's bike trail system. Providing this east-west connection is an opportunity to tie in this regional trail system at the local level and connect it to the Illinois Beach State Park. Where trail connections traverse through residential areas or where there is not sufficient space for a dedicated trail, roadway improvements and traffic calming measures should be encouraged for safety purposes. Figure 7.15 shows the proposed bike trail connections and strategic recommendations are included below.

- Secure funding to produce a dedicated bike plan for the community through IDNR, IDOT or other Federal of State programs.
- Add the recommended bike path connections as shown on the bike trail plan during roadway improvement projects (Figure 7.15).
- Ensure that bike trails connect to regional trails, and connect residential areas with schools, parks, business districts, community facilities, and public transit locations.
- Ensure that community facilities provide sufficient number of bike racks close to the building entrance, and that these areas are sufficiently lit.
- Utilize permeable paving materials for all dedicated bike trails.
- Enhance existing bike trails with street furniture, signage and appropriate lighting.
- Improve safety along the trails by ensuring that they are well lit and landscaping is trimmed and maintained along the route.
- Make improvements and add appropriate signage along bike routes in accordance with AASHTO (American Association of State Highway and Transportation Officials) design guidelines.
- Study opportunities to reduce the amount and speed of vehicular traffic in order to reduce bicycle and auto collision rates by including traffic calming measures, especially in areas identified as having higher crash incidences as noted in the assessment report. If needed, utilize multiple types of traffic calming measures at key locations to improve the overall effectiveness of this strategy.
- Consider providing a buffered bike lane along Sheridan Road to improve bicyclist safety. Buffered bikes lanes should be designed to ensure buses are able to safely access bus stops, with adequate notice to alert bicyclists.
- Work with residents and businesses along Sheridan Road to create an access management and public parking plan for the corridor, to reduce auto and pedestrian/bike incidents.
- Utilize corner "bulb-outs" and other street design elements to create safe crossing conditions for pedestrians and bicyclists. The design of "bulb-outs" at intersections should be long enough to accommodate access to both the front and rear door of the bus at bus stops. This allows the bus to be flush against the curb which improves safety for both buses and transit riders.

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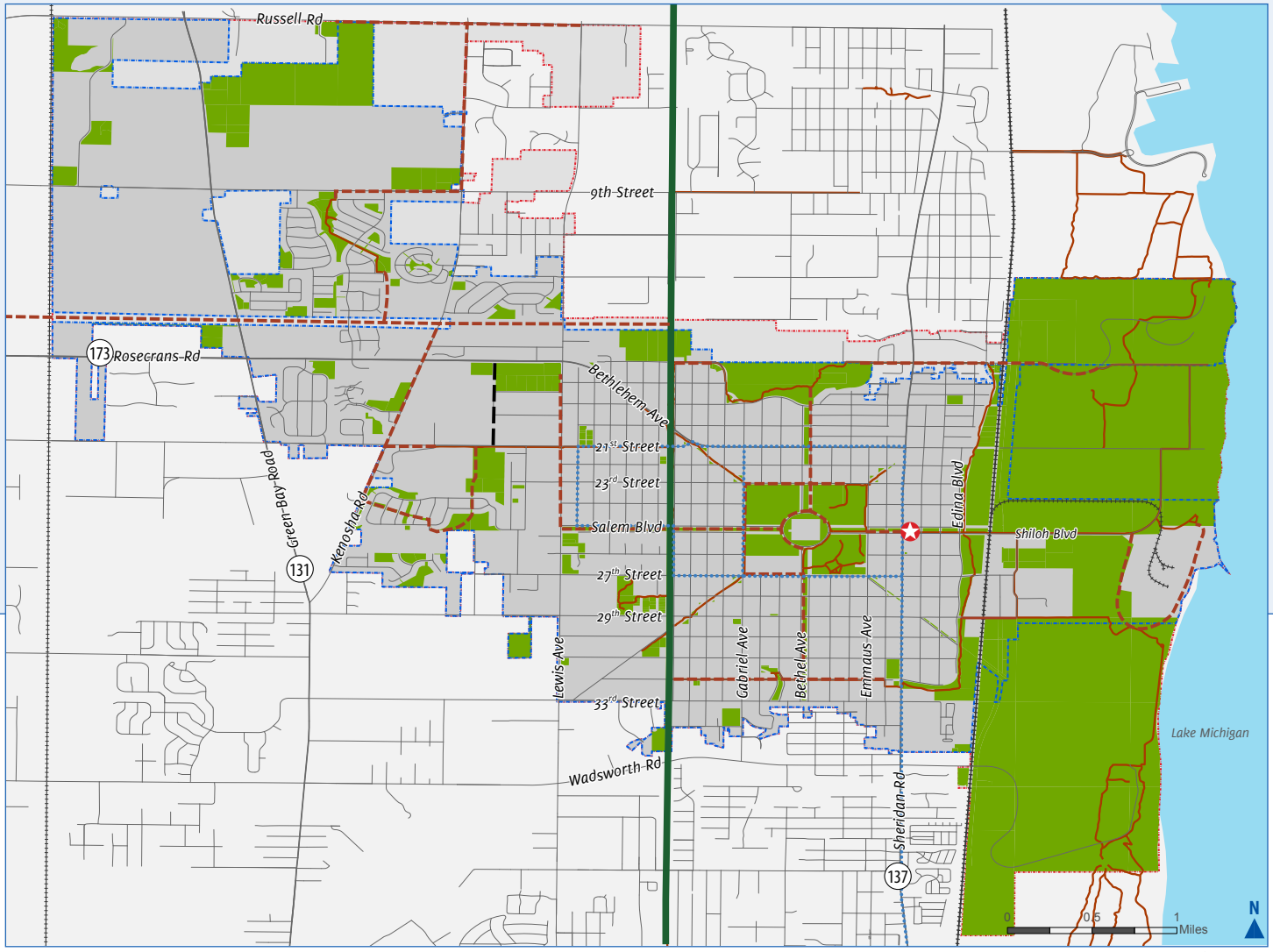

Figure 7.14 Future Transportation Plan
Source: Lake County GIS database 2015

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CHAPTER 8

Specific Area Plans

The Specific Area Plans described in this Chapter provide more in-depth analyses, detailed policies and strategies for three of the City's primary development opportunity areas. These include Downtown Zion, the Lakefront & Metra Station area, and the Route 173 Corridor.

In the future, each of the specific areas in Zion are expected to offer different development opportunities based on their unique locations, attributes and place within the City's history. All, however, will contribute significantly to the City's revitalization, and collectively will be transformative in shaping the future of Zion.

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Specific Area Plan
Downtown

In addition to its history as a planned community with a strong recreation/open space focus, Zion was an employment and commercial center of Lake County, and Downtown was the primary commercial center of the City. Like many downtowns, Zion's central business district suffered when the Tri-State Tollway was developed with the shopping malls that followed. Shopping Centers, such as Gurnee Mills, attract price conscious customers away from what was a thriving Downtown along Sheridan Road.

Zion's major commercial corridor runs two-miles along Sheridan Road from just north of Wadsworth Road to just north of Route 173. Auto-related freestanding commercial and retail buildings characterize most of this corridor, with the exception of Zion's Downtown. Most of this corridor is stable and the buildings are functional. Neighborhood shopping centers anchored by grocery stores and mass merchandisers were built north and south of the Downtown core. When Commonwealth Edison closed the power plant nearly 800 jobs left the Downtown area. The Downtown has continued to suffer from vacancies and underutilized buildings. Just 1/4 mile east of Downtown Zion is the 1,900+-acre Illinois Beach State Park which annually attracts over 1 million visitors.

This Chapter of the Comprehensive Plan provides a conceptual plan to guide Downtown Zion's development potential in the next ten-years. The goal of plan is to re-establish Downtown Zion as a thriving commercial and social center of the community that provides convenience shopping, unique dining and specialty stores, office space, and a location for events that celebrate the area. The economic development issues facing the surrounding community are broader than the improvement of the City's commercial areas; however, successful improvement of Downtown Zion will be a powerful sign of the City's potential.

(Additional information and recommendations for Downtown Zion are also provided in Chapter 2 - Policy Formation, Chapter 3 - Economic Development, and Chapter 7 - Land Use and Transportation)

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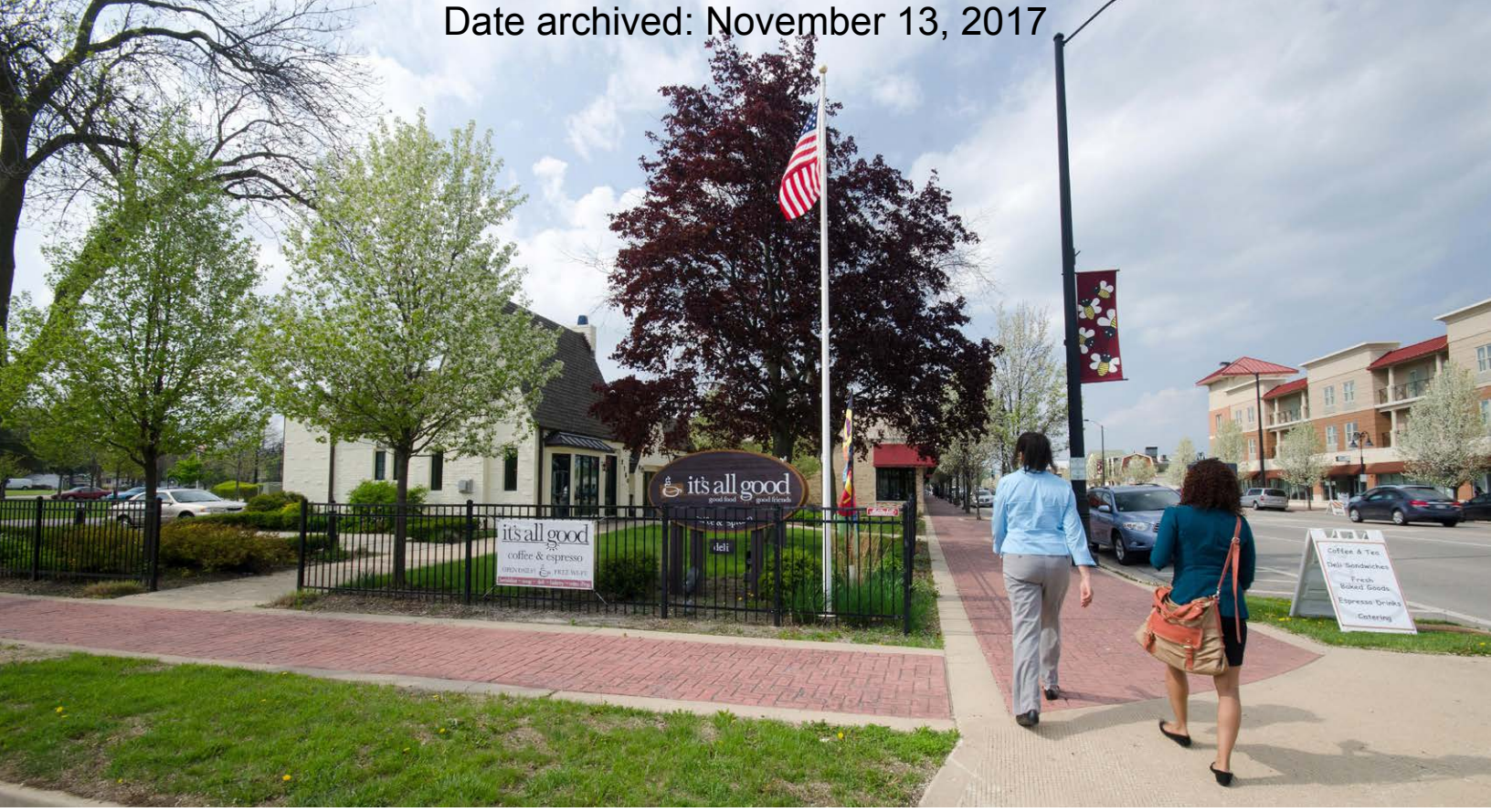

The core of Downtown Zion is a four-block section of the Sheridan Road corridor from 29th Street north to Shiloh Boulevard, which is the symbolic heart of the community. This section consists of one to three story buildings that are mostly contiguous with each other and provide a pedestrian oriented ambiance. The Downtown has a collection of 44 store fronts of which seven are vacant (16%). As is typical of traditional commercial areas, the majority of Downtown Zion's stores have independent business owners as the primary tenants. Almost all the retailers in Downtown are local businesses, with the Ace Hardware franchise being the only national store. Most of the ground floor uses in the Downtown are occupied with offices – professional and business – and a few personal service stores – cleaners and hair salons.

The main drivers of traditional shopping areas: apparel, optical, jewelry and shoes, known as "ego-intensive," represent only a few tenants – three clothing type stores, one jewelry store, but no shoe stores. Food service, another key component to a successful downtown, consist of two restaurants and a couple of coffee shops. Home furnishing stores consist of one shop and some gift stores. The Downtown also has a carpet/tile store and a cycle shop as destination retailers. Downtown Zion would benefit from more ego-intensive stores, especially sports themed restaurants that would invigorate the Downtown area.

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Downtown Character and Improvement Opportunities

The elements of Downtown Zion that create a strong business climate, combined with recommendations and opportunities to re-establish it as a thriving destination for a broad range of civic, entertainment, working and living options, include:

Zion's History

Unlike most communities that were established at a convenient crossroads, Zion was established as part of a social movement and still has roots in that past. This history provides a basis for events, builds community pride and attracts interest from the press.

Nearly Continuous Facades

Nothing hurts a retail area more than a series of "missing teeth" along a main street. As long as the buildings in Downtown Zion are continuous, the opportunity exists to have adjacent businesses that share customers.

Two-Sided Retail Streets

Although it is very pleasant to have a central square or other open space in a downtown, the resulting one sided retail streets limit cross shopping opportunities and make the marketing of businesses more difficult. Much of Downtown Zion has the preferable situation, two-sided commercial streets. While Sheridan Road is a major thoroughfare, modifications can be made to reduce speed and increase pedestrian access and comfort.

Very Attractive Parks

As previously mentioned, Zion is the home of one of Illinois' most visited state parks. Unlike most state parks which are miles from the nearest town, the entrances to Illinois Beach State Park are relatively close to Downtown Zion. However, the association of Downtown Zion as the "gateway" to IBSP would enhance its recognition and bring more customers to Downtown. Therefore, this plan advocates making Shiloh Blvd. the primary entrance to the State Park and the gateway to the unique development, eco-tourism and education centers envisioned for the Metra station area and Lakefront. The City parks in Zion are also exceptionally attractive and easily accessible from Downtown.

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Existing Streetscape Elements

Trees, wide sidewalks, banners and planters are already in place and need to be enhanced with more pedestrian-oriented improvements.

Affordable Real Estate

Both rental and purchase of commercial space in Downtown Zion are lower than typical for communities with the available amenities. This may allow attraction of retailers who want affordable space near a community where they can affordably enjoy living. However, offsetting these lower costs is a very high real estate tax rate that makes Zion less competitive.

Strong Independent Businesses

The business mix in successful downtowns not only includes a variety of uses but also a mix of ownership types. The dominant ownership type is the independent business. Unfortunately, independent retail businesses are the most financially precarious. It greatly improves the business climate when, as is the case in Zion, there are successful independent businesses. However, national tenants bring a cachet to the street and will help the performance of the local merchants.

Public Funds Available For Streetscape And Event Programming

The City has wisely planned to allocate funds for streetscape improvements, events, and marketing. One key to the excitement that differentiates Downtown from other shopping environments is the presence of events like Jubilee Days, the Passion Play, Nostalgia Days and others. Expanding programs like this should be considered.

Pleasant Surrounding Neighborhoods

To the detriment of many downtowns, the surrounding neighborhoods often contain the community's poorest housing. That is not the case in Zion where pleasant surrounding neighborhoods provide attractive housing. Preservation and improvements to downtown neighborhoods will strengthen Downtown.

An Expanding Hospital Associated With Cancer Treatment Centers of America

CTCA not only adds medical offices with employees that are customers for Downtown businesses, but the type of care being provided means there are long term stays by relatives that drives the market for hospitality businesses. Building on this unique asset represents a significant opportunity for the Downtown.

Public Services

The statement that a community makes when it establishes a location for City Hall and/or a Post Office is very important. When downtown locations are chosen, as in Zion, there is a clear message of commitment to the downtown. Anchors such as the City Hall and Post Office attract residents for business and other activities.

Proximity To Gurnee Mills

Successful downtowns today often package themselves as an add-on to a premier destination attraction. Because of proximity to Gurnee Mills, Zion has the potential to provide a very different experience for the shoppers traveling a great distance to spend the day in the area.

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What the Community Wants to See (Downtown)

Survey Says!

Improve Downtown Streetscape

Diversify Dining Options

Integrate Entertainment Venues

Redevelop Vacant Sites

Reduce Speeding/Traffic Congestion

The need for more public parking was identified by most residents during the public workshop as a high priority issue. Improving Downtown's image through streetscape improvements and adding sit-down and fast casual restaurants (e.g. Chick-fil-A, Chipotle) were the next most frequent ideas for the area. Residents also expressed desires for the City to explore adding art galleries, health food stores and possibly a children's museum. More general neighborhood oriented and special retail uses are also considered important to the Downtown, with the preservation of nearby neighborhoods.

Respondents to the Community-wide survey identified high quality and fast casual and family-oriented restaurants (e.g. Lone Star, Chili's, Olive Garden, and Buffalo Wild Wings) as the most desired types of uses for the Downtown. Respondents also want to re-establish a theater in Zion, which came in as a close second to restaurants as a much sought after entertainment use along Sheridan Road, with many favoring a small theater in Downtown. Other entertainment uses included art galleries, taverns and craft breweries, jazz/blues clubs, music/coffee café, and family-oriented activities (e.g. bowling, skating rink). Redevelopment of vacant sites with higher density housing, and more convenience and specialty retail, including antique shops and bookstores, health clubs, art supply, and a bakery were additional ideas to enhance the draw to the Downtown.

The community survey results also noted speeding along Sheridan, with most speeding complaints registered for segments of the road north and south of the Downtown, although speeding in Downtown is also perceived as a problem. As with speeding, traffic congestion appears to occur most at intersections north and south of the Downtown during the AM and particularly during the PM rush hours (4-7pm). Further studies may be warranted to analyze traffic congestion and travel speeds, including intersection improvements to reduce congestion, as well as traffic calming measures to reduce speeding and ensure vehicle and pedestrian safety. The frequency of bus service, lengthening the time of bus service to later in the evening, and creating a shuttle to destinations along Sheridan Road from the Metra station, such as Downtown, are suggested improvements to the transit system.

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What the Market Reveals (Downtown)

The immediate population within a quarter-mile who can easily walk to Downtown is limited (See Table 4). However, the daytime employment within a quarter-mile is much greater than the residential population, and at the half-mile the daytime employment level is just slightly lower than the residential population. Increasing the residential density near Downtown, combined with the planned expansion of CTCA, the City's largest employer, will strengthen its market potential.

Downtown's physical appearance is also important in attracting retailers and customer to Zion. The buildings in the Downtown need to be three or four stories in height to provide a pedestrian oriented scale, which is proportionate to the width of the street and provides definition for the Downtown area. Retail and restaurant activities should occupy the ground floor areas and upper floors can have loft style apartments, hotel rooms, or offices. Sidewalks should be wide enough to allow for outdoor dining, and if this is not possible, the City should allow restaurant operators to use the parking spaces in front of their business as additional seating for their restaurant. Visible outdoor dining is important because it brings activity to the downtown that other people can see – "people attract people".

Table 4 Demographics around Core Downtown

Demographic	Quarter-mile	Half-mile
Population	1,801	3,920
Households	654	1,438
Per Capita Income	$18,963	$20,639
Avg. Household Income	$50,430	$49,992
Employees	3,183	3,663

Source: Scanus 2014 estimate

To improve Downtown, Zion needs to develop more destinations, including creating more full-service restaurants, and create a more traditional downtown ambiance. Improving Downtown Zion is an economic development strategy that will help the entire City. While CTCA has its own cafeteria and food service, the Downtown should be able to provide food service for special events held outside of their facilities and for their visitors. The community has also expressed a desire for more downtown entertainment uses, such as a movie theater; however, Zion at this time does not have sufficient market support for such a use.

Restaurants, however, require more than double the parking spaces that regular retailers need. Downtown should provide this parking through valet and street parking, as suggested in the Downtown Concept Plan (Exhibit A). Angled parking can be on the perpendicular streets to Sheridan Road. Public parking lots or parking structures should be behind the retailers or restaurants.

Zion has four significant generators that will help build customer traffic for the City: Illinois Beach State Park – with potential to develop into a world class destination for Eco-tourism, the Cancer Treatment Centers of America that has a national clientele base, North Point Marina one of the largest boating facilities on Lake Michigan that can also service as a destination attracting boaters from other harbors, and the joint promotion of Zion as a stop on the Lake Michigan-Great Lakes Circle Tour.

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Zion's Downtown would benefit from improvements by these traffic generators:

Key Attractions in Building Customer Traffic	
→	Illinois Beach State Park & Metra Station
→	Cancer Treatment Centers of America
→	North Point Marina
→	Lake Michigan, Great Lakes Circle Tour

IBSP & Metra
Key Attraction 1 →

Illinois Beach State Park & Metra Station

Illinois Beach State Park (IBSP) is of global significance and offers Zion the opportunity to develop the Park a tourist destination beyond the 1.25 million people that now visit the park annually to use the beach mostly for recreational purposes. IBSP is one the best examples of rare dune swell and swale typography, which has been untouched for thousands of years. As a result, this area is ecologically significant with rare vegetation and animal life. Because of the significance of this site, IBSP has the elements necessary to become an international tourist destination. (For an expanded discussion on recommended improvements to IBSP to enhance tourism see the Lakefront & Metra Station Area Plan section that follows on page 132.)

Development around the Zion Metra station, which is less than a half mile away from Downtown, has the opportunity to enhance marketing Downtown Zion as a destination, and to increase pedestrian traffic in the Downtown area. The introduction of bike sharing at the Metra station and potentially electric buses to move visitors into the Downtown area and through the park would create a very special visitor destination.

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CTCA
Key Attraction 2

Cancer Treatment Centers of America (CTCA)

CTCA generates traffic to the Downtown from their employees and from people visiting the hospital; however, CTCA has its own cafeteria which limits potential customers during the lunchtime, but still provides opportunities for after work events. Many guests visiting the hospital stay at the 84 room Inn at Market Square and at a CTCA lodging facility just a block north of Shiloh Boulevard. CTCA with its national draw needs more lodging facilities for its guests. With either additional room guarantees or development of an international tourist destination, more lodging in the core area would help the Downtown support more restaurant activity. The development of Illinois Beach State Park into an international eco-tourism destination will bring benefits to CTCA patients by providing more recreation tourism opportunities, including expanding restaurant and lodging choices.

Marina
Key Attraction 3

North Point Marina

The marina, with 1,500 slips and docks to accommodate visiting boats, offers an additional attraction for Zion. Both Racine, Wisconsin and St. Joseph, Michigan have developed downtowns that have benefited from their harbors. Lake Michigan boaters look for interesting sailing destinations. If an Illinois Beach State Park interpretive center were developed in Zion, along with more good restaurants, it has the potential to be an attraction for boaters.

Circle Tour
Key Attraction 4

Lake Michigan Great Lakes Circle Tour

Zion can be a popular stopping point on the Great Lakes Circle Tour route if it can further develop destinations for visitors. The Great Lakes Circle Tour is just another opportunity to promote Zion as a tourist destination and build visitor traffic.

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Downtown Development Concept

The Downtown Development Concept Plan (Exhibit 8.1) details infill redevelopment opportunities and improvements to off-street and on-street parking areas, pedestrian walkways, and general streetscape that take full advantage of Downtown's strong assets and economic market potential.

As an established business center in the historic core of the City, the Downtown is well served with public utilities. The Community Assessment Report documents that the City has adequate water and sewer capacity, but that older sewer infrastructure may need replacement. Currently, Sheridan Road is a four lane principal arterial road, with an average daily vehicle count of 19,400, which is a desirable number for potential retailers seeking locations on high traffic roads. Except for resurfacing improvements, no other improvements to Sheridan Road or to local transit services are planned in the near-term by IDOT or included in Lake County's 2040 Transportation Plan. Public transit services are provided by Pace bus route #571 and the Metra commuter rail station located within 1/4 mile of Downtown Zion. Recommendations to strengthen the Downtown market include:

Mixed Use

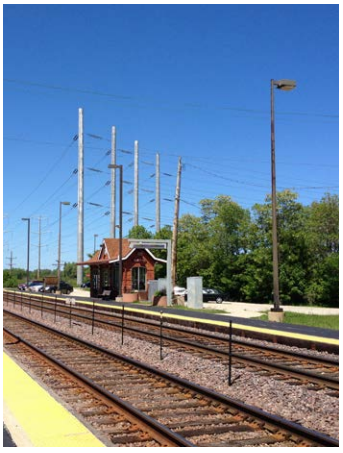
Developing new retail and residential in mixed-use buildings focusing on the blocks between Shiloh Blvd. and 26th Street. Buildings should be placed at "build-to" lines that maintain the 'streetwall' or continuous facades along Sheridan Road. All parking should be provided to the rear or side of buildings and screened with landscaping or masonry wall to create a buffer with pedestrian areas.

Accessibility

Maintain and improve the existing system of alleys to provide access to rear parking lots, and locate utilities and refuse services out of view from the public.

Public Parking

Expand public parking through more efficient design of existing lots, adding on-street spaces within the right-of-way along Shiloh Blvd. and on the side streets that connect with Sheridan Road.



Downtown Placemaking

Improve pedestrian areas and opportunities for outdoor dining by introducing temporary 'park-lets' that expand the pedestrian area by temporarily converting parking spaces for outdoor seating.

Tourism

Introduce a public building north of Shiloh Blvd. to provide opportunities for expanded civic and tourism functions, such as a museum, lakefront interpretative or research center.

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Ground Floor Retail

Limit the amount of non-retail uses on the first floor of buildings. Work with CTCA to expand Downtown as a medical service center, while limiting office and medical uses to upper floors.

Expand Local Market

Expand the local market by adding general office, medical office, temporary lodging and denser multiple-family residential uses.

Community Events

Expand the festival marketplace atmosphere by programming more frequent events.

Identity

Improve gateway and way-finding signage from nearby attractions, bike paths, and major roadways. Add signage and promote the Sheridan Road drive through Zion as part of the 'Great Lakes Circle Tour.'

Train Schedule

Work with Metra to develop and then market special summer train schedules to Zion and the IBSP.

CTCA Visibility

Improve access and visibility of CTCA's campus to the Sheridan Road corridor by creating a formal entry south of Shiloh Blvd, in line with the new entrance to the Hospital.

Facade Maintenance

Preserve and enhance the diverse, attractive building facades.

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Exhibit 8.1

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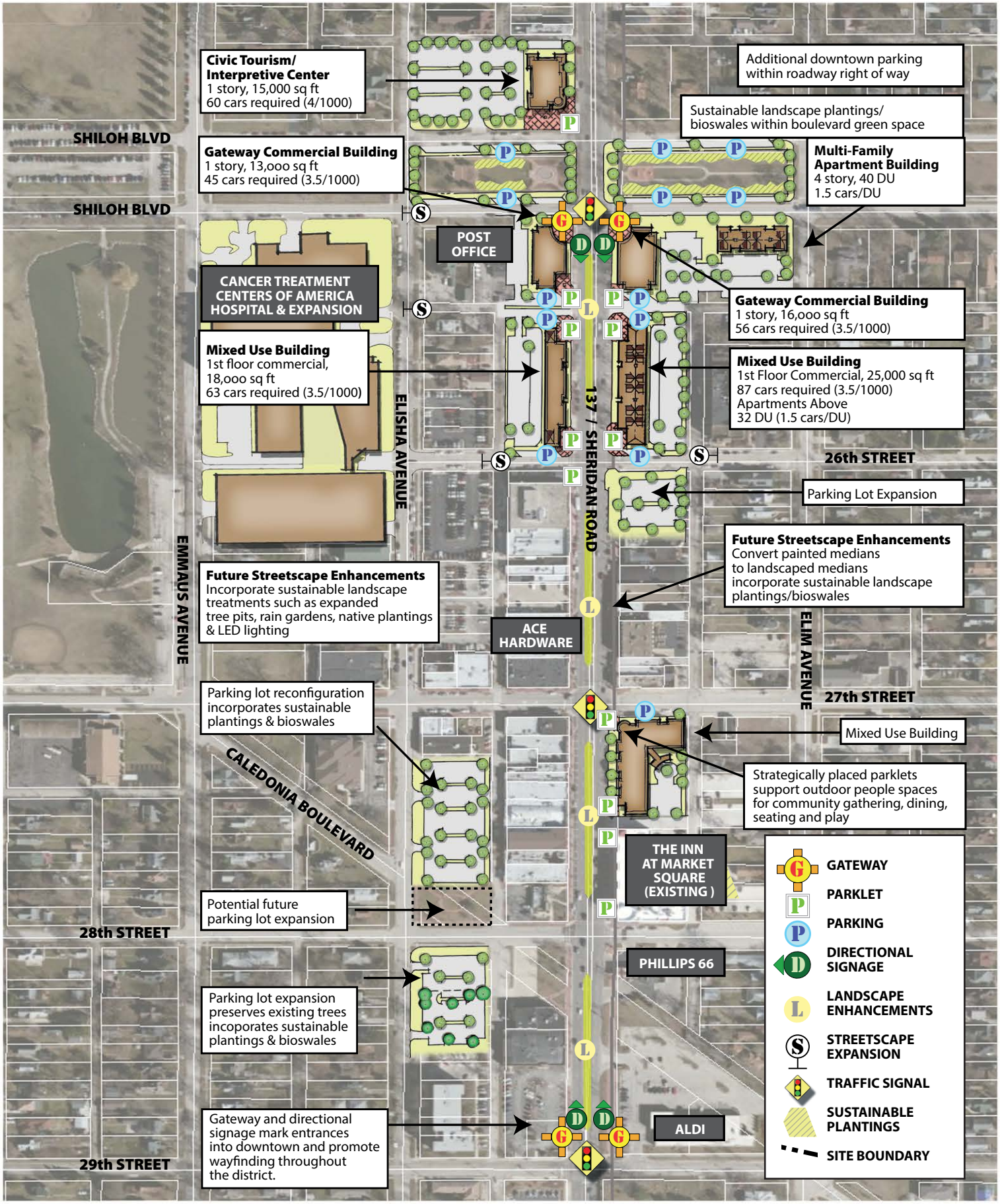

Zion Comprehensive Plan - Downtown Sub-Area Concept

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Specific Area Plan
Lakefront & Metra Station Area

The City of Zion is situated in an incredibly rich location ecologically, adjacent to Lake Michigan and Illinois Beach State Park, and straddling the Kellogg Creek and Dead River watersheds. From a natural resources perspective, the citizens of Zion benefit from close access to a diverse array of landscapes unique to Lake County and the region.

Zion's lakefront is particularly significant, as it is highly regarded as one of the more biologically rich places in the world. The lakefront area encompasses a large area of the Waukegan Moorlands, an incredibly diverse array of landscapes that have been studied by leading ecologists since before the turn of the century.

The Lakefront area includes 800 acres of Illinois Nature Preserve, an area of beach ridges (dune swell and swale) that supports a great diversity of ecosystems, including sand savanna, sand prairie, wetland, and beach communities. The IBSP contains the only remaining undeveloped Lake Michigan shoreline and sand dune complex in Illinois. **Its ecological and cultural value should not be underestimated as this range of unique ecosystems is found nowhere else on earth.**

The ecology of the Lakefront planning area is completely unique in the world and remains virtually unrecognized other than by local ecologists. To put the importance of this area into an appropriate context, experts familiar with this area agree that it could accurately be called the "Rain Forest of the North."

In the midst of this national treasure, positioned on the lakefront is the Zion Nuclear Power Plant. Owned by Exelon (parent company to Commonwealth Edison), the plant was taken out of commission in 1998. Dismantling and decontamination began after the expiration of the plant's operating license in 2010, and it is anticipated that this process will be completed by 2020. The location of the power plant separates the north and south ends of the IBSP.

Unlike other development areas in Zion, the aim for the Lakefront planning area is to contain development to using only pre-existing sites where the unique ecosystem has already been disturbed. The rest of the land should remain untouched, as it is the existence of the land itself - in its pristine condition - that has value and the ability to generate increased interest and revenue for Zion as a whole.

(Additional information and recommendations for the Lakefront, Metra area and ZNPP are also provided in Chapter 2 - Policy Formation, Chapter 3 - Economic Development, Chapter 6 - Parks, Open Spaces & Natural Resources, and Chapter 7 - Land Use and Transportation.)

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What the Community Wants to See (Lakefront & Metra Station Area)

Most residents during the public workshop identified the need for more parking and improvement of roads accessing the City's lakefront park, and at the Metra commuter station. Bike path maintenance was also a reoccurring concern. Establishing access to the Metra station with bus service is important to enhance use of the train and a bike rental system would encourage residents and visitors to access the station area and Downtown without the need for a car. Reuse desires for the nuclear plant and Metra station areas include a wide range of commercial uses, such as dining, theater and a hotel. Some participants indicated a desire to provide housing, expand recreational activities, and expand cultural uses such as a museum.

Most residents who responded to the Community-wide survey envision the expansion of recreation uses and protection of the natural areas by incorporating some or all of the Lakefront area into the IBSP system. Equally important was the establishment of uses that would benefit the economy of Zion, such as adding high quality housing, commercial/entertainment uses and a hotel. Expansion of public access to the beach, including more hiking and biking trails is desired, along with providing cultural facilities (e.g. a museum or learning center), and places for public gatherings and festivals. Other ideas to promote revenue growth included reusing infrastructure by exploring other electric power production uses, such as solar panel fields, or other renewable energy facilities that would be compatible with the area wildlife and plant habitats.

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What the Market Reveals (Lakefront & Metra Station Area)

The specific sub-area plan for Downtown provides an expanded description of the economic benefits of expanding, protection, and promoting the unique natural resources of Zion's lakefront (See Downtown Specific Area Plan, this Chapter). From an economic market perspective, the global significance of the lakefront ecology offers Zion the opportunity to develop a tourist destination that will appeal beyond the 1.25 million people that now visit the park annually to use the beach mostly for recreational purposes. Because of the significance of this site as a unique natural area, the Lakefront has the elements necessary to become an international tourist destination.

In order to do so, Zion must work with partners to develop the infrastructure to support development and to create a marketing/branding plan. Zion, along with various public and private sector partners, can lead this effort by developing public-private partnerships to help fund this initiative.

The Zion Metra station area and the nearby older industrial uses is a significant redevelopment opportunity to create a unique, green-oriented residential community that integrates the natural area ecology, while providing access to jobs via commuter rail. Creating ecologically oriented projects, as is suggested on the proposed Development Concept Plan (Exhibit 8.2), provides the opportunity to market Zion as a premier destination on the Lake Michigan shoreline.

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Urban and Eco-Design Principles

The Development Concept plan (See Exhibit 8.2) introduces planning and design principles that should inform subsequent and more detailed site investigations and development plans. This plan provides a foundation which the City of Zion can use to establish the desired vision and end-state conditions for the ZNPP site to promote unrestricted commercial use status. Recommendations to create development opportunities, while embracing the unique ecology of the lakefront include:

Reconnecting the Lakefront

Reconnecting the lakefront beach and connecting the north and south segments of the IBSP through the largely undisturbed natural area through the central portion of the lakefront sub-area.

Relocate Main IBSP Entrance

Historically designed as one of the primary boulevards and point of access to the City, Shiloh Boulevard is the major gateway to the lakefront development site. In concert with plans to redevelop the lakefront as a major tourism destination, the City should work with IDNR to establish Shiloh Boulevard as the primary entrance to the IBSP.

Develop with Nature

Create an overall development pattern that is harmonious with and reflects the natural landforms created by the swell and swale dune landscape. This vertical or lineal patterning of the land and the ecology associated with it should be mimicked in site development. Attention should be given to integrating the natural landscape into the developed areas as public opens spaces that could be used for natural stormwater filtration and water recycling. Further design features to minimize the disruptions of the restored swell and swale patterning and ecology should be accomplished through bridge structures for vehicle and pedestrian traffic.

Sustainable Energy

Explore adaptive reuse of the electrical switching yard for solar or wind power production to provide an 100% renewal energy or 'Net-Zero' green development.

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Transit Connection

Establish a transit connection between Metra station and the Eco-resort area, such as a trolley service, to provide access to the Lakefront as an alternative to auto use. Consider establishing a no-car "green zone" to reduce emissions and impacts on the environment.

New Housing

Promote multi-story, higher density housing near the Metra station, with gradual decreasing heights east toward the water. Higher value, high-density residential development will be necessary to support the cost of acquisition and relocation of existing businesses, street and infrastructure improvements.

Commuter Parking

Expand commuter parking to support increased ridership and improvements to train service schedules.

Trails Expansion

Expand hiking and bike trails to interconnect development pods, and to improve access to the lakefront and other trails in the IBSP.

Maintain Historic Street Pattern

Maintain the basic street grid system as an extension and connection to the historic part of Zion, while allowing for modifications or departures from the strict grid for minor streets to replicate the dune swell and swale system.

Minimize Impacts

Establish intensive screening of the dry fuel storage area and orienting development to minimize the impact of such facility.

Green Infrastructure and Buildings

Incorporate ecologically-based green infrastructure practices to improve and reduce water consumption, create sources of renewable energy, and develop "complete streets" that integrate green infrastructure elements. Creating environmentally sensitive development should also be reflected in building design by requiring adherence to LEED design principles.

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Lakefront & Metra Station Development Concept

Unique Ecological Oriented Residential, Tourism and Educational Opportunities

The overall planning approach for Zion's lakefront and Metra station area is to protect, preserve, restore, and manage the portions of the site that are still intact. As already identified in the Community Assessment Report (Appendix B), there are remnants of the dune lakefront landscape that are rare and irreplaceable, and provide beneficial connections between the north and south sections of Illinois Beach State Park. The site context on Lake Michigan with the dune swell and swale landscapes of Illinois Beach State Park offers an unparalleled opportunity to develop uses that are only possible in this kind of environmental setting.

The portions of the site that have been previously built upon, or otherwise impacted, provide opportunities to develop new uses that are synergistic with the state park, enhance lakefront access, and reinforce the overall themes of community health and wellness. The development concepts introduced below embrace many of the ideas generated by Zion's residents to preserve and enhance the natural areas, and to create economic opportunities through new housing, educational, and tourism uses.

Sustainable Development
Key Opportunity 1

Eco-Village

Shiloh Boulevard provides the major gateway to the lakefront site, and should also become the primary access to Illinois Beach State Park. The boulevard could be developed with rainwater features and local art/craft to identify this access. The west portion of the lakefront site is adjacent to the Zion Metra station at Shiloh Boulevard. The station should serve as the location for the hub of an eco-village that provides high density residences (apartments and condominiums) and supportive shops/services for the lakefront area.

There are a growing number of eco-villages in the U.S. with many people choosing to live in locations that offer the advantages of green homes, sustainable site practices, access to nature, healthy local food, and other attributes. The eco-village would offer a distinctively different housing choice for Zion residents, and could be developed with high-performance green buildings and infrastructure. The eco-village could serve as a demonstration of leading-edge practices, and offer a sustainable lifestyle in concert with other health and wellness initiatives in the City.

Environmental Education
Key Opportunity 2

Eco-Institute

A portion of the lakefront site could also be developed as an institutional use that incorporates the latest sustainable building and site practices, such as a center for research, learning and outreach on sustainable practices and Great Lakes water resources, as is currently being practiced by the University of Wisconsin-Milwaukee Center for Water Policy. Again, the unique setting in a restored lakefront ecology located between two great metropolitan areas accessible by transit and auto offers developers and institutional organizations an opportunity that exists nowhere else in the region.

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The following are hyperlinks to a few examples of similar eco-institutes that could serve as examples of the kind of uses and facilities that could be developed in Zion:

www.eomega.org/visit-us/rhinebeck-ny/
www.mum.edu/sustainable-living/
www.thelivingcitycampus.com/campus/
www.berea.edu/sustainability/campus-culture/
new.oberlin.edu/office/environmental-sustainability/index.dot
www.bainbridgevoter.wordpress.com/2009/03/10/eco-tour-and-eco-village-debut-on-bainbridge/

Environmental Tourism
Key Opportunity 2

Eco-Resort

The portion of the site closest to the lake could be developed as an eco-resort to provide a destination recreational facility with lodging and other amenities with an emphasis on environmental experiences. While Illinois Beach State Park is one of the most visited state parks in Illinois, it is still relatively unknown outside of the region, and would likely attract many visitors from outside of the region as well as other countries if it was more visible, accessible, and promoted as a great eco-resort experience.

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The concept of the eco-resort is to develop a facility that would complement the existing camping and lodging options available in the state park, and offer an ecological experience that would provide cultural and economic benefits to the City and the State. Every aspect of the visitor experience could be enhanced and the connection to lakefront ecology amplified through the holistic integration of sustainable features and elements. Access could be provided by rail using the existing rail spur, and possibly a water taxi in suitable weather, emphasizing the importance of minimizing the impact of development on the lakefront ecology.

As a world-class eco-resort, this potential facility would offer a range of uses that promote greater access and enjoyment of the incredible natural and cultural resources available at Illinois State Beach. These uses could showcase leading-edge, off-the-grid technologies that rely solely on renewable energy, water, and waste treatment/recycling. The eco-resort should also be a completely self-contained, net-zero facility, following the Living Building Challenge standards (https://ilbi.org/lbc):

Alternative/Renewable Energy

Establish solar, wind, and ground-source heating/cooling (geothermal) district systems.

Conservation Practices

Utilize harvested rainwater, and treat wastewater and recycle nutrients with a living system.

Benefits to Local Ecosystems

Restore natural hydrology, biodiversity, ecological stability to entire ZNPP site.

Educational Programs

Provide programs developed around nature interpretation, birding, hiking, sustainable practices, renewable energy systems, and other sustainable attributes. The site's legacy as a source of energy to the region could be reinterpreted to demonstrate a new generation of environmental practices around restorative green infrastructure and renewable energy and water systems.

Research

The lakefront features and qualities could serve as living laboratories for all ages of school children, as well as advanced college and university-level study. It could also provide research opportunities for the eco-institute potentially located on-site as well.

These practices have led to some of the nations most popular eco-resorts greatly expanding their attraction and numbers of visitors. The eco-resort could become a destination for Great Lakes studies and programs, and national/international events as well. The strength and recognition of the facility would be enhanced to the degree these qualities are integrated into the other portions of the ZNPP site, and made part of the City of Zion's initiative to promote itself as a healthy community.

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Exhibit 8.2

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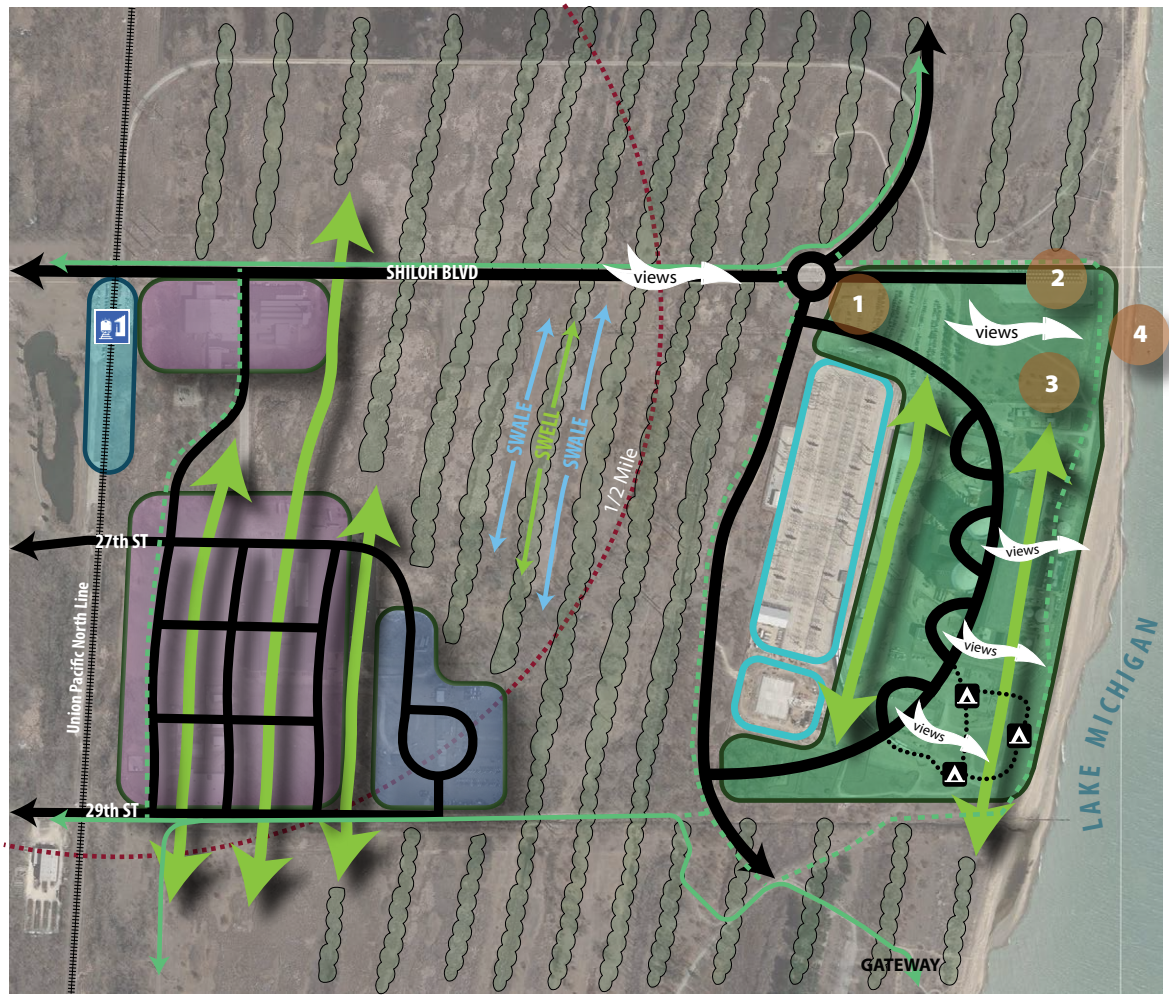

1 WELCOME CENTER
2 GREAT LAKES VISITORS & ECOLOGY CENTER
3 GREAT LODGE
4 MOVABLE PIER

ECO-VILLAGE
ECO-RESORT
ECO-INSTITUTE
EXPANDED METRA PARKING
SWITCHYARD & DRY FUEL CELL STORAGE

CAMP GROUND
ROADWAY CONNECTIONS
EXISTING BIKE CONNECTIONS
PROPOSED BIKE CONNECTIONS
RECONNECTING LAKEFRONT AND DUNE ECOLOGY

0 400' 800'

Zion Lakefront Concept Plan

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Specific Area Plan
Route 173 Corridor – GreenBay Road Sub-Area

Based on existing and future land use and traffic patterns in Zion, commercial development opportunities exist at several points or nodes, as indicated on the Framework Plan (Chapter 2). Of these nodes, two areas along Route 173 offer the best opportunity for expansion of the City's commercial tax base – the intersection of Route 173 and Green Bay Road (Green Bay Road Sub-Area Plan), which is now is underdeveloped, and the intersection of Route 173 and Kenosha Road (Kenosha Road Sub-Area-Plan) where Walmart is at the northwest corner.

Route 173 is a key east-west arterial connecting Zion to Interstate-94 and other north-south arterials. Route 131/Green Bay Road is a Strategic Regional Arterial (SRA) that supplements existing and proposed north-south expressway facilities in the region. Due to the importance of these roadways, the need to increase the City's commercial tax base, and the availability of sizable parcels at these intersections – these intersections are key locations for future commercial development.

The green infrastructure principles and pedestrian improvements as described in Community Design Guidelines (Appendix A, Sections 1 & 4,) should also be incorporated into final development plans, with emphasis prohibiting development within the floodplain, wetlands, expanding the greenway corridor system, and providing sidewalks and bike paths to encourage multi-modal transportation options.

Green Bay Road Sub-Area

For the Green Bay Road Sub-Area, two development concepts are offered to illustrate different approaches to development – one focused on retail use with the ball field remaining as a destination use, and the other focused on new housing.

(Additional information and recommendations for the Green Bay Road Sub-Area are also provided in Chapter 2 - Policy formation, Chapter 3 - Economic Development, and chapter 7 - Land use and Transportation.)

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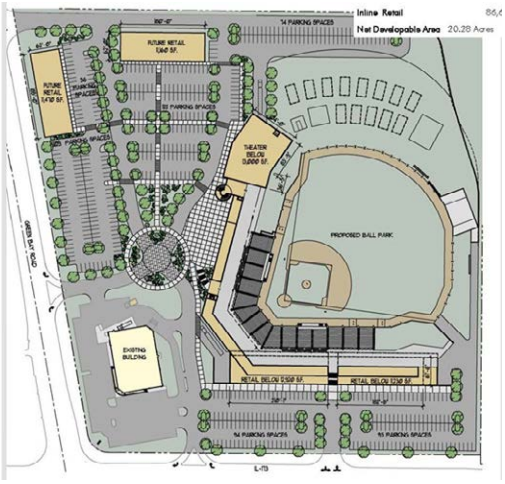

Fielder's Stadium Proposal

Specific plans for this sub-area include the parcels north of the Route 173 and Green Bay Road intersection shown on Exhibit 8.3. They are currently zoned Highway Business, with residential zoned parcels to the west. The eastern portion of the study area includes a CVS Pharmacy, an unused ball field originally slated for a professional level farm team, and ancillary retail uses. The western portion of the study area currently consists of a limited number of residential homes on large lots, home-based businesses, and agricultural uses, with an unattractive, poorly maintained retail use at the corner. The parcels west of Green Bay Road have varying lot depths and ownerships, generating the need for consolidation to facilitate future redevelopment. The parcels to the east of Green Bay Road already have subdivided outlot parcels that can be developed, while the Fielder's Stadium parcels provide potential for a larger development or re-use opportunity. The engineered detention ponds to the north of the site have the potential of being naturalized as part of the site development. A 300-foot wide Commonwealth Edison (ComEd) easement borders this sub-area to the north and accommodates high-tension power lines.

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Infrastructure and Transportation Improvements (Green Bay Road Sub-Area)

Storm Sewer Service

Route 173 does not have storm sewer service, but has drainage ditches along the roadway to provide for stormwater runoff. Flooding is currently not a problem along this roadway.

Storm Sewer Service

There is a 10" water main along Green Bay Road with sufficient capacity to serve this area.

Sanitary Sewer Service

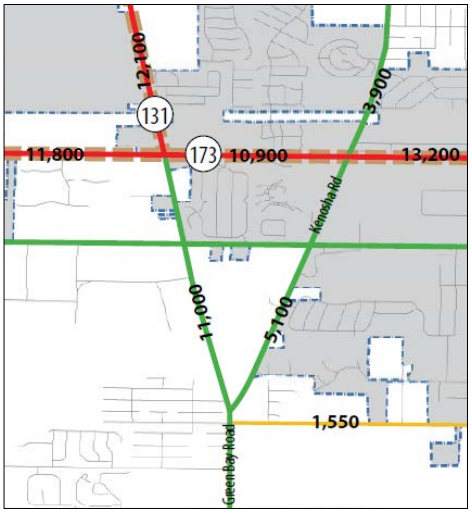
There is sanitary sewer service to the CVS site from Route 173, but no service along Green Bay Road to serve the western portion of the key area. While the capacity for sewage treatment due to new development is sufficient, service to this site will need to be extended.

Planned Road Improvements

According to the Lake County DOT, no road expansion or improvement work is planned at this intersection for the next 5 years, but a study is underway for improvements to Route 131/Green Bay Road from Russell Road to Sunset Avenue. Green Bay Road improvements are not currently planned and are dependent on funding availability and project readiness. In addition, the Lake County 2040 Transportation Plan includes a planned east-west bikeway along the ComEd easement providing a connection between the Robert McClory Trail and a future north-south trail just west of Zion.

Traffic Counts

The average daily traffic (ADT) counts along Route 173 and Green Bay Road are strong, with two roads totaling 23,700 ADT, but not yet high enough to support significant expansion of national retailers. However, Route 173 and Green Bay Road are designated as Strategic Regional Arterials (SRA), and are intended to supplement the existing and proposed expressway facilities by accommodating a significant portion of long-distance, high-volume automobile and commercial vehicle traffic in the region which will help increase the ADT numbers in the future.



Traffic counts

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What the Community Wants to See (Green Bay Road Sub-Area)

Based on input received during the public workshop, residents were most interested in seeing neighborhood retail and specialty retail at the Green Bay Road location, followed by residential and entertainment uses. Bike path connections and improved public transit service also came through as needed services for this area.

Respondents to the Community-wide survey were interested in seeing redevelopment or reuse of Fielder's Stadium, more retail, coffee shops like Starbucks, and counter service restaurants like Panera Bread, Chipotle and Baskin Robins, and a strong preference for sit-down restaurants like Olive Garden and Red Robin. A number of respondents also requested a movie theater to be located at this intersection (specifically at the Fielder's Stadium site). There was also interest in a farmer's market or grocery store at this location. Suggestions for the Fielder's Stadium location included a ball park for the high school, a sports stadium for year round use, and a theater.

The survey results also noted speeding along Route 173, and traffic congestion along Green Bay Road during most of the day, with major congestion at the intersection during rush hours. Future improvements at this intersection should accommodate intersection improvements to reduce congestion as well as traffic calming measures to reduce speeding and ensure vehicle and pedestrian safety.

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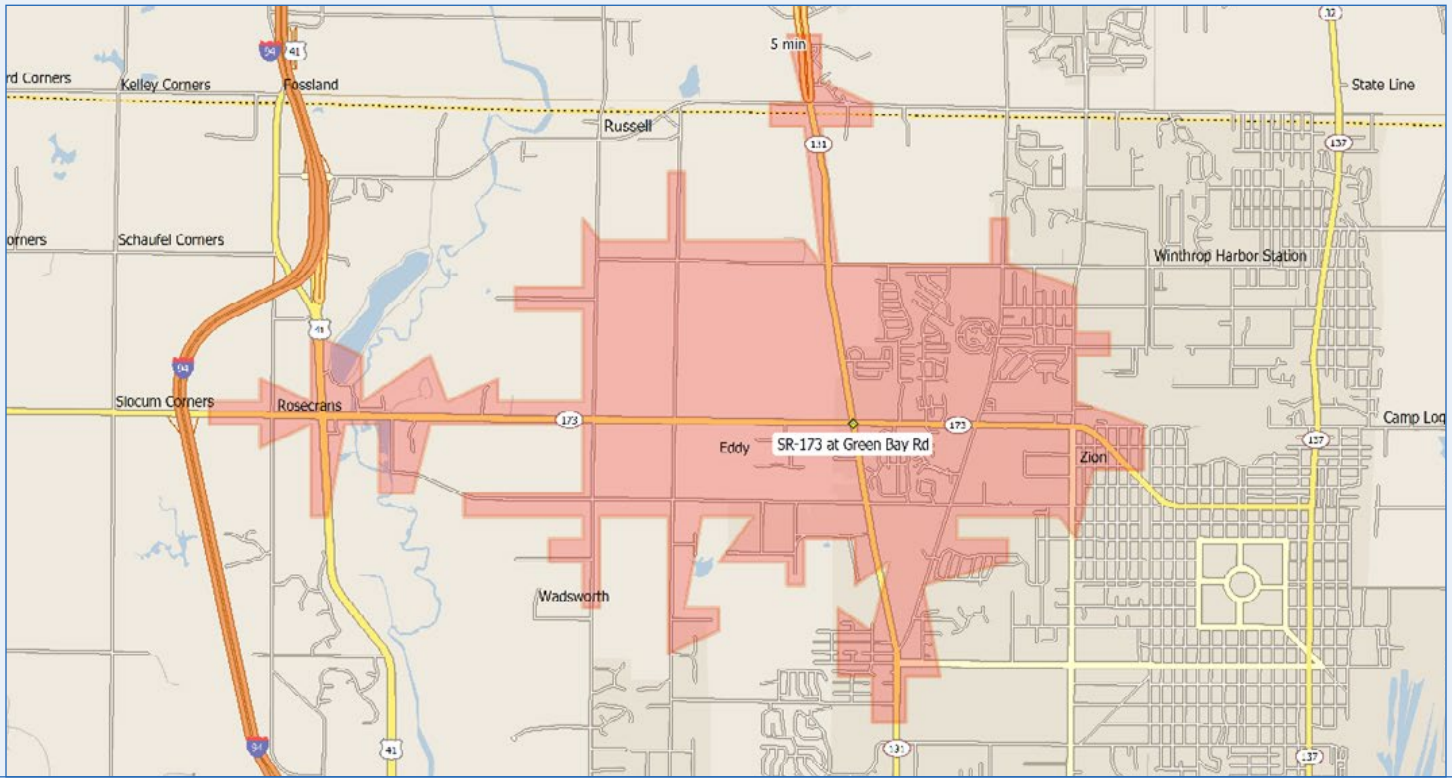

Figure 8.1 Five-minute drive time from Route 173 and Green Bay Road

What the Market Reveals (Green Bay Road Sub-Area)

The economic development of the Route 173 and Green Bay Road commercial node is limited due to low population density in the trade area, and only modest traffic volumes with a total of 23,700 cars per day on both roads. The corner of Route 173 and Green Bay Road has more traffic volume than the Route 173 and Kenosha Road intersection, which only has 16,000 cars per day on both roads, but has fewer residents within one and two miles. The community of Wadsworth to the west has low-density estate zoning, and other nearby vacant lands in Zion are in flood zones. Vacant land to the north is zoned for industrial and most of the remaining land is used for landfill.

At a five-minute drive time (Figure 8.1) the population density is low as is evidenced by the lack of an established street network. Table 3 (see page 44) shows a comparison of the five-minute drive time from Route 173 and Green Bay Road with 5-minute drive times around four nearby Walmart locations, confirming the low density in Zion for both housing and employment.

However, because this is a major intersection, Zion can develop the corners of this intersection as a convenience and service retail node that benefits from access to two major streets for automobile traffic. As Zion's Trumpet Business Park develops, (located north and west along Green Bay Road) more demand for services from workers at new office and industrial facilities will enhance retail opportunities.

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The balance of the land beyond the corners is well suited for higher density, multi-family housing that can provide needed housing options in Zion and expand the population base for commercial uses (See Exhibit 8.4). Exhibit 8.3 shows an alternative of keeping the ballpark as a destination use that would increase visitors to the area and expand the customer base for other uses at this intersection.

Overall, this location is suited for small convenience retail, a restaurant and fast food with pick-up windows. In the near-term commercial opportunities are limited to inline retail and service stores, and dinning or fast food restaurants totaling approximately 10,000 square feet.

Green Bay Road Sub-Area Development Concept

Option 1 Ballfield Option

This option retains and builds around the existing ball field, adding neighborhood commercial uses (predominantly food and beverage) as out-lots with sufficient parking to accommodate visitors to the ball field. Part of the parking lot is also planned as a focal point of the development that can double up as an outdoor venue for special events and accommodate farmer's markets, and food trucks/kiosks during ball park events. The western corner of the intersection is designed as a clustered commercial development to serve neighborhood retail needs. All the commercial uses in this plan have spaces for outdoor dining and pedestrian use areas. Special emphasis is given to providing trail connections, landscaped open space and naturalized detention areas.

Option 2 Mixed Use/Multi-Family Option

This option focuses on introducing multifamily residential buildings at the ball-field site and on the west of Green Bay Road. Multi-story residential buildings (6 stories) are located to maximize views, and provide access to open space, recreational and naturalized detention areas, and trail connections to surrounding areas. The corners and out-lot parcels along Route 173 are still reserved for commercial uses in this development option. Landscaped buffers are also provided between the residential and non-residential uses.

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Exhibit 8.3

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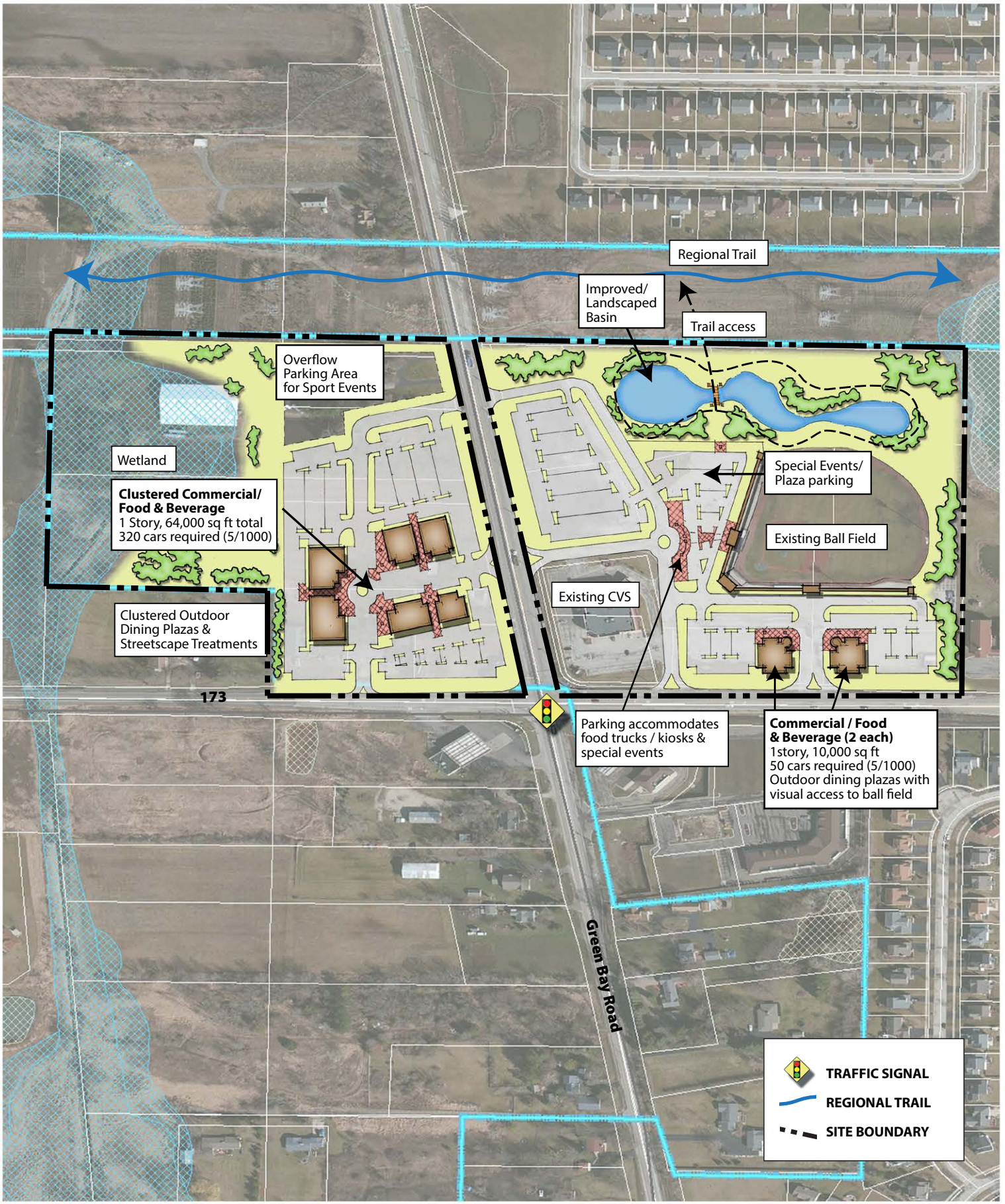

Zion Comprehensive Plan - 173 Corridor Sub-Area

Commercial/Ballfield Option

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Exhibit 8.4

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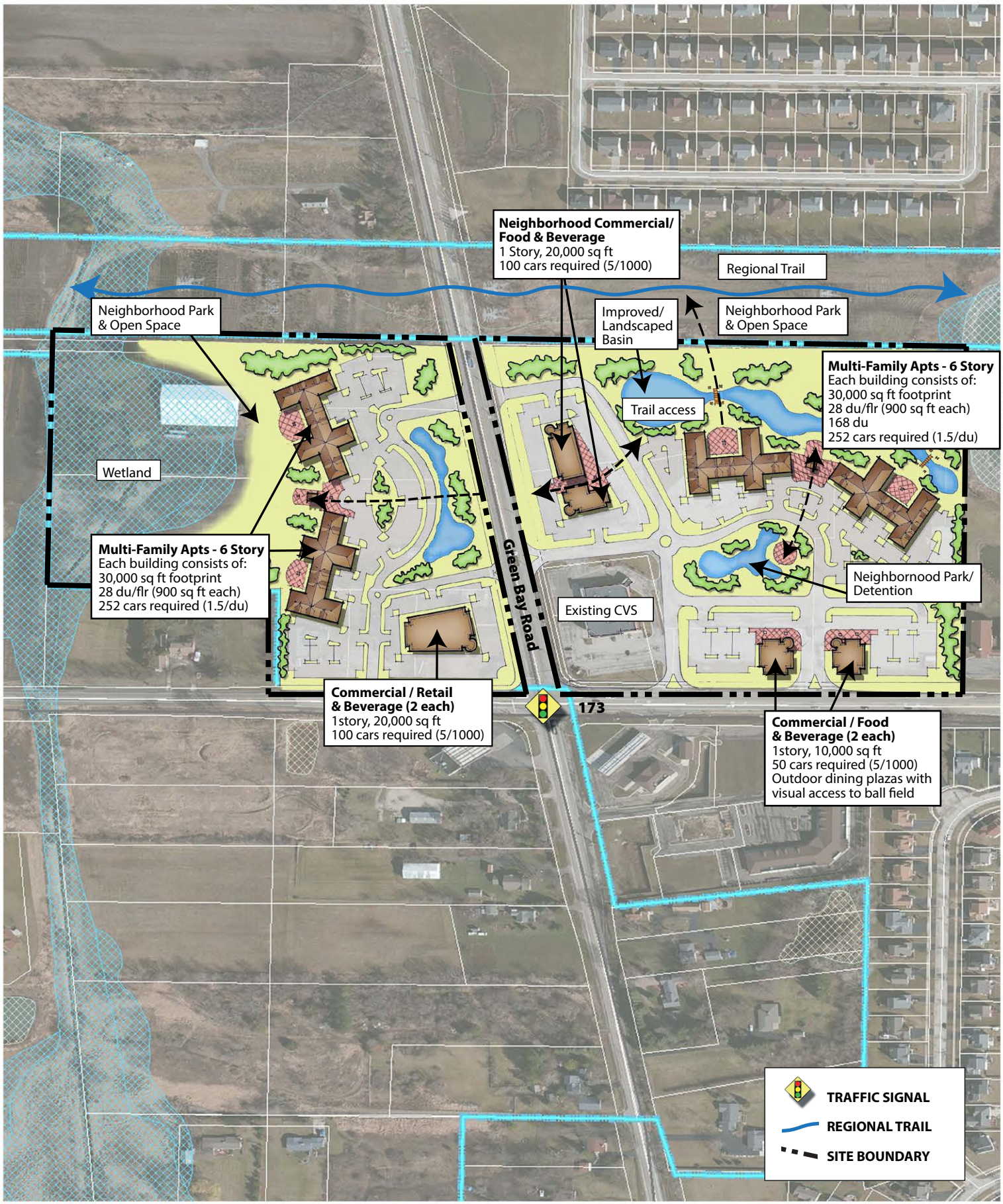

Zion Comprehensive Plan - 173 Corridor/Green Bay Road Sub-Area

Mixed Use/Multi-Family Option

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Specific Area Plan
Route 173 Corridor – Kenosha Road Sub-Area

Based on existing and future land use and traffic patterns in Zion, commercial development opportunities exist at several points or nodes, as indicated on the Framework Plan (previously provided). Of these nodes, two areas along Route 173 offer the best opportunity for expansion of the City's commercial tax base – the intersection of Route 173 and Green Bay Road (Green Bay Road Sub-Area Plan), which is now is underdeveloped, and the intersection of Route 173 and Kenosha Road (Kenosha Road Sub-Area-Plan) where Walmart is at the northwest corner.

Route 173 is a key east-west arterial connecting Zion to Interstate-94 and other north-south arterials. Route 131/Green Bay Road is a Strategic Regional Arterial (SRA) that supplements existing and proposed north-south expressway facilities in the region. Due to the importance of these roadways, the need to increase the City's commercial tax base, and the availability of sizable parcels at these intersections – these intersections are key locations for future commercial development.

The green infrastructure principles and pedestrian improvements as described in Community Design Guidelines (Appendix A, Sections 1 and 4) should also be incorporated into final development plans, with emphasis prohibiting development within the floodplain, wetlands and expanding the greenway corridor system, and providing sidewalks and bike paths to encourage multi-modal transportation options.

Kenosha Road Sub-Area

The development concept for the Kenosha Road Sub-Area illustrates expanded retail development that builds on the presence of Walmart as a key anchor. The area opposite the Walmart supercenter retail center provides an opportunity to build on the status of this intersection as a destination retail node offering more opportunities for larger format stores and restaurant options. Parcels at the southwest intersection of Route 173 and Kenosha Road are currently vacant and zoned Highway Business and Light Manufacturing. There is an existing vacant industrial/office building on the site that is approximately 63,500 square feet in area.

(Additional information and recommendations for the Kenosha Road Sub-Area are also provided in Chapter 2 - Policy formation, Chapter 3 - Economic Development, and chapter 7 - Land use and Transportation.)

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Infrastructure and Transportation Improvements (Kenosha Road Sub-Area)

Storm Sewer Service

Route 173 does not have storm sewer service, but has drainage ditches along the roadway to provide for stormwater runoff. Flooding is currently not a problem along this roadway. There are existing wetland areas to the south eastern and western portion of the Key Area.

Water Service

There is an 8" water main along Kenosha Road and Route 173 with sufficient capacity to serve development at this location.

Sanitary Sewer Service

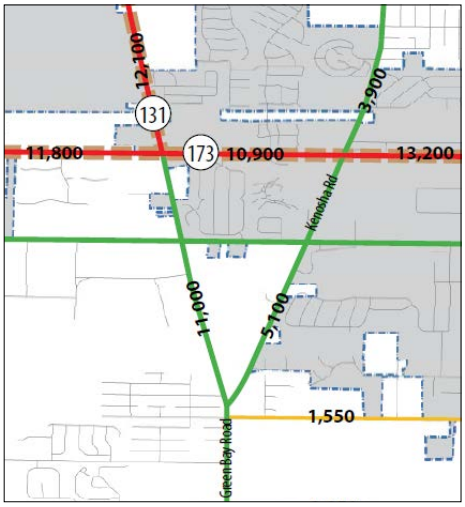
There is a sanitary sewer line along Route 173 and Kenosha Road with sufficient sewage treatment capacity to accommodate new development.

Planned Road Improvements

No road expansion or improvement work is planned for this intersection for the next 5 years as per Lake County and IDOT.

Traffic Counts

The average daily traffic (ADT) counts along Route 173 and Kenosha Road are generally too low to attract national retailers that select their locations primarily on traffic counts. However, the presence of Walmart at this location is a catalyst for similar and complementary future development.



Traffic counts

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What the Community Wants to See (Kenosha Road Sub-Area)

Based on input received during the public workshop, residents were interested in seeing big box retailers, dining and a day care facility, along with bike trail connections. There was also a widespread interest in the need for public transit service at this intersection, specifically serving Walmart.

These uses were also reflected in the survey responses. Big box retailers like Costco, Meijer, Menards, Home Depot, Kmart and Kohl's were requested, along with Pace bus service to this location.

The survey results also noted speeding along Route 173, and traffic congestion at the Kenosha Road intersection during rush hours.

What the Market Reveals (Kenosha Road Sub-Area)

The Kenosha Road and Route 173 intersection, anchored by a 210,000 square foot Walmart Supercenter, makes this one of the major shopping destination for residents of Zion and nearby communities. Immediately to the south of Walmart across Route 173 is a vacant industrial/office building and additional land that could accommodate additional retail and food service uses that would benefit from Walmart's strong drawing power.

The nearest competing Walmart Supercenters are in Kenosha, Waukegan, Round Lake Beach, and Antioch – each approximately 10-miles away from the Zion store. These Walmart locations provide a market based indication of what developers may seek to build across from the Zion Walmart location.

The retailers that have decided to locate next to Walmart Supercenters at some of the their four nearby stores include: Sam's Club, McDonalds, CVS, Menard's, Arby's, Culver's, 5th/3rd Bank, Chase, Great Lakes Bank, NTB (auto parts), Game Hut, Hair Cuttery, U.S. Cellular, Popeye's, Sweet Tomatoes (restaurant), Chili's, Chipotles, Bank of America, T-Mobile, Chiro One, 1st Midwest Bank, Deals$, Aaron's Furniture Rental, Fuji Hibachi Buffet, Denny's, Annstgsin's Pizza, Dunkin Donuts, GNC Sally Beauty Supply, Payless Shoes, Fashion Bug, Jimmy John's, Game Shop, Office Depot, Fashion Bug, Buffalo Wild Wings, Cardinal Fitness, and Sprint. In addition, there were several independent stores like a local pizza operator, hair salon, nail salon, and medical offices.

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Figure 8.2 - Aerial of Route 173 and Kenosha Rd

The Kenosha Walmart has yet to develop its outlots and no inline stores exist close by. The Waukegan Walmart is in The Fountain Square Plaza, which was formerly a regional mall. The strength of the Waukegan site carries over from its former days when it was a strong regional center with significant market drawing power. Round Lake Beach has not developed any outlots, with limited -nearby retail consisting of a 20,000 square foot strip shopping center. In Antioch, the new Walmart, also on Route 173 west of I-294, has four outlots and 20,000 square feet of inline stores. The adjacent Menard's store also has four outlots.

These stores are located adjacent to other Walmarts to take advantage its drawing power. However, the total amount of adjacent retail potential at the Zion location is limited because of much of the area around the Zion Walmart is defined as rural, with densities below 1,000 people per square mile (see Figure 8.3, and Table 5). The population within one mile of this Walmart is only 8,373 providing a density of about 2,700 people per square mile. Within two miles the population density drops further to 1,700 people per square mile. Beside a low population density, there is also a low daytime worker population which limits lunchtime customers for restaurants. Without a significant increase in the number of trade area residents these low densities will limit retail development in the foreseeable future.

In addition to the low population densities, two major shopping areas located nearby provide competitive retail centers, including Gurnee Mills with more than two-million square feet within less than seven miles of this intersection, and the Pleasant Prairie Premium Outlet center with about half-million square feet less than five miles away. These major retailing centers leave little room for additional shopping centers or other big-box stores, with the exception of convenience centers to serve local needs.

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Table 5 Overview of Demographics from Route 173 and Green Bay Rd and Kenosha Road				
	Route 173 & Green Bay Road		Route 173 & Kenosha Road	
Demographic	**1-mile ring**	**2-mile ring**	**1-mile ring**	**2-mile ring**
Population	5,179	15,554	8,373	21,234
Households	1,748	5,117	2,749	6,953
Per Capita Income	$25,958	$25,147	$23,581	$22,997
Avg. Household Income	$76,665	$76,226	$71,430	$70,036
Employees	827	2,895		2,014
Source: Scanus 2014 estimates				

Table 6 Average Annual Daily Traffic		
Road	**Traffic Counter Location**	**Average Annual Daily Traffic Count**
Route 173	West of Green Bay Rd	11,800
Route 173	Between Green Bay Rd & Kenosha Rd	10,900
Route 173	Between Kenosha Rd & Lewis Ave.	13,200
Route 173	East of Lewis Ave	9,750
Route 173	West of Sheridan	9,300
Green Bay Road	North of Route 173	12,100
Green Bay Road	South of Route 173	9,650
Kenosha Road	North of Route 173	3,900
Kenosha Road	South of Route 173	5,050
Lewis Road	South of Route 173	11,000
Sheridan Rd	North of Route 173	15,100
Sheridan Rd	South of Route 173	16,200
Sheridan Rd	North of Wadsworth Rd	19,400
Source: Illinois Department of Transportation. (Counts are for 2013, except Lewis Avenue, which is 2011)		

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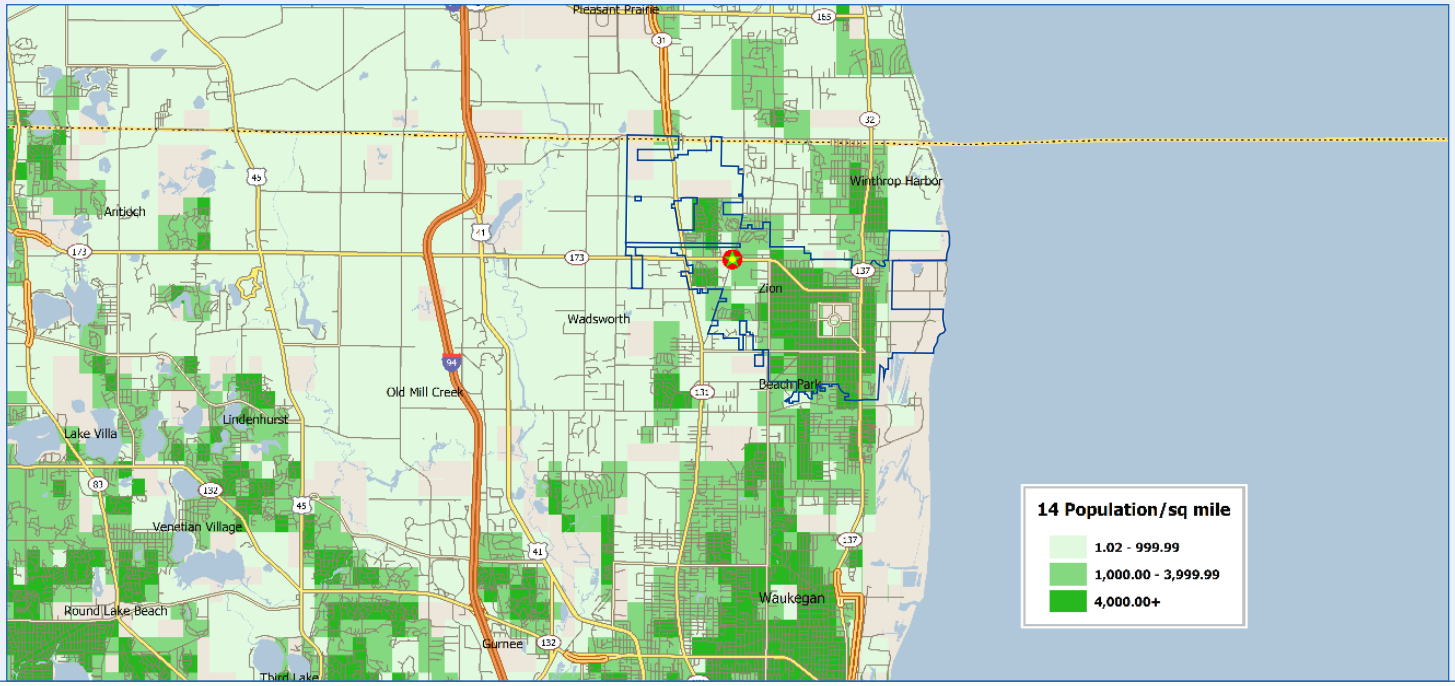

Figure 8.3 Population per Square Mile

Figure 8.3 Shows population density per square mile. The lightest shaded areas on the map indicate rural densities of <1,000 people per square mile. The star identifies the location of Zion's Walmart.

The vacant 64,000 sq. ft. building and the balance of the 23 acres on the south side of Route 173 across from the Walmart, zoned for industrial use, is available for sale. This site should be rezoned for commercial use to allow appropriate retail development that would complement the Walmart Supercenter and strengthen the retail draw in this area. The analysis of the retail around the four nearby Walmart stores indicates that a combination of several one-acre parcels to accommodate freestanding buildings for food service tenants, banks, and a small strip center for inline retail stores, as shown in Exhibit 8.5, may have market support in the near-term. Repurposing the current vacant industrial building for retail may be difficult because of the way the angled placement of the building on the site, and depth of the building.

The lack of opportunities to develop an appreciable amount of land for residential uses in the nearby area limits the amount and type of new retail uses in the near term to small freestanding stores on one acre sized outlots along Route 173. Such parcels would be suitable for a restaurant, fast food, banks, and small 1,000 to 3,000 square foot inline retail stores totaling 10,000 to 20,000 square feet. If the residential market sees considerable expansion, this site could accommodate mid-level size box stores of 20,000-40,000 square feet. However, if population growth is insufficient to support additional retail, alternatives to the preferred development concept plan for this site should be considered to allow some of the area designated for mid-level box retailers to be developed for multi-family residential uses.

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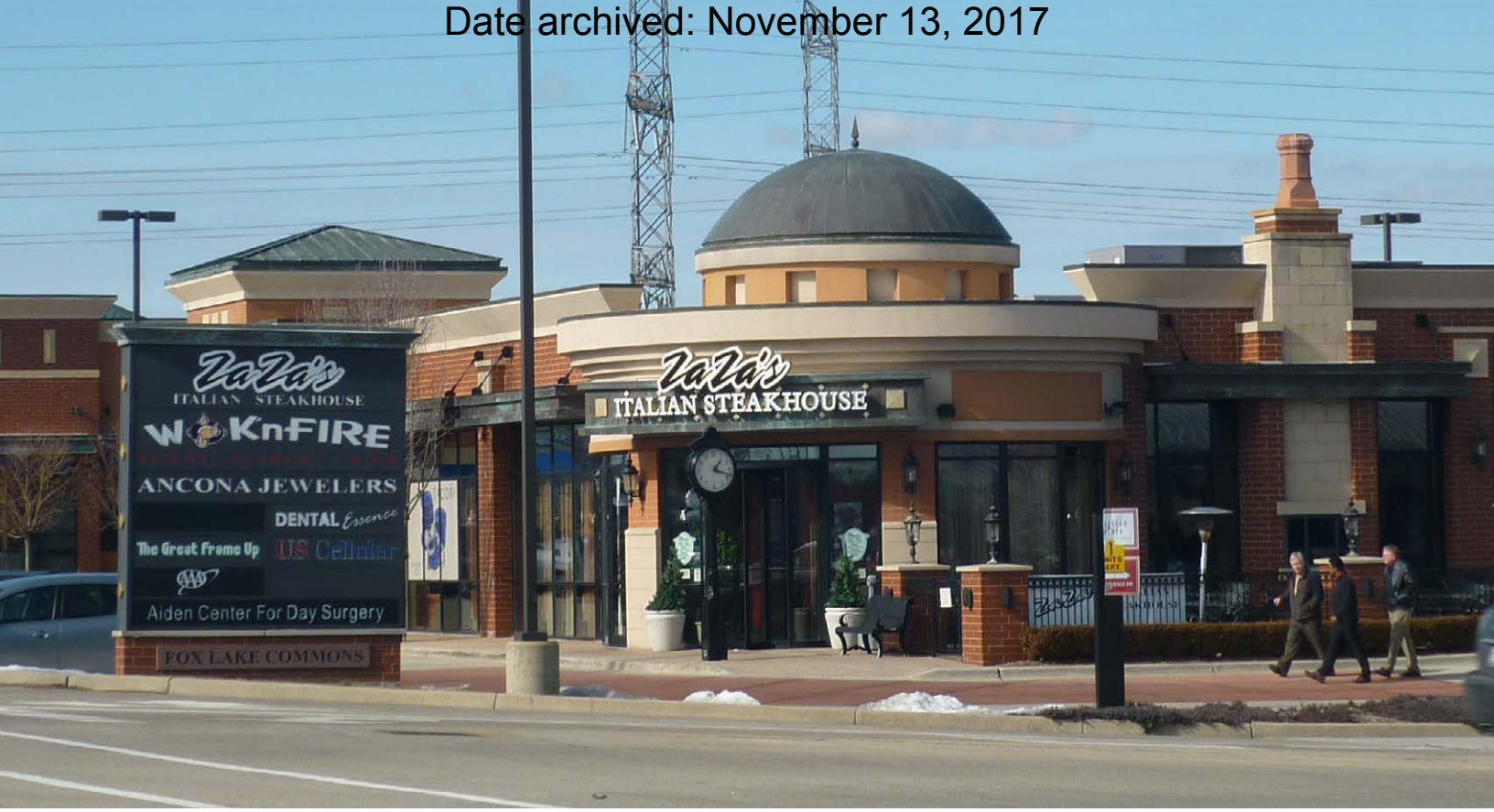

Kenosha Road Sub-Area Development Concept

The concept for the Kenosha Road Sub-Area depicts two mid-box commercial buildings and clustered out-lot sites along the south side of the Route 173 corridor. The site also provides for naturalized detention areas, trail connections and wetland preservation. Given the site access conditions at the southeast corner of the intersection there is insufficient space to provide a trail along the roadway. Hence, a mid-block trail connection is recommended further south along Kenosha Road, with appropriate road treatments to facilitate a safe crossing. This plan also recommends completion of sidewalks and crosswalks at the intersection, and internal site access to facilitate safe pedestrian access at this location. While this intersection is currently not served by a Pace bus route, a potential route extension is suggested with a bus stop location at this development site. Currently, Pace through a partnership with Zion-Benton Township, provides Dial-a Ride service to the Kenosha Road Sub-Area.

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Exhibit 8.5

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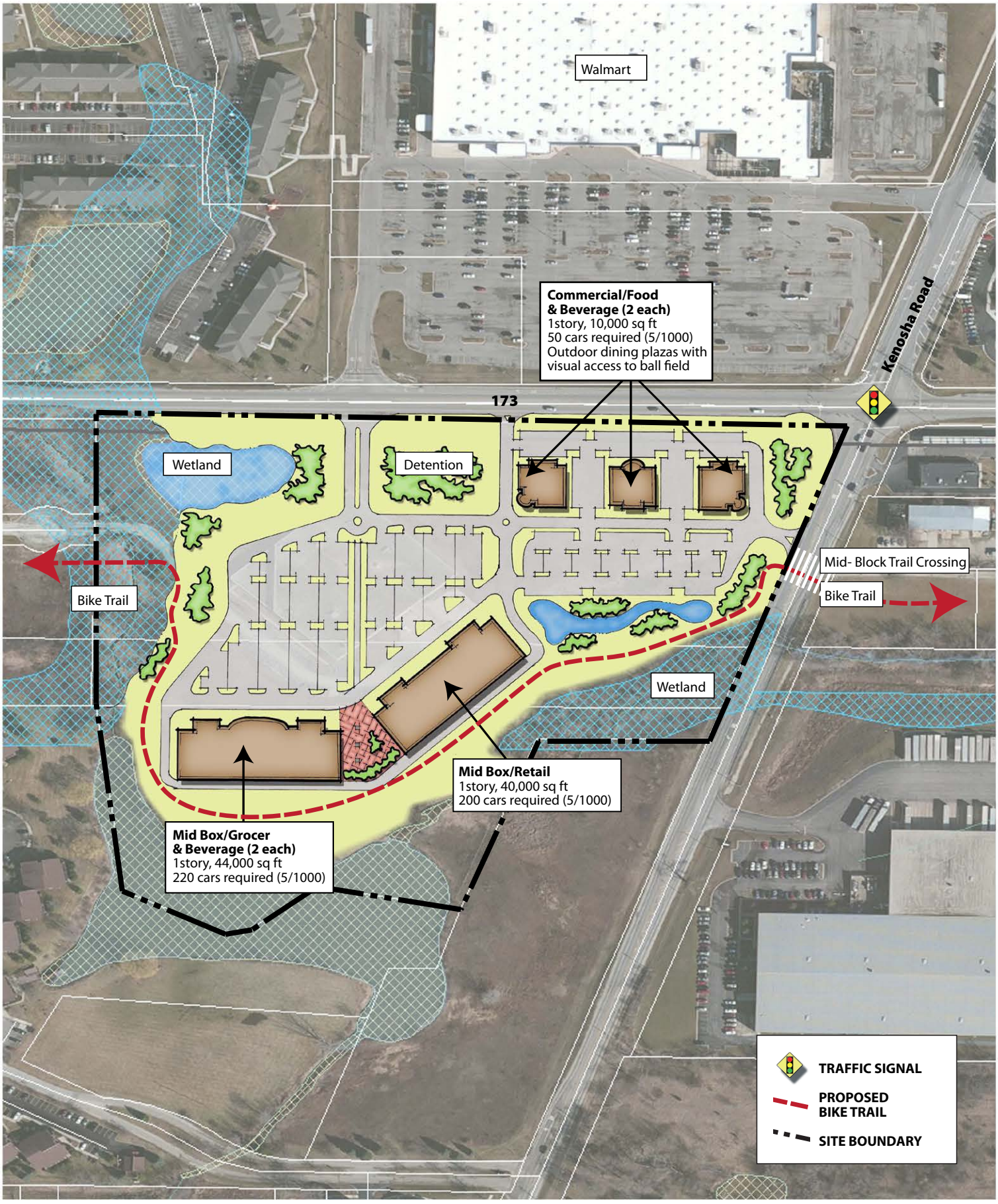

Zion Comprehensive Plan - 173 Corridor Sub-Area/Kenosha Road

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CHAPTER 9

Implementation Plan

The Comprehensive Plan is a statement of policy, a guiding document expressing the visions and aspirations of the residents of Zion to develop a well-planned, economically viable and sustainable community with a high quality of life. As a policy document, the Plan is fluid, not an end unto itself, requiring City officials and residents to undertake further actions to implement the policies and recommendations contained herein over the long term.

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Therefore, adoption of the Comprehensive Plan does not signal the end of the comprehensive planning process in Zion. Rather, it signals the beginning of a process of continuing implementation whereby the Plan serves as a guide for both public and private decisions affecting the future of the community. This requires that both City officials and the community residents be familiar with and generally support the major tenets of the Plan. Consequently, it is important that the Plan be well publicized, understood and supported by the community for it to be recognized as a practical and effective guide for the City.

The process of achieving the goals for growth and positive change in Zion over the long term, as articulated in the Comprehensive Plan, is dependent on ensuring that the planning and development review system is tied to specific actions, programs and tools. Effective implementation of Plan objectives is the result of combining the policies and strategies with the actions and tools described below.

A Dynamic Document

It is also important to keep in mind that the Comprehensive Plan is not static. The Plan is based on dynamic variables whose future direction cannot always be accurately predicted. The City must periodically re-examine and update the Plan as conditions and community aspirations change.

Updating the Comprehensive Plan		
Every 1 year (minimum)	→	Review and update the Implementation Action Plan
Every 2-3 years (minimum)	→	Review and update the Future Land Use Plan and Special Area Plans
	→	Review the entire Comprehensive Plan
Every 5-9 years (minimum)	→	Complete update of the entire Comprehensive Plan

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Implementation Actions

Plan implementation consists of a variety of proactive and reactive activities that will collectively ensure that Zion achieves its goals. **Proactive activities** are those actions that the City initiates through a proposal, plan, improvement or regulatory change. On the other hand, reactive activities are those in which other parties approach the City with a proposal on which the City must act. The preparation of specific area plans, such as the special corridor plans developed for Route 173 and the Downtown area along Sheridan Road, is an example of a proactive activity, while development review is an example of a reactive activity.

- Creating or updating regulatory standards, such as zoning and subdivision codes, represent proactive activities which Zion should undertake to generate the types and character of desired development.

The Plan implementation phase of the comprehensive planning process begins when the City Council adopts the Plan. Since the implementation phase will require time and effort on the part of City staff and officials, as well as an allocation of the City's financial resources, the City Council should prioritize all activities to be carried out.

To facilitate the implementation of the Comprehensive Plan the City should consider the following activities:

PREPARE A FISCAL IMPACT ANALYSIS FOR KEY DEVELOPMENT AREAS

The City should prepare an in-depth evaluation of the impact of growth and development on its finances and operational capacity as part of its long-term strategic planning process. A fiscal impact analysis of key development areas determines the long-term impact of these areas on City finances, staff and capital resources. A fiscal impact analysis will identify potential new revenue sources, evaluate current and future levels of services, and identify costs associated with serving a growing community. This approach could also be extended to and benefit other taxing districts.

GREENWAY SYSTEM PLAN

An attractive and functional greenway system that expands on and establishes links to Zion's primary waterways, parks and bike trail system will enhance recreational opportunities, non-motorized access, and protect quality environmental areas. A series of tasks are required to implement the greenway system recommended in this Plan. First, local support needs to be organized and combined with efforts to seek support from other local and regional jurisdictions, including the Park District, Lake County, Open Lands, CMAP, and other State agencies, such as IDNR. Once the scope of the system is determined, a specific plan with standards should be created that identifies the sustainable stormwater best practices, types of trails, security, safety, funding, and accessibility. Local ordinances may need to be modified to limit development or establish standards that limit development impacts. This process should result in prioritizing proposed greenways leading to an implementation schedule and pursuit of funding.

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TREE CITY USA

Communities achieve Tree City USA status by meeting four core standards of sound urban forestry management:

- maintaining a tree board or department
- having a community tree ordinance
- spending at least $2 per capita on urban forestry
- celebrating Arbor Day

CITY APPEARANCE AND WAYFINDING IDENTITY PLAN

A series of coordinated tasks should be undertaken to implement a broad community appearance and wayfinding enhancement initiative. The first task would be to more clearly define specific elements of such a program, including:

- inventorying important features of the City's landscape for preservation and enhancement
- exploring ways to upgrade the appearance of public facilities, open spaces, and parks
- strengthening City identity through gateway and wayfinding sign program
- establishing a City forestry program and Tree City USA certification for tree planting and maintenance.

UPDATE AND REVISE THE ZONING ORDINANCE AND SUBDIVISION REGULATIONS

It is highly recommended that the City update and revise its Zoning Ordinance and the Subdivision Regulations to ensure that they are consistent with the policies and recommendations outlined in this Plan. More specifically, the Zoning Map should be updated to reflect changes to zoning districts and future land use designations as outlined in the Comprehensive Plan. Also, the standards contained in both the Zoning Ordinance and Subdivision Regulations should be reviewed and updated, with particular emphasis on establishing a planned development process for the Lakefront area, and mixed use development district for Downtown. The Zoning code update should include detailed design standards based on the design guidelines in the Comprehensive Plan, and a site plan review process with improved landscaping standards.

DESIGN GUIDELINES MANUAL

In general, design guidelines are organized as a set of design standards or requirements to clearly communicate the importance of high quality design and physical appearance throughout the community. In addition to the general guidelines provided in this Plan, adopting specific design guidelines for the unique sub-areas of the City is recommended for the following community elements:

Residential Design Guidelines

Residential design guidelines, through the use of standards and extensive illustrations, are used to clearly communicate the importance of design and physical appearance to the quality of neighborhoods. While the design guidelines should paint a clear picture of the community's design expectations, they should also provide adequate flexibility for creative design.

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Downtown, TOD, Lakefront, and Commercial Corridor Design Guidelines
Design guidelines for these areas would be tailored to the unique characteristics of each area consistent with the recommendations contained in the Specific Areas Plan (Chapter 3). These locations warrant attention to design details to ensure that the quality of development is reflective of the community desires as expressed in this Plan. These commercial and mixed-use projects should project a positive, high quality image reflective of the historic character of the City.

Annexation Policy

While State Statutes provide a municipality with certain controls governing subdivision standards within the municipality's 1-1/2 mile exterritorial planning boundary, the municipality only has control of land use decisions for property that has been or can be annexed. By joining unincorporated areas into the City, annexation offers Zion the ability to control growth, expand its tax base, and ensure quality development consistent with City standards.

Annexation and Boundary Agreements

The process of annexing land in Illinois also provides the City and private property owners the ability to enter into annexation agreements outlining a number of development controls which may extend beyond the standards set in the City Zoning and Subdivision Ordinances. Annexation agreements generally define the governmental agency or private entity responsible for providing or maintaining infrastructure such as roads and utilities.

- Although Zion has limited opportunities for expansion of its boundaries, future annexation and development agreements should require that properties proposed for development should not be annexed and developed in a piecemeal fashion. While annexation is encouraged, any development plans should be contingent upon the assembly of several properties to provide for larger, unified development sites.

- As most of Zion's unincorporated land lies adjacent to the Village of Winthrop, City officials should pursue establishing a boundary agreement to determine the ultimate limits of growth for each community. Such agreements provide assurances for future utility planning, confirms future uses of land, and minimizes developer influences on the ultimate zoning process.

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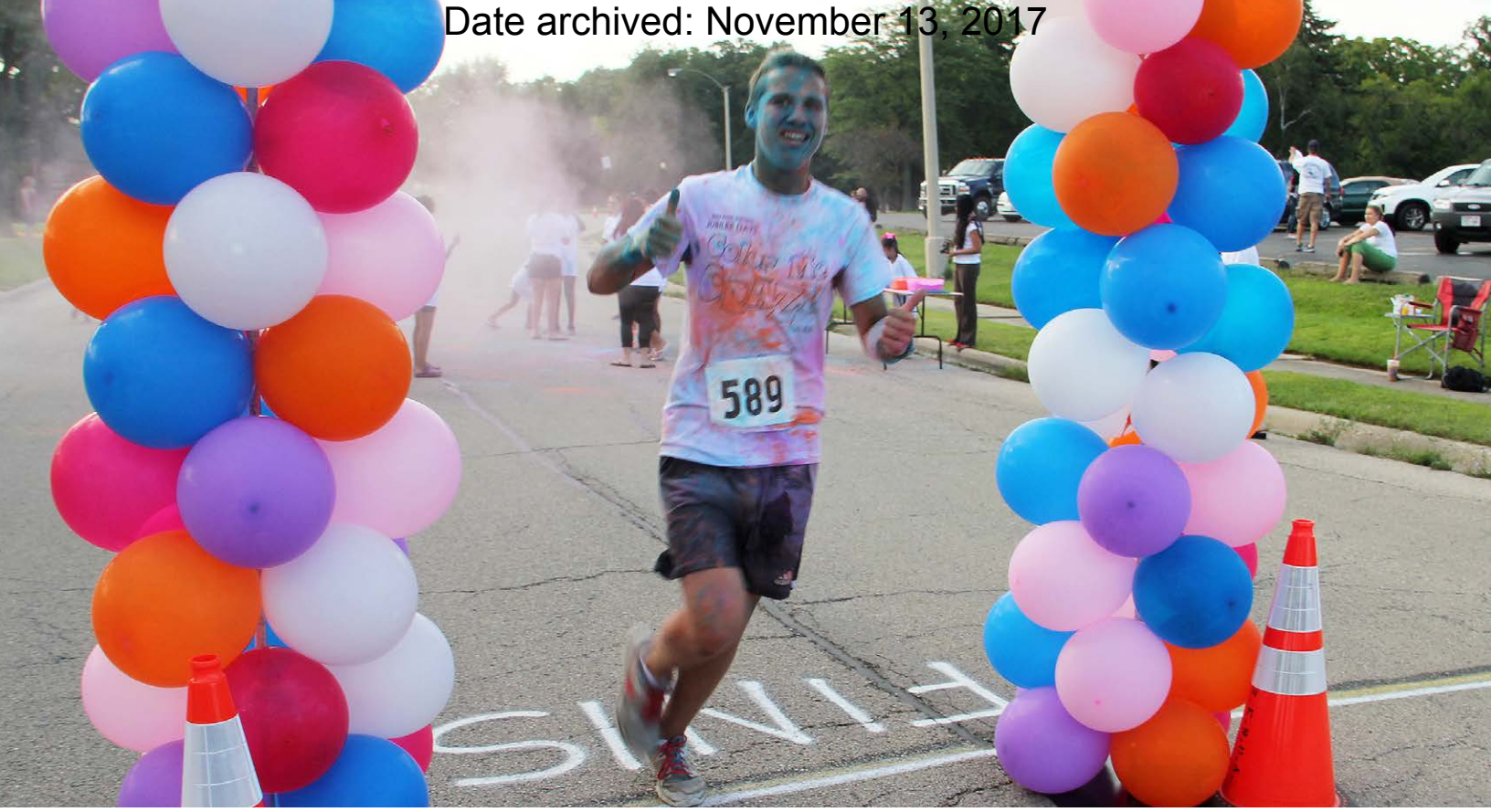

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Implementation Action Plan

The implementation action plan identifies and defines planning and community development activity to be carried out during a particular timeframe, the suggested responsibilities for each activity, and where appropriate, outlines specific involvement for other public agencies. The tables on the following pages are designed to provide a starting point for the prioritization and budgeting of actions needed to implement strategies and recommendations outlined in this Plan. A timeframe for each activity is also suggested to establish a general phasing plan for implementation. Further refinement of this table will be needed as details of costs and staff resources are verified. In addition, the City should review and update the action plan on an annual basis to ensure that it stays within the City's financial ability and resource capacity as part of the City's capital improvement planning (CIP) process.

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Economic Development

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Develop a fiscal impact model to evaluate the impact of individual developments and the overall fiscal balance of the city.	Near Term	City	2	City Development Fees
Work with IDNR to expand IBSP support facilities such as providing lodging facilities, food service, and other amenities to attract tourists, including a welcome/orientation/ research center for the eco-tourist market.	Long-Term	City IDNR	3	City Development Fees
Establish a development recruitment process and marketing materials to seek developers for priority development sites.	Near Term	City Lake County Partners	1	City TIF
Relocate the main entry into the IBSP so that downtown Zion benefits from those visiting the park.	Long-Term	IDNR	1	City TIF IDNR IDOT
Promote Zion as an important stop on the great lakes circle that runs along Sheridan Road.	Near Term	Great Lakes Circle Tour organization Lake County Partners DCEO	1	NA
Partner with CTCA in establishing more lodging facilities near the hospital, and create a stronger connection that integrates CTCA with Sheridan Road.	Near Term	CTCA	2	CTCA TIF
Develop a financial incentive program and tools to facilitate development of commercial corridors, including TIF, sales tax rebate program, Business District Development (BDD), and special service area financing.	Near Term	City	1	City

Near Term 1-5 years
Long Term 5+ years

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Housing

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Develop a clearinghouse for collecting and disseminating information about funding sources and assistance available to homeowners for home improvements.	Near Term	City Lake County	1	NA
Develop affordable senior housing to address the projected increase of persons 65 years and older: • Ensure diversity of housing types including multi-family (both congregate and townhomes) and single-family dwellings • Support home modifications to allow for seniors to age in place • Undertake an analysis to predict the number of affordable senior housing units needed over time • Create a realistic development plan and financial model based on unit demand and available capital resources	Near Term	City Lake County	On-going	Lake County (HOME Funds, CDBG)
Create diverse initiatives to encourage homeownership through: • Assess the potential for acquisition and rehabilitation of existing vacant and foreclosed properties. • Employer assisted housing information initiatives and programs to transition renters into homeownership, and to attract new residents into the area. • Working with an intermediary to rehabilitate and sell property	Near Term	MPC CMAP Local RE brokers Lake County IFF	1	Lake County (HOME Funds, CDBG) IFF DCEO Revolving loan pool U.S. Housing and Urban Development MPC Illinois Housing Development Authority's Abandoned Property Program Local nonprofits such as Lake County Residential Corporation Illinois Housing Development Authority (IHDA) Trust Fund and other programs Community Development Financial Institutions (CDFI)

Near Term 1-5 years
Long Term 5+ years

Date archived: November 13, 2017

Housing

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Undertake a marketing campaign to highlight the community's diversity.	Near Term	City	1	City
Facilitate Training on Housing Options for Special Needs Populations.	Near Term	City Lake County Corporation for Supportive Housing	2	City Lake County Corporation for Supportive Housing
Participate in the adoption of the Lake County Analysis of Impediments (AI) to address issues of importance to Zion. • Advocate for tangible implementation of the AI by participating in fair housing discussions in Lake County.	Near Term	City Lake County Other communities and non-profits	2	NA
Develop landlord and tenant education programs to addressing fair housing issues, best management practices, and tenant rights. • Explore creating such an optional program in coordination with other municipalities and organizations in Lake County.	Near Term	City Lake County Prairie State Legal Services	1	City Lake County

Near Term 1-5 years
Long Term 5+ years

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Community Development Services

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Support Lake County's efforts to continue to seek funding for either expanding the existing health center or relocating it to a larger facility, and explore providing urgent and immediate care centers.	Near Term	Lake County Health Department Erie Family Health Center, Waukegan Vista Health	3	Health Resources and Services Administration (HRSA) New Markets Tax Credits Lake County Vista Health
Establish a Northeast Lake County regional health network.	Near Term	City Lake County CTCA	1	NA
Establish a limited service grocer to improve access to fresh foods in the Lewis Avenue corridor. • Consider property north of 21st Street on the east side of Lewis as an available site that could be secured and then marketed by the City to potential grocers. • Provide low interest financing through lenders under the Healthy Food Financing Initiative.	Near Term	IFF Local banks and lending organizations	3	IFF Healthy Food Financing Initiative
Provide support services for employees of local businesses to better incorporate the workforce into the community • Work with either existing or new day care providers to establish off site but nearby childcare facility in the downtown area. Consider operating on a 24/7 schedule to service hospital staff schedules.	Near Term	City Chamber of Commerce Local Businesses CTCA	3	CTCA Local businesses

Near Term 1-5 years
Long Term 5+ years

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Community Facilities & Services

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Develop a 5-year Capital Improvement Plan to maintain and upgrade existing facilities.	Short Term	City	1	City
Construct City demonstration projects to show benefits of green stormwater management practices.	Long Term	City	3	City Local businesses
Improve the City government center and emergency services to ensure effective staff and facility response to community needs, and to provide enhanced customer service. • Improve fire department and emergency response time, and study the feasibility of building a third fire station in the Trumpet Park/Shepherds Point subdivision/ Green Bay Road area. • Expand the partnerships between the police department and community agencies and programs aimed at creating positive options for at risk youth and low-income populations.	Long Term	City Community agencies and local community improvement initiatives	2	City
Encourage the development of telecommunications infrastructure, and foster collaborative planning and public-private partnerships. • Improve telecommunication services in older sections of the City, particularly in the Downtown and Shiloh Park areas.	Near Term	Tele-communication providers	3	Tele-communication providers
Work with ZionSolutions L.L.C. and Exelon during preparation of the LTP to develop an end state that meets the needs of the community: • Participate in the LTP public process by reviewing the LTP when available for public comment, making comments,as necessary, and participating in the public meetings.	Long Term	City ZionSolutions Exelon	1	NA

Near Term 1-5 years
Long Term 5+ years

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Parks & Open Spaces

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Promote programming and awareness of all of the existing parks, including the City's Lake-front Park, among City residents.	Near Term	Part District	2	Park District
Explore expanding reduced usage fees and scholarships for lower income families, such as the program provided by the Park District.	Near Term	Park District Foundations Local Businesses	1	Foundations Local businesses and organizations
Improve access to existing parks by ensuring that sidewalks and trails can connect neigh-borhood residents to nearby parks.	Near Term	City Park District	1	City Park District IDNR
Provide mini-parks and neighborhood level parks as separate facilities, or as part of joint school/park facilities, within walking distance of all residents (1/4 mile = 10 minute walk). • Explore property acquisitions, exchange, sub-division development, or other options when appropriate and within available resources.	Long Term	City Park District School District	1	IDNR Park District Developer donations or impact fees DCEO IEPA
Create and implement a greenway plan. • Identify property acquisition for areas experi-encing flooding. • Adopt sustainable stormwater best practices. • Examine local ordinances to determine if modi-fications are necessary to protect natural areas.	Long Term	City Park District IDNR Openlands CMAP Lake County	2	IDNR City Park District CMAP

Near Term 1-5 years
Long Term 5+ years

Date archived: November 13, 2017

Parks & Open Spaces

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Develop a Parks Master Plan. • Implement a long-term capital improvement program to address improvements to recreational buildings and facilities in parks.	Near Term	Park District	1	IDNR Developer impact fees
Consider expanding the lakefront park to serve as a center for learning and tourism related activities (re-introduce the energy museum, and explore other educational facilities, such as a Lake Michigan ecology center).	Long Term	Park District Foundations Open Lands Exelon	3	IDNR Exelon
Explore initiatives that involve residents and local businesses in providing and supporting locally based recreation programs, including building playgrounds, developing community gardens, and organizing park clean-up days, • Explore establishing an endowment fund foundation to solicit private fundraising.	Near Term	Park District Local businesses Foundations	3	Local businesses Foundations
Integrate long-term future land use on the Zion Nuclear Power Plant site into the regional open space network. • Actively engage in the License Termination Plan process for the decommissioning of the ZNPP site to ensure the end state use provides the potential open space expansion.	Long Term	IDNR Open Lands Foundations Exelon	1	Exelon IDNR Open Lands Foundations
Develop an acquisition plan for the purchase of properties located in the floodway, or properties experiencing significant flood damage in the flood plain.	Long Term	City Lake County IDOT	3	Lake County IEPA IDOT

Near Term 1-5 years
Long Term 5+ years

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Natural Resources

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Create a Green Infrastructure Map.	Long Term	City Park District IDNR Openlands CMAP Lake County Chicago Wilderness	1	City CMAP IDNR
Perform a detailed citywide inventory of flora and fauna; map and locate urban trees as part of a citywide forestry program.	Near Term	Park District City	3	IDNR City Chicago Wilderness
Incorporate green infrastructure practices into the City's capital improvement program.	Long Term	City Lake County	1	City
Explore the potential to deploy high-performance, multiple-benefit green practices within the public right-of-way. • Coordinate an initial green infrastructure planning session with all city departments to create an agenda to develop a Green Infrastructure Action Initiative. • Investigate, evaluate, and consider permeable pavement, bio-retention, LED lighting, and other green infrastructure strategies on public streets. • Fund and implement pilot/demonstration green street project or projects, and measure cost and performance as a basis to consider widespread application throughout the City.	Near Term	City Park District Lake County CMAP IEPA	3	City IEPA 319 Program CMAP Park District IDOT

Near Term 1-5 years
Long Term 5+ years

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Natural Resources

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Identify a City representative to lead a City of Zion Natural Resources Commission to promote the City's natural resource agenda,	Near Term	City Lake County Forest Preserve District U.S. EPA IEPA IDNR CMAP Openlands Conservation Foundation Chicago Wilderness Illinois Coastal Management Program	1	NA
Perform a review of all City codes and ordinances that relate to natural resources or the application of green infrastructure. • Develop a list of potential revisions/modifications the City's code to legalize and prioritize ecologically based practices and green infrastructure.		City CMAP Lake County	1	CMAP IEPA
Create a media campaign celebrating Zion's unique and special ecology and natural resources. • Work with local schools to develop a natural resources curriculum or program based upon Zion's local ecology. • Develop an awards/recognition program for outstanding applications of water-based green building and site practices. • Arrange/conduct tours of ecologically significant sites led by naturalist docents to increase knowledge and awareness.	Near Term	City Park District School Districts Openlands Conservation Foundation Chicago Wilderness Lake County	3	City IDNR DCEO IEPA

Near Term 1-5 years
Long Term 5+ years

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Land Use

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Pursue development of key commercial nodes along Route 173 at Green Bay Road and Kenosha Road • Change the industrial zoning for the property at the south-west corner of Kenosha Road and Rt. 173 to provide for commercial redevelopment by either rezoning to a commercial district, or a planned development district. • Consider acquisition of key sites, or secure property owner purchase agreements	Near Term	Public/Private Partnership Lake County Partners City of Zion	1	Solicit development interest through RFQ/RFP process Tax Increment Financing (TIF)
Pursue tourism oriented development and preservation of the Lakefront in accordance with the ecology principles described in this Plan.	Long term	Exelon Lake County Partners Local Landfill Operator CTCA Open Lands Lake County Forest Preserve District Foundations DNR DCEO Great Lakes Cities Initiative (www.glslcities.org)	2	Solicit development interest through RFQ/RFP process Foundations TIF State Grant Programs Exelon Open Lands DNR
Establish a transit-oriented development district area adjacent to the Metra Station Work with Metra to plan for parking lot expansion, improved train schedule service, and joint development opportunities.	Short term	RTA Metra	1	Solicit development interest through RFQ/RFP process RTA Metra TIF

Near Term 1-5 years
Long Term 5+ years

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Land Use

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Promote Downtown Revitalization through: • Stronger transit, pedestrian, and bicycle linkages to the Metra station and the lakefront. • Amend the zoning regulations to require that buildings be placed at "build-to" lines, and parking be provided at the rear or side of buildings. • Expansion of public parking on existing lots, adding on-street spaces within the right-of-way along Shiloh Blvd., and along side streets. • Addition of more outdoor dining by introducing temporary 'parklets.' • Improving gateway and wayfinding signage, add signage and promote the Sheridan Road drive through Zion as part of the 'Great Lakes Circle Tour.' • Expansion and upgrade of the Downtown Streetscape program • Implement a long-term capital improvement program to address improvements to recreational buildings, and facilities in parks.	Near Term	Lake County Partners Public-Private Partnerships CTCA Chamber of Commerce Metra City of Zion Great Lakes Circle Tour PACE	 3 3 1 2 2 1 1	TIF BDD District Metra RTA CTCA IDOT – transportation enhancement program State grants Special Service Area Financing (SSA) IDOT – transportation enhancement program
Develop a neighborhood conservation program to facilitate revitalization efforts for the older, historic neighborhoods of Zion	Near Term	Neighborhood organizations Community organizations Lake County Housing Authority	1	City Lake County Housing Authority Foundations
Update Zoning and Subdivision Ordinances and Zoning Map		City of Zion	1	City

Near Term 1-5 years
Long Term 5+ years

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Transportation

ACTION STEP	PHASING	PARTNERS	PRIORITY	POTENTIAL FUNDING SOURCES
Consider traffic calming measures along streets that are reported to have speeding issues.	Long Term	IDOT	3	City
Expand bus routes within and to the City.	Near Term	PACE RTA	2	RTA PACE
Construct bus shelters to make public transportation more welcoming and better used.	Long Term	PACE RTA IDOT	3	Safe Route to School Program IDOT
Expand local bikeways and enhance existing bike paths with landscaping, street furniture, signage and lighting.	Near Term	City Lake County DNR IDOT	3	DNR TIF IDOT
Work with Metra to plan for continuous service improvements and landscape enhancements along the railroad right-of-way.	Long Term	City Metra RTA	3	Metra RTA
Study the feasibility of initiating trolley service to connect the Downtown district to the Metra Station and Illinois Beach State Park.	Long Term	City RTA PACE Chamber of Commerce	2	City IDOT PACE
Create a temporary four-way stop at the intersections during public events at Shiloh and Elm during the farmers market.	Near Term	City	1	City TIF

Near Term 1-5 years
Long Term 5+ years

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APPENDIX A

Community Design Guidelines

The Community Design Guidelines are intended to establish standards by which new development will be evaluated to ensure that the character of the City is maintained and enhanced. The design guidelines are intended as tools for communicating the design intent for future development, rehabilitation, and redevelopment efforts.

Zion residents during the public workshop evaluated a wide array of urban design images using an electronic voting system, ranking their preferences for design elements in order to forge a consensus on the desired physical attributes of Zion's built environment. These attributes are included in the following categories along with best practices to further define the character of the community.

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Site Design and Building Orientation

The following site planning and building orientation guidelines primarily address the organization of a project's components on the site. They deal with the location of buildings and site features such as parking lots, open space, and service areas. Thoughtful site planning can minimize a project's impact on its neighbors, increase the quality of the streetscape, and enhance a user's experience of the site.

Goal

The goal is to create a consistent, attractive and distinct character for the community.

Purpose

The purpose of the Design Guidelines is not to dictate a specific design style, but rather establish a set of guiding principles and elements of design that should be encouraged and creatively applied in Zion.

Visual Preference Survey Results

- Desirable elements
- Undesirable elements

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Site Design and Building Orientation

RESIDENTIAL USES

- New developments should consider the established street network, environmental features, lot arrangements, and building patterns (e.g. building materials, orientation, etc.) in their site designs. Separating a residential development from the rest of the neighborhood using high fences, walls, or parking lots should be avoided.
- Residential buildings should be oriented towards the street with the main entrance having a more dominating presence than the garage, to strengthen the residential character and sense of neighborhood among residents.
- Garages and parking areas should be located to the side or rear of a residential building to minimize their visual impact on the site.
- Landscaping elements such as street trees, planters, flower beds, berms, and hedge rows should be provided along the street and at neighborhood entryways to enhance the attractiveness of the neighborhood. Plant materials that add color and form and that will complement the scale of the residential buildings at maturity are recommended.
- Varied garage placements are encouraged to avoid a monotonous streetscape.

SINGLE-FAMILY

- High-quality building materials such as stone, brick or wood are preferred.
- House design should include elements such as front porches, bay windows, and pathways leading to the front door.
- Unique, diverse, and original home styles with distinct character should be encouraged to create visual interest and to avoid monotony.
- New, infill housing should complement the surrounding neighborhood through similar use of design elements such as entries which face the street, roof pitches, balconies, front porches, and recessed or detached garages.
- Facades should be broken up with architectural details, windows and other elements to create visual interest and to avoid blank walls.

MULTI-FAMILY

- Multi-family buildings and attached single-family residential units, such as townhouses and row homes, should provide some form of usable exterior living space to offer residents open space for recreation. Courtyards, patios, and porches are examples of such spaces.
- For multifamily structures private access drives are an effective way to hide individual garages.

Previous page: *Main entrance to the units are provided from the street, while the parking areas are at the rear.* ***This page from left:*** *Prominent, front-facing garage and expansive driveway highly visible from street frontage. Garage and main entrance to units are provided from the driveway. Private access garages and parking areas are located to the rear of the building, consolidated and hidden from view.*

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Site Design and Building Orientation

COMMERCIAL AND INDUSTRIAL USES

- All free-standing singular-use buildings should be generally oriented towards the front setback line within a well-landscaped green area, with loading areas and parking areas located to the side or rear of the site.
- Free-standing commercial buildings should be oriented with their major entry toward the street where access is provided and their major facade should be parallel to the street.
- For buildings that abut the street and have sidewalk access as well as a side-parking lot, the building entrance should be located on the corner so that it is welcoming to both pedestrian and auto users.
- The design of a development, including the arrangement and placement of building and site amenities, should create a "human scale" and be oriented to the pedestrian. Placement of buildings close together oriented towards public areas creates attractive and safe areas for pedestrians.
- Building entries should be well-defined so that they are easily identifiable to pedestrian and vehicular users from the street.
- Secondary entrances should be easily accessible and convenient to building parking and delivery areas, but should not be visually dominant.
- Building placement should consider pedestrian and bicycle access and circulation.
- Where feasible, accessory facilities such as mechanical equipment, trash collection, loading areas, storage areas, and vehicle service areas should be be located away from portions of the site which are highly visible from public roadways or other private properties.

This page: *Main entrance of the building faces the street, with parking provided to the side of the building.*

- Structures and on-site circulation systems should be coordinated to minimize pedestrian and vehicle conflicts and provide cross-access to adjacent properties.
- Existing natural site features should be preserved.
- Site design should consider the placement of adjacent buildings and landforms.
- Site and building design should accommodate pedestrian circulation on-site from parking areas to plazas, open spaces, pedestrian pathways, and to adjoining buildings.
- Coordinate site design with adjoining sites to take advantage of shared access and parking, similar perimeter landscape themes, or similar features.
- Wherever possible, smaller areas of open space should be assembled into larger natural corridors and preserves

SUSTAINABLE PRACTICES

As part of the site design, the City of Zion encourages the use of the following sustainable practices:

- Building siting to take advantage of solar orientation and wind protection
- Use of native landscaping
- Inclusion of natural and open space
- Naturalized stormwater management features such as rain gardens, green roofs, bioswales, and bio-retention basins, which are integrated in a cohesive and logical manner to take advantage of site topography, orientation and visibility
- Use of pervious paving in lieu of impervious paving for pedestrian walkways and bicycle paths
- Reductions in paved areas to the minimum amount necessary to achieve site circulation and parking needs
- Inclusion of renewable energy features such as geothermal heating and cooling, solar or small wind turbines
- Use of recycled products for infrastructure, site, and building material

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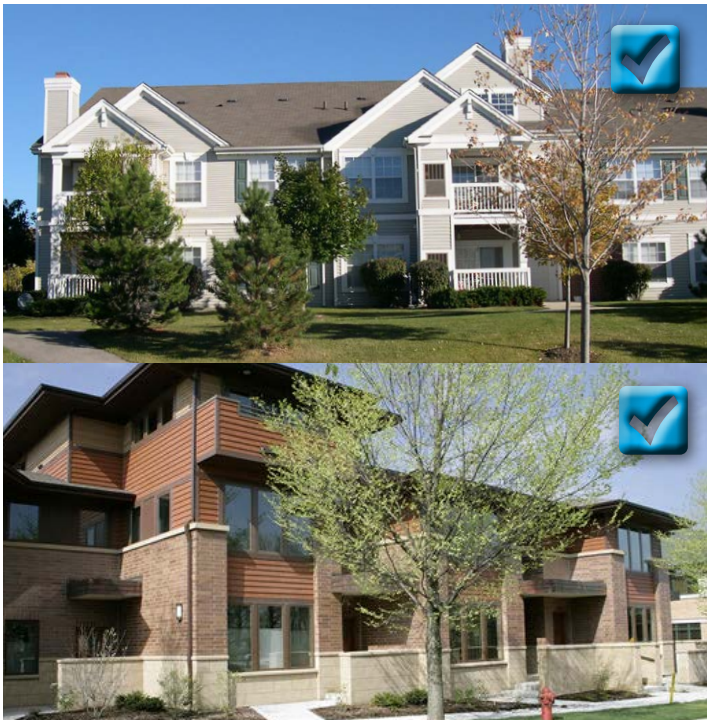
Architectural Design

Common architectural guidelines and design elements applied throughout the Village will help establish an attractive, unified visual image for the community. While the following guidelines apply to all proposed new developments, renovations, and redevelopment efforts, architectural innovation is encouraged within this framework.

ALL RESIDENTIAL USES

- The repetition of identical forms creates an undesirable and monotonous streetscape. Therefore, to create variety and interest, the design of structures should be varied (i.e. non-repetitive).
- High-quality building materials such as brick, stone or other masonry should be encouraged.
- The scale of the structure should be within a human-scale, reflective of traditional neighborhoods, so as not to overwhelm its surrounding.
- Materials used for new construction should be suitable with those used in neighboring buildings, and should not stand out in contrast to the rest.
- In multifamily structures, long, unbroken facades and box-like forms should be avoided. Facades should be broken up to give the appearance of a collection of smaller structures. This articulation can be accomplished with the use of balconies, setbacks and projections.
- To the extent possible, each unit of a multifamily structure should be individually identifiable.
- Roof lines should be pitched to imitate single-family dwellings, and could include features such as windows and dormers.
- For sloped roofs, both vertical and horizontal articulation, with gables and dormers are encouraged. Flat roofs are discouraged.
- Main pedestrian access should be oriented along the public street. Parking and service areas should be oriented at the building rear and accessed from an alleyway or secondary access point.



This page, clockwise from right: *Usable open space and outdoor porches are provided for residents to enjoy. Variety in the form and finishes of the building creates a dynamic facade. (Crime Prevention Through Environmental Design – see page x.) Residential building using only brick finish for the facade with no distinct features or variations. Siding used on the facade of a residential building.*

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Architectural Design

COMMERCIAL USES

FACADE TRANSPARENCY

- Ground floors planned for retail or restaurant use should be comprised primarily of large display windows that are clear glass, unless a specific alternative design is otherwise approved. Where clear glass display windows are used, these exterior building walls should maintain a distinct masonry base to separate glass materials from finished grade.
- Tinted and reflective glass is discouraged at the ground level so as not to interfere with the visual connection between the indoor-outdoor environments.

FACADE ELEMENTS

- Awning and canopies are encouraged along the public walkway and at the primary building entries. Awning and canopy materials should be of a consistent color and design and composed of compatible materials.
- Windows should have a repetitive rhythm which relates to the overall exterior of the building.
- Buildings should provide a consistent pattern of architectural detailing, including the use of decorative elements, changes in roof lines and fenestrations, vertical and horizontal articulation, and changes in building materials and color.
- Building cornices, friezes, lintels, sills and surrounds should be clearly expressed with limestone or metal materials.
- Bay windows are encouraged as appropriate; they should maintain the same details as principal façades: sills, lintels, cornices and expression lines.

MATERIALS AND ROOFING TREATMENTS

- Predominant exterior materials should be of a high quality. These include brick, wood, limestone, and tinted/textured concrete masonry units. Smooth-faced concrete block or pre-fabricated steel panels should not be used as the predominant exterior building material.
- Façade colors should be of low reflectance, subtle, neutral, or earth tone colors. The use of high intensity, metallic, black, or fluorescent colors is discouraged.
- Parapet roofs should comprise the majority of the building roof system. Where the overall building design calls for accentuation of specific building areas, such as the public entrance, gable ends and canopies may be incorporated as appropriate.
- Varied roof lines and roof heights are encouraged but should remain consistent and complimentary with the overall building design; consider including parapets, gables, dormers, and overhangs as appropriate to the façade design.
- Long, straight roof lines should be avoided.
- When located on the roof of buildings, mechanical units should be concealed within parapet walls.
- Sustainable building and landscape systems and materials should be used in the development.

Left: *A corner entrance is inviting to both pedestrians and auto users.*
Above: *The building's main entrance is not visible from the street and is set back by parking.*

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Architectural Design

COMMERCIAL USES

GENERAL GUIDELINES

- The Village has no one defining style of architecture, and therefore, style should not be restricted. Each development project should be evaluated based upon the quality of design and its relationship to the surrounding area.
- All sides of buildings should be equally attractive. Architectural details such as texture, pattern, color, and building form used on the front façade should be incorporated on the back and sides of the buildings as well.
- Building massing should be varied to create a logical hierarchy of building forms; to break up long expanses of façade; to create shade and shadow; and to create a "human scale." This can be done by creating horizontal emphasis through the use of trim; adding awnings, eaves, windows, or architectural ornamentation; use of complementary colors; and landscape materials.
- Each building or storefront should have a clearly defined, highly visible entrance.
- Long, uninterrupted wall or roof planes should be avoided and signs, lighting, utilities and services should be integrated with the building design.
- Green roof: Vegetated roofs can assist with reducing the energy costs of heating and cooling buildings. In addition, green roofs help to reduce urban heat islands, reduce the rate and quantity of stormwater runoff, and provide unique and sometimes pedestrian accessible outdoor spaces. Green roofs require waterproofing, sub-roof drainage, structural soil, and native plantings.
- Recycled construction materials: Where possible, the use of recycled materials is strongly encouraged. Pre-consumer and post-consumer content can be incorporated into building materials, site amenities, paving, and various finishes.

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Architectural Design

OFFICE /BUSINESS USES

- Buildings should be designed in a manner that fits in with the surrounding development pattern and context. Including:
  - The spatial relationship between structures & streets
  - Circulation patterns
  - Existing vegetation and topography
  - Architectural elements in surrounding developments

- Site features such as parking areas and driveways, secondary structures and outdoor functions should be arranged and located to draw attention to the aesthetics of successful components on site; for example, existing wetlands, natural elements, open space features, existing trees and ponds, and nearby architectural features.
- Building entrances should be prominent and accessible, including such elements as large entry doors, specialty paving, and architectural treatments that are complimentary to the site's overall character.
- Modest parking areas should be oriented at the building front, with supplemental parking provided at the building rear and/ or side.

Opposite, clockwise from left: *Facade elements like awnings and a change in the form of the building make the facade less monotonous. A change in building materials does not have an impact in improving a monotonous facade. Building materials and facade elements like awnings and towers help define the building. A change in building materials does not have an impact in improving a monotonous facade. Building materials and facade elements like awnings and towers help define the building. Facade elements like canopies and a change in materials help further define the building entrance. Varied roof lines and materials help create a dynamic facade.*

This page, from top: *Variation in materials and form create an interesting facade. Lack of variation in building facade. Variation in materials and form create an interesting facade.*

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Landscape Elements, Screening & Stormwater Management

Landscaping should be used as an opportunity to visually tie an entire development together. This is achieved by screening parking or service areas, accenting entryways, enhancing the appearance of buildings, buffering automobile traffic, creating an attractive, shaded environment along street edges, and defining circulation for vehicles and pedestrians.

LANDSCAPING

- Landscaping should be used to:
  - Soften building exteriors,
  - Define building entrances and parking lots,
  - Break up expansive paved surface areas in parking lots,
  - Provide a transition (buffer) between neighboring properties
  - Provide screening for outdoor storage, loading and equipment areas, and refuse storage.

- Landscaping should be provided around the perimeter of a building to minimize the "hard edge" that is created where the building meets the pavement and to break up large building masses. Landscaping should be in scale with adjacent structures and be of appropriate size at maturity to accomplish its intended purpose.
- Pedestrian areas and walkways should be distinguishable from parking and circulation areas with distinct paving materials, shade trees, and ground-cover planting.
- Landscaping for the parking areas should be located in a manner that provides visual relief, shading of the lot, green areas, and screening.
- Landscaping should maintain adequate sight lines for visual safety, visibility and efficient security.
- Landscaped islands within parking lots should be provided to improve not only the appearance of the site, but also the overall on-site vehicular circulation patterns.
- Parking areas in the rear and side of lots require less screening and are therefore encouraged.
- Parkway trees should be planted along all roadways at a minimum spacing of 35' on center. Plantings along store-fronts should occur in raised planters or in tree grates. All trees should tolerate urban conditions and no ash trees should be used.

Date archived: November 13, 2017

Landscape Elements, Screening & Stormwater Management

LANDSCAPING

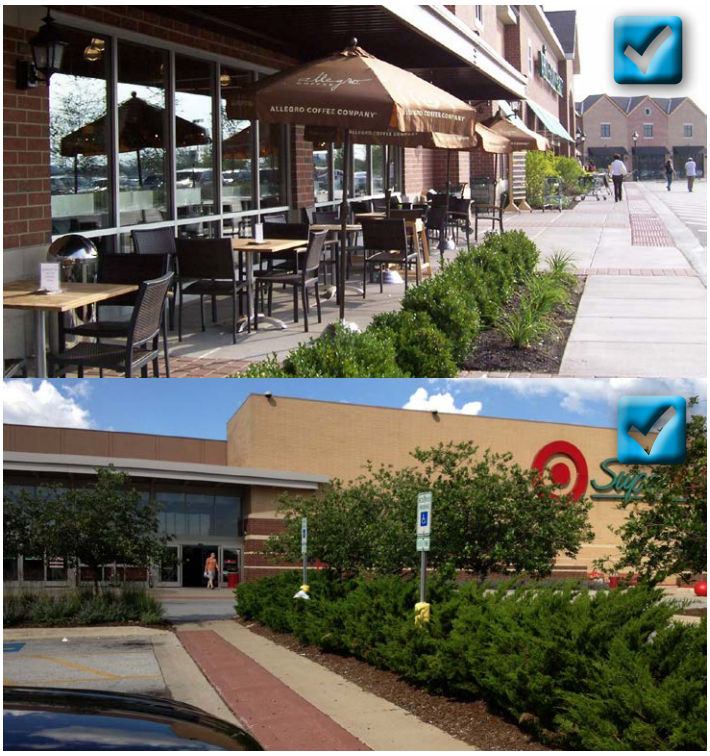
NATIVE LANDSCAPING

The use of native grasses, forbs, shrubs, and trees should be strongly considered. Native species can withstand a wide range of temperature extremes, use less water, require less maintenance and fertilizers, and use less water.

- Landscaping should conform and incorporate existing landscape and topographic features.
- Landscaping within courtyards and patios may include hardscape and softscape materials.

EFFICIENT IRRIGATION

Efforts should be undertaken to reduce the amount of irrigation that is needed onsite. Native plant materials should be planted that require little irrigation. Other ways to be efficient with irrigation is to utilize rain-triggered shut-off devices, flow reducers, head layout that only sprays in softscape spaces and the use of drip irrigation systems.



Opposite: *Building set back from the road by a paved parking lot devoid of landscaping.* ***This page, clockwise from right:*** *Commercial building provides landscaping that is in-scale with the building as well as pedestrian walkways to enhance safety and minimize vehicular conflicts. Outdoor patio is complimented by a shrub row which helps provide a buffer from the adjacent sidewalk, and provides stormwater infiltration. Parking lot is screened from view via a landscaped berm that includes weather sturdy shrubs, trees, and grasses, and provides stormwater infiltration.*

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Landscape Elements, Screening & Stormwater Management

SCREENING

- Trash enclosures, utility boxes, meters, and loading/service areas should be screened from adjacent properties, public rights-of-way, parking areas and pedestrian walkways.
- Screening for trash enclosures should consist of a solid wall of the same material as the principle building. Trash enclosures should be located towards the rear of the site, unless it can be determined that a location within a side yard is more appropriate to the functioning of the establishment. Under no circumstances should they be permitted in a front yard.
- Roof equipment screening should consist of a parapet wall.
- All other utility equipment and service areas should be screened with landscape material and/or fencing, equal in height or taller than the equipment being screened.

CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN (CPTED)

Environmental Design is an approach to problem solving that considers environmental conditions and the opportunities they offer to reduce crime or other unintended and undesirable behaviors in the community. CPTED attempts to reduce or eliminate those opportunities by using elements of the environment to:

1. Control access
2. Provide opportunities to see and be seen
3. Define ownership
4. Encourage the maintenance of property

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Landscape Elements, Screening & Stormwater Management

STORMWATER MANAGEMENT

On-site stormwater management detention ponds and flooplain should be enhanced to provide unique natural amenities to the site. The following should be incorporated into the design of the detention ponds:

- Pedestrian connections to these natural areas
- Pedestrian overlooks and other seating areas that overlook ponds and are immediately adjacent to trailways
- Native landscaping that tolerates wet/dry conditions and attracts wildlife
- Shallow pond slopes to support native plantings and attract wildlife

- The use of naturalized stormwater management techniques (bioswales, roof gardens, rain gardens and naturalized drainage channels) is encouraged to reduce stormwater runoff.

BIOSWALES

Vegetated swales that are located in parking lot islands, adjacent to parking lots, and near other large expanses of impervious surfaces. The swales are planted with native materials that slow the speed of runoff and allow water to infiltrate back into the ground instead of into storm sewers or detention ponds.

RAIN GARDENS

Similar to bioswales, rain gardens are vegetated depressions that slow stormwater runoff and allow water to infiltrate back into the ground. Native materials that can tolerate wet and dry conditions are planted in the bioswales and rain gardens. Rain gardens can be located near buildings, in parkways, and in and around parking areas.

NATURALIZED DETENTION

A naturalized detention area temporarily collects and stores stormwater runoff in a 'wetland' type area. It is then released at a slow and controlled rate to allow it to infiltrate into the ground. These areas are planted with native wetland plantings that can tolerate severe wet and dry conditions.

This page, from left: *Landscaped boulevards break up the large expanse of pavement and help with stormwater management. Generous landscaping improves the aesthetics of parking lots and helps to reduce the "heat island" effect created by large expanses of pavement.*

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Vehicular and Pedestrian Circulation, Access & Parking

These guidelines are intended to provide improved circulation and reduced vehicular traffic conflict by ensuring that circulation and access patterns create an integrated transportation network for pedestrians, bicycles, and vehicles. A quality place allows flexible parking arrangements such as on-street parking and shared parking to minimize an oversupply of parking. Large blocks/strips of uninterrupted parking detract from the appearance of a development area and create a confusing and sometimes hazardous environment for both motorists and pedestrians.

This page, from left: *Bike lane is clearly striped and separated from traffic, landscape median helps slow traffic and adds an extra measure of safety for pedestrians crossing. Vehicular access to site is clear, landscaping and signage help to define and buffer access points. Crosswalk clearly marked with brick pavers.*

Opposite page, clockwise from top left: *Pervious concrete used for a pathway allows for stormwater to percolate into the ground. Parking lot incorporating no internal landscaping or pedestrian pathways. Pavers used in the parking lot allow stormwater to filter through into the ground, thus reducing the amount of surface stormwater runoff. The integration of rain-gardens into a parking lot can help soften hardscapes, reduce stormwater runoff, and enhance the visual appearance of the lot.*

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Vehicular and Pedestrian Circulation, Access & Parking

- Large parking lots are discouraged in favor of smaller, connected parking lots that employ landscape screening, transitions, and buffers.
- The placement and design of parking areas and structures should foster safe pedestrian access and circulation and clearly identifiable public access and visitor parking.
- The frequency of curb-cuts (driveways and other access points) should be minimized to avoid conflicts with other traffic patterns.
- Parking lot poles should be located so as not to present an obstacle to pedestrians or vehicles.
- Bike racks or bike parking should be incorporated into all site designs, and located close to the building entrance.
- Where appropriate, bike paths connections should be provided or linked to other existing or proposed local and regional trails.
- Pedestrian and cycle paths should incorporate amenities and furnishings such as water fountains, news racks, benches, trash and recycling receptacles, wayfinding signs, and bicycle parking facilities.
- Sidewalks must be provided along the length of any façade abutting designated parking areas.
- Clearly delineated pedestrian circulation paths should be provided from the perimeter public sidewalk to the principal customer entrance. This walkway must be distinguished from the driving surfaces through the use of special pavers, bricks, or scored concrete to enhance pedestrian safety and the attractiveness of the walkways.
- Whenever practical, shared parking between adjacent businesses and/or developments is encouraged.

- PERMEABLE PAVING

  Various paving products exist that allow stormwater to infiltrate through the pavement and infiltrate the soil below. Various options include permeable concrete, permeable precast pavers, reinforced gravel and grass paving, and permeable asphalt. The benefits of permeable paving is the reduction of on site storm water, the recharging of underground water supplies, and the filtering pollutants and other debris.

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Streetscape, Signage and Lighting

Signage is a key element in the overall character and attractiveness of an area. Thus the shape, size, and scale of signage is important. The guidelines below outline measures that will help prevent visual clutter and foster a strong community image.

STREETSCAPE

- Handicap ramps/ADA compliant sidewalk crossings
- Appropriately scaled pedestrian and vehicular lighting
- Raised planters to buffer pedestrians from vehicles
- Signs should be expressive, and individualized without the use of distracting illumination or movement
- Trees should be located in planters and/or tree grates
- Public art and/or water fountains at key axis points
- Knuckles or 'bump-outs' at intersections to provide greening and to minimize pedestrian crossing length

Opposite page: *Monument sign that is consistent with the design and materials of the building.*

SIGNAGE

- Signs should be expressive, and individualized without the use of distracting illumination or movement
- Signs should be of scale and proportion in design and form a visual relationship to the building and surroundings. They should not be applied to the wall or windows of the building in such a way as to interfere with architectural details nor disrupt the rhythm of the columns and fenestration. They should be of a size, location and design that does not obscure a building's important architectural details or overwhelm the architectural elements of the facade or building
- All signage should be highly compatible and consistent with the building and site design relative to color, material, and placement.
- Freestanding signs should be limited to ground or monument signs, and should be designed with consistent design elements, such as a base material, height, and lettering style, to create visual continuity. Pylon or pole signs should be discouraged.
- Multi-tenant buildings should develop a master sign plan which should be used to guide individual sign design decisions
- All wayfinding, directional and parking control signs should be unobtrusive and consistent in format
- A limited number of colors should be used. Background colors that match the building color (or neutral), and light graphics on a dark background are encouraged as they are visually appealing.

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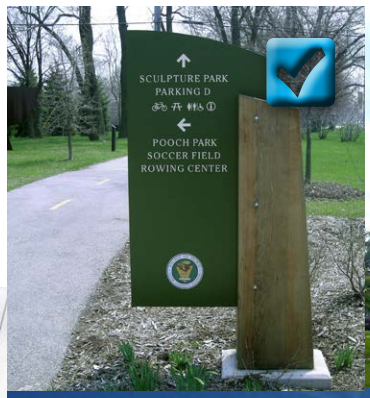
Streetscape, Signage and Lighting

SIGNAGE

- As applied to wall-mounted signs, preferred approaches include the use of flood lights attached on gooseneck fixtures from the top of the roof or top of the sign, wall-wash lights mounted behind opaque sign letters or elements, and up-lights mounted in an open area beneath the sign.
- The use of neon lighting and lettering on primary signage should be limited. Its use on secondary signage or as an accent may be appropriate; however, high-intensity sign lights or the excessive external illumination of any sign is inappropriate.



This page, clockwise from top left: *Example of directional signage. Monument sign for a multi-tenanted building. Stand alone gas station signage. Gas station signage as part of a monument sign.*

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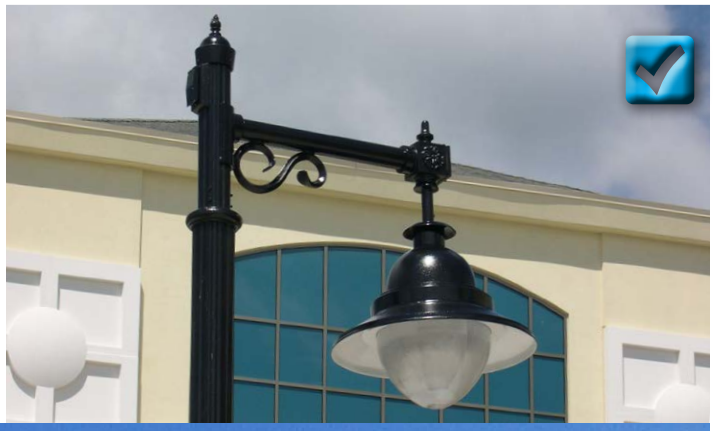
Streetscape, Signage and Lighting

LIGHTING

- To reduce light pollution, dark sky lighting techniques should be utilized. Dark sky lighting fixtures are designed to be energy efficient, and to direct the lighting down and out, rather than up into the sky.
- Exterior lighting should balance the need for energy conservation with the needs for safety, security, and decoration
- Only lighting that is required for general safety and security should be provided on a 24-hour basis
- Timers and photosensors should be used for exterior lights to reduce the usage of electricity when there is sufficient daylight
- The use of LED or metal halide lighting fixtures is encouraged for energy efficiency and consistent color rendition



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APPENDIX C

PLAN4 Zion

City of Zion
Adoption Ordinance
No. 15-0-61

Date archived: November 13, 2017

CITY OF ZION
LAKE COUNTY, ILLINOIS

15-O-61

ORDINANCE ADOPTING AN AMENDMENT TO THE CITY OF ZION COMPREHENSIVE PLAN

ADOPTED BY THE
CITY COUNCIL
OF THE
CITY OF ZION

Published in pamphlet form by authority of the City Council of the City of Zion, Lake County, Illinois, this 2nd day of December, 2015

Date archived: November 13, 2017

15-O-61

ORDINANCE ADOPTING AN AMENDMENT TO THE CITY OF ZION COMPREHENSIVE PLAN

WHEREAS, pursuant to Section 11-12-5 et seq. of the Illinois Municipal Code (65 ILCS 5/11/12/5 et seq.), the City Council first adopted Ordinance No. 74-O-56, adopting an Official Comprehensive Plan on November 5, 1974; and

WHEREAS, the City Council adopted Ordinance No. 92-O-8 to amend the Official Comprehensive Plan on February 17, 1992; and

WHEREAS, the City Council adopted Ordinance No. 96-O-21 to amend the Official Comprehensive Plan on March 19, 1996; and

WHEREAS, on August 17, 2015, the Planning and Zoning Commission did hold a public hearing on the adoption of the amendment to the Official Comprehensive Plan and Official Map where they did consider testimony and/or submittals of all persons in favor or against said recommended amendment; and

WHEREAS, at the public meeting on August 17, 2015, the Planning and Zoning Commission considered information derived from the public hearing and, after recommending certain revision to the proposed amendment to the Official Comprehensive Plan, recommended that the City Council approve the proposed amendment to the Official Comprehensive Plan; and

WHEREAS, the City Council, after due consideration and study, has deem it is necessary and desirable to adopt an amendment to the Official Comprehensive Plan and has considered the amendment of the Official Comprehensive Plan for the City of Zion.

NOW, THEREFORE, BE IT ORDAINED by the Mayor and City Council of the City of Zion, County of Lake and State of Illinois

SECTION 1. The Official Comprehensive Plan of the City of Zion, including the maps incorporated therein, a copy of which Plan is attached hereto and incorporated herein as Exhibit A, is hereby adopted as the amendment to the Official Comprehensive Plan of the City of Zion.

SECTION 2. The City Clerk is hereby directed to file notice of the adoption of the amendment to the Official Comprehensive Plan for the City of Zion with the County Recorder of Deeds of the County of Lake.

SECTION 3. All ordinances or parts of ordinances of the City of Zion in conflict herewith are, to the extent of such conflict only, hereby repealed.

SECTION 4. This ordinance shall be in full force and effect and after its passage, approval and publication in the manner provided by law.

Date archived: November 13, 2017

15-O-61

PASSED and approved by the Mayor and City Council of the City of Zion, Lake County, Illinois, this 1st day of December, 2015

APPROVED THIS 1st DAY OF DECEMBER, 2015.

By: _____
Lloyd E. DeTienne, Mayor Pro Tem

CITY OF ZION

ATTEST:

_____
City Clerk

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Historic Growth Pattern

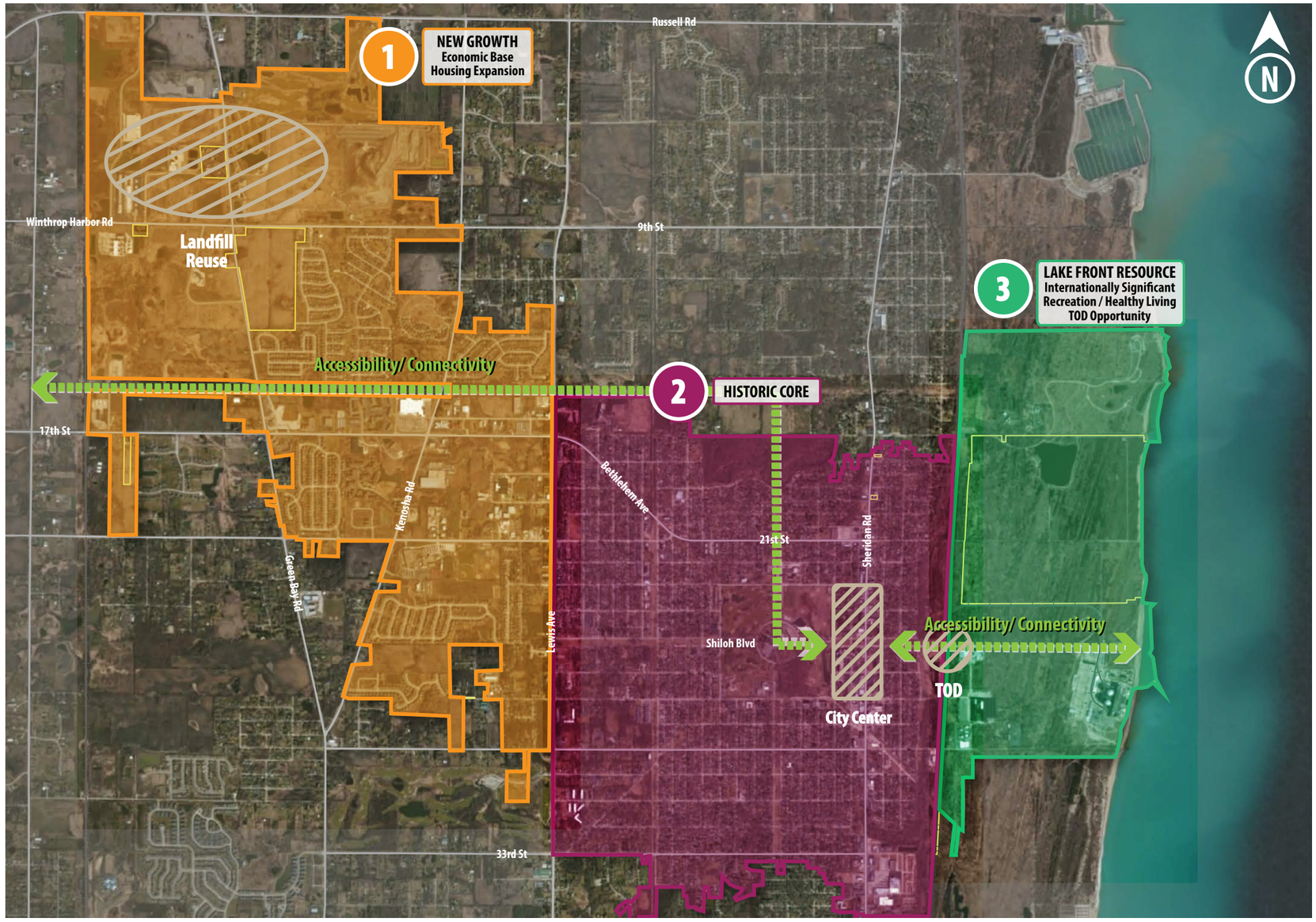

Exhibit 1.1 Historic Growth Pattern

The Historic Growth Pattern and the Framework Plan, (see chapter 2) together provide an understanding of the historic evolution and organization of the City and related planning concepts unique to each sub-area of the City. They provide a general description of the key recommendations which have guided the preparation of the comprehensive plan elements. Zion's growth pattern over the past 100+ years is reflected via the three land use patterns noted below. This pattern of development provides the structure for future development and revitalization strategies.

1 New/Modern Era of Growth
2 Historic Core
3 Lakefront Resource

1 New Growth Area

The City expansion west of Lewis represents a more contemporary growth pattern reflective of post 1950s developments with modern shopping centers, industrial parks, and larger lots, and curvilinear subdivisions in isolated locations with a lack of strong connections to the historic core and between each other. Today this area is comprised of the greatest concentration of industry and commercial development and represents a significant opportunity to expand these important employment and tax producing uses. The new growth area also provides significant opportunity to continue to provide larger, more modern home options to improve the diversity and quality of Zion's housing stock. Efforts in this area should include making better connections between newer subdivisions and the historic core of the City.

2 Historic Core

As the original settlement area for the City, this area is the most densely populated, and contains most of the civic uses, parks/open spaces, the historic Downtown and the primary retail corridor in the City (Sheridan Road). The historic core also contains most of the smaller lots and affordable housing in the City, with many older homes in need of repair and modernization, high foreclosures of 215 in 2013. (Source- Woodstock Institute – Record Information Services). Previously an area of largely single-family detached homes, conversions of homes and scatter development of multiple-family buildings has resulted in a haphazard development pattern that could continue to undermine the stability of neighborhood areas without adequate planning to address parking, open space, building relationships, landscaping, height and overall design quality and consistency. Future plans should focus on neighborhood stabilization, property improvement, and infill development.

3 Lakefront

Although originally planned as part of the urban development of the City, the characteristics of the lakefront district did not make conversion to house lots easy given the extensive and high quality nature of this unique wetland and dune habitat. Now largely protected as part of the IBSP, the remaining area within Zion, controlled by Exelon Energy, provides opportunity for continued preservation and ecological restoration/stewardship, reconnection of the lakefront upon the full reclamation of the ZNPP, and unique, integrated conservation oriented development and tourism opportunities.

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Framework Plan

The Framework Plan (Exhibit 2.1) describes the basic planning elements that will guide future land uses within Zion's planning area. The Framework Plan map describes gateways, centers/nodes, linkages, paths, and corridors that make up the primary physical landscape of Zion. The Framework Plan also describes primary use districts where certain types of compatible uses should be preserved or expanded.

Taken together, these elements (gateways, centers/nodes, paths, corridors and districts) are the dominant physical features of Zion's character and function. They will provide the building blocks for the development of the Land Use Plan to be provided later in the planning process. The Framework Plan elements are derived from the principle planning themes.

Element Descriptions

GREENWAY CORRIDORS
primarily consist of natural areas, such as streams, floodplains, wetlands, and other wildlife habitats, which should be preserved and protected from development, but which also serve as opportunities for non-motorized connections and links to civic destinations.

GATEWAYS
are entries into the community and provide the first glimpse into Zion's character, and marked by welcome signs, special landscaping and highlights about its people and institutions. Examples include the points of entry for the regional bike paths as well as the entries to the Downtown or other special districts.

NODES
are areas where corridors intersect and where concentrations of activities take place, such as major retail centers, such as the Downtown or Walmart center.

LINKAGES AND CONNECTIONS
are the pedestrian and bicycle paths and corridors along which people travel and recreate, and which connect the City's neighborhoods.

PRIMARY USE DISTRICTS
where certain types of compatible uses should be preserved or expanded.

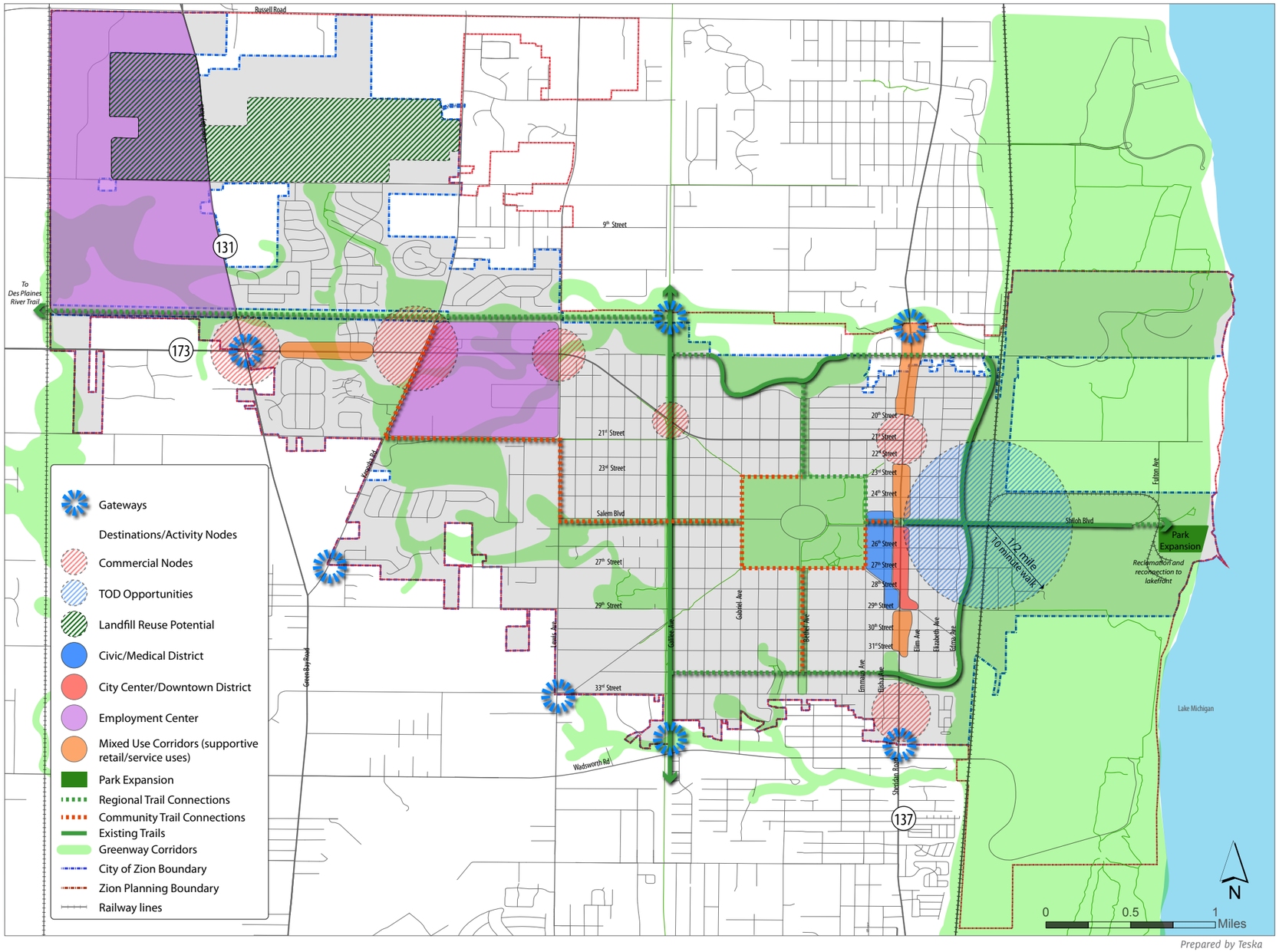

Exhibit 2.1 Framework Plan