Village of

East Dundee

2010 Comprehensive Plan Addendum

Planning and Zoning Commission Recommended Draft: March 9, 2010

❖ INTRODUCTION

The Village of East Dundee 2002 Comprehensive Plan Update included an ambitious, mixed-use plan for the Eastern Growth Area that incorporated a significant amount of area designated for low density residential development surrounding a lake created from existing gravel mining operations. Unfortunately, several factors have conspired against the implementation of this plan including the length of time the mining and related reclamation activities are expected to continue, the near total collapse of the high-end single family housing market in 2008 and 2009, and expected long-term recovery of the housing market in general.

At the same time, several other factors have increased the potential for the Village to increase its business and employment base. In particular, there continues to be a significant disparity in the property and sales tax rates in Cook and Kane Counties paid by commercial and industrial businesses, with Kane County's rates being considerably lower. As a result, East Dundee's location on the border of Cook County makes it a prime target for businesses looking to locate/relocate just outside of Cook County but needing proximity to Cook County communities and facilities, such as O'Hare Airport.

At the same time, the population of western Cook County has grown significantly over the last decade. As commute times and expenses continue to increase for those who work in eastern Cook County, residents will likely seek employment opportunities in communities that are much closer to home and are more easily accessible, such as East Dundee. Accordingly, the Village is currently developing plans for enhanced public transit services that not only will increase the mobility options for existing Village residents but also will improve accessibility to Village employers and business by those living outside of the community.

One result of this shift away from future residential development to commercial and employment uses should be a tremendously positive impact on the Village's finances. Often, residential development can pose a financial burden while commercial and industrial development tends to be fiscally positive (tax revenues paid by these uses often exceed the increased cost of services). Over the long term this should not only stabilize the tax base but should help to maintain reasonable tax rates for existing residents by shifting more of the tax burden to non-residential development.

As a result of all of these factors, the Village and the impacted property owners have had to rethink the future of the Eastern Growth Area in terms of short term economic feasibility and long-term transition from mining to an appropriate form of permanent development.

This Comprehensive Plan Addendum provides a new vision for this area based on the above factors and thus, serves to replace various portions of the text and maps from the 2002 Comprehensive Plan Update. Specifically, this 2010 Comprehensive Plan Addendum includes the following revisions to the 2002 Plan:

- ❑ Replacement of the entire text of the Eastern Growth Area Specific Area Plan on pages 46 through 52 of the 2002 Plan;
- ❑ Replacement of the definitions of the "Industrial/Office-Research" and "Conservation" Future Land Use Categories found on pages 20 and 21 respectively of the 2002 Plan;
- ❑ Replacement of the Eastern Growth Area map found on page 53 of the 2002 Plan;
- ❑ Amendment to the Future Land Use Plan map found on page 26 of the 2002 Plan. The entire map is not reproduced as part of this Addendum, but the future land uses for the Eastern Growth Area shall be those depicted on the 2010 Future Land Use Plan Addendum;
- ❑ Amendment to the Transportation Plan map found on page 28 of the 2002 Plan. The entire map is not reproduced as part of this Addendum, but the circulation system for the Eastern Growth Area north of Route 72 shall be as depicted on the 2010 Eastern Growth Area Map Addendum.
- ❑ Portions of Ordinances 07-52, 08-51 and 08-74 (all dealing with the Pal Land, LLC, property now known as the Terra Business Park) that amend the Comprehensive Plan generally have been incorporated into this Addendum and are hereby superseded by it.

All maps and text of the 2002 Plan that are not amended by this Addendum are considered to be consistent with the maps and text included in this Addendum, but should there be an apparent or actual conflict between the unaffected portions of the 2002 Plan and this Addendum, the maps and text of this Addendum shall prevail.

The following replaces in its entirety the text contained in the 2002 Comprehensive Plan Update describing the Eastern Growth Area (EGA) on pages 46 through 52, as well as portions of Ordinances 07-52, 08-51 and 08-74 that amend the Comprehensive Plan.

EXISTING CONDITIONS

The future dimensions and reclamation schedule for the lake in the north end of the EGA (Lake Palumbo) are key drivers in selecting appropriate future land use classifications for the area. The current size and configuration of the lake result in a much more limited land area around the lake than what was shown in the 2002 Plan. Although the current land owner's "ultimate" reclamation plan shows a significantly smaller lake and a much larger land area around the lake, the extent of ultimate reclamation and the time period needed to achieve it must be major considerations in determining what future land uses should be included in the Comprehensive Plan.

The land around Lake Palumbo currently is configured as follows:

- **North:** There is an average depth of about 400 feet between Route 68 and the north shore of the lake. Regardless of use, this depth would accommodate only site layouts that directly access Route 68 at perhaps two or three points that would likely line up with the cross streets on the north side of Route 68 in Carpentersville. There is not enough depth to reasonably accommodate development and a new east-west public street that would parallel Route 68. To accommodate such a road with development on both sides of it (similar to that shown in the 2002 Plan) would require increasing this depth by 50-100% depending on the proposed land uses to be served by the road.
- **South:** There is an average depth of about 500 feet between the north line of the existing Terra Business Park and the south shore of the lake. Pal Land has asked to add this strip to Terra, which requires amending the Future Land Use Map for this area from Planned Residential to Industrial/ Office-Research as was done when Terra was approved.
- **East:** This side of the lake was recently reconfigured and the shoreline pulled back another 150 feet from the Pal Land/Prairie Materials property line. As shown on the 2010 Future Land Use Plan Addendum, Christina Dr. is expected to straddle this property line, leaving about 200 feet between the road and the existing lake shore. This depth would need to be doubled in order to feasibly accommodate nearly any land use other than open space/recreation.
- **West:** The west shoreline of the lake is only about 200 feet from the west property line. This depth would need to be doubled or tripled in order to accommodate both a road and some form of development on one side it, and doubled again to accommodate

development on both sides of a new road as shown in the 2002 Plan.

According to Pal Land, it will likely take 20 years at a minimum to complete the "ultimate" reclamation plan, if ever. Further, the cost of reclamation is extremely expensive. In each of the last two years Pal Land has reportedly spent nearly $1 million on site reclamation activities on the south and east shores, and that level would need to be sustained for at least another decade to substantially reduce the size of the lake. However, it's important to note that under their state permit, Pal Land has the option to reclaim as little or as much of the lake as it would like. Although the shoreline and banks will need to be re-contoured, the ultimate size and dimensions of the lake are very uncertain and will depend on a number of factors including the availability of fill material, the cost of the fill and compaction, and the value of the land once reclaimed. The only thing that seems certain is that the lake won't get any bigger.

Another significant factor influencing current and future land uses in this area is the existing Prairie Materials mining operation just to the east of Lake Palumbo. Here again, the nature of their existing operations and future plans indicate that the mining is not likely to cease anytime within the next decade, and the size and configuration of their lake will continue to change throughout the life of their operation.

Based on the above and the economic considerations outlined in the Introduction section of this Addendum, the Village needs to determine the appropriate planning horizon for the future land uses to be depicted in the Comprehensive Plan. Should the future land uses correspond with what is most likely to occur on the site over the next 10 to 20 years, or should they reflect those uses for 20 years and beyond?

The 2002 Plan appears to have gone with the latter as the configuration of the lake that is depicted on the 2002 Future Land Use Map is significantly smaller than what exists today and is not achievable for at least a decade. Further, the 2002 Plan shows a completely reclaimed Prairie Materials site, something that also is not likely for another 10 to 20 years.

Despite this long time horizon, the 2002 Plan did not provide suggestions for development/land use changes in the interim and, presumably, assumed that the existing mining activities would continue across the entirety of both sites until the land was fully reclaimed at which time new development would begin. However, as evidenced by both the Terra Business Park and the latest request by Pal Land concerning the south shore of the lake, reclamation and development are likely to be conducted much more incrementally. Accordingly, it is appropriate to reconsider the land uses for the EGA and develop a plan that is more consistent with existing land uses and market conditions as well as the longer range transition from mining to some form of more permanent development.

DEVELOPMENT CONCEPT – NORTH OF ROUTE 72

The following classifications are reflected on the 2010 Future Land Use Plan Addendum in light of the above issues relative to the exiting and future configurations of Lake Palumbo, the existing and future operations on the Prairie Materials property, existing land uses surrounding both properties, and current and future market conditions. For convenience, the discussion of the recommended land uses within this portion of the EGA is organized by land use category. The referenced "Development Areas" are shown on the 2010 Eastern Growth Area Map Addendum.

Industrial /Office-Research

This is the predominate, existing land use in the area and will continue to be in the future, although the EGA is expected to transition from mining to more permanent forms of industrial/office development. As described previously, the mining and reclamation activities in the north end of the EGA are anticipated to continue for at least another decade and perhaps well beyond that. Further, the transition from mining to another use will likely occur incrementally rather than all at once across an entire site. Accordingly, the incremental introduction of lesser intensive uses, like low density residential, will pose challenges while mining operations continue nearby.

Current and forecasted market conditions also work against the development of low density residential housing any time soon. However, East Dundee's location immediately east of the Cook County line makes it an excellent short- and long-term candidate for additional industrial/ employment uses given the significant property and sales tax advantages Kane County has over Cook County.

All of the above were factors in driving a Comprehensive Plan amendment in 2007 to accommodate the Terra Business Park, and all are likely to continue influencing development in the EGA for some time to come. Further, Terra, the Prairie Lakes Business Park, and the Plote Business Park all serve as examples of how industrial-type uses can be developed with high quality design and construction consistent with the Design and Development Guidelines contained in the 2002 Plan and the Planned Unit Development standards of the Village's Zoning Code. Such standards should continue to be applied to all new development within the EGA.

Although the EGA has many competitive advantages for attracting quality industrial and office uses, it lacks infrastructure and will require significant investment in reclamation and site preparation to make land ready for development. As a result, the EGA is an excellent candidate for consideration of a Tax Increment Finance District and/or Business Development District, and eligibility studies and plans for both of these are underway concurrent with the drafting of this Addendum.

Note that the 2002 Plan did not explicitly state that mining was consistent with the "Industrial/Office-Research" Future Land Use category. As a result, this Addendum also includes an amendment to the category definition to make this clear.

"Development Area D"

Pal Land, LLC, has requested that this area be added to the existing Terra Business Park. Given the narrow depth between Terra and the lake, this appears to be the most logical use of the land and requires a change to the Industrial/Office-Research category as was done with Terra.

Increasing the depth of this area significantly may permit another land use to be inserted between Terra and the lake. However, according to Pal Land, it would take several more years to reclaim enough of the lake to accommodate this. Further, it is unlikely that high-end, low density residential development will be viable in this location in the foreseeable future regardless of the depth, so some form of revision to the Future Land Use Map likely is required in any event.

Multifamily is one possibility if the land area is expanded, but the trade off would be a significant delay in development. Further, the current density restrictions (maximum of only 10 units per acre) in the Village may limit the viability of multifamily development in this location.

"Development Area E"

Prairie Materials is likely to continue active mining and reclamation activities on much of this site for probably at least another 20 years. Further, the property is bordered by a high voltage power line on the east and industrial development on the north and south. Accordingly, the Village should consider a future land use classification that is reflective of this existing use (such as Industrial/Office-Research) or apply another category that would be more specific to mining/ materials processing (such as the revised definition of Conservation) that would serve as a "holding zone" to be revised over time as the land is reclaimed and some form of more permanent development is proposed.

Although it is difficult to predict future market forces, the low density residential uses shown in the 2002 Plan for this site are not ever likely to be feasible in this location and the office/industrial uses similar to those to the north and south are more likely. As a result, the Industrial/ Office-Research future land use category is recommended as it is consistent with the existing use as well as the most likely future development of the property.

"Development Area F"

This area consists of the existing Terra Business Park, Plote Business Park, a peaker plant, and an asphalt plant. Much of Terra is currently vacant and the asphalt plant will likely be phased out over time. As development occurs, the Design and Development Guidelines and Planned Unit Development standards should be applied to ensure a consistent, high quality character of development. The 2002 Plan and Ordinances 07-51, 08-52 and 08-74 already designated this entire area as Industrial/Office-Research, so no change is recommended as part of this 2010 Addendum.

"Development Area H"

The market conditions that drove the proposed mixed-density residential project for this site five years ago (the "Cambridge

Homes" project) no longer exist. Further, it is difficult to imagine that market conditions will change anytime soon, if ever, to make a lower density residential project viable on this site. Its challenging configuration, topography, soils, and location adjacent to a high voltage power line, busy highway, and industrial development suggest that a continuation of the business park-type development to the west may be the best option for this site. Because this District is located in Cook County – and subject to the higher property and sales taxes imposed in that county – some type of compatible public/ institutional use, such as an educational/ training center, also would be appropriate for this area.

Based on the above, the 2010 Future Land Use Plan Addendum shows a change to Industrial/Office-Research for most of the site with commercial along the front. The map also shows a strip of Conservation along the north property line as indication of the need to provide a buffer of some type to minimize any impacts on the property to the north.

General Business

"Development Area B"

The area's proximity to existing mining operations (and proposed industrial uses) to the west as well as it's location along Route 68 and Christina Drive make it most suited for commercial development. In addition, it provides a good buffer from the higher intensity uses to the east should the area to the west (*"Development Area A"*) ever be developed as low density residential following additional reclamation of the lake.

"Development Area G"

Consistent with the 2002 Plan and Ordinances 07-51, 08-52 and 08-74, which were adopted as part of the approval of the Terra Business Park, the frontage along Route 72 continues to have potential for significant commercial/ retail development. Although the area is shown on the 2010 Future Land Use Plan Addendum with a depth of about 350 feet, this is strictly illustrative of the concept of generally having commercial development along this frontage. The actual depth of commercial development may vary over the length of this area but should be sufficient to accommodate preferred larger scale projects such as big box retail, multi-tenant retail, entertainment complexes, and car dealerships.

This area also may include some sites where the Industrial/Office-Research uses located to the north may extend all the way to Route 72. However, development on these sites should be designed to provide a consistent, high quality commercial appearance along the entire highway frontage.

Residential

"Development Area A"

This area consists of the northern portion of *"Development Area A"* shown in the 2002 Plan. The current size and configuration of Lake Palumbo leave very little room for most types of development. In particular, a typical, multi-lot low density residential

subdivision currently is not physically possible on the site and not economically viable in the current market nor likely to be for some time. However, the size and shape of the lake may be altered over the next decade, which could have the affect of significantly enlarging this area. As a result, the property owner desires to retain the option for future residential development, including the potential for creating a very small number of lakefront home sites for himself and his family.

The Village will need to continue working closely with the property owner concerning the future development of this area and as reclamation of the lake is undertaken to determine the ultimate size of these land areas and the uses that may be physically and economically viable on them.

For now, the 2002 Future Land Use designation of Planned Development Residential is retained. At the time residential development is proposed, the following should be used as a guide for achieving feasible dimensions for development:

- On the west side, it is important to note that houses in the subdivision to the west back onto this site. Should a multi-lot subdivision be proposed for this area, this area should be widened to the extent that development on the site also would back up against these existing lots (as opposed to running a road down the existing property line). This would require locating a new access road about 200 feet to the east of the existing property line (or about where the existing shore line of the lake is) to provide sufficient room for higher-end, low density residential lots. In order to maintain an adequate lake shore bank and buffer, this will require reclaiming about another 100 feet of the lake, and perhaps as much as 300 feet if the road is to have lots on both sides of it.
- On the north side, significant fill and re-grading of the existing area between Route 68 and the lake are necessary to make this area viable for development. Currently, the existing depth is sufficient to accommodate only those land uses that would directly access Route 68 (such as commercial, office or multifamily). Further, the type, age, and condition of existing land uses on the north side of Route 68 will significantly influence the potential uses and development layout for this area. For a quality, low density multi-lot residential subdivision to be viable, an internal road network will be required as will land for a buffer from Route 68. Accordingly, the depth between the road and the lake will need to be increased by at least another 100 to 200 feet to support this type of residential development.
- The timing and buffering of residential development of any type in this area needs to be carefully considered relative to nearby mining operations or heavy industrial uses in *"Development Area E"* in order to avoid conflicts and complaints. At a minimum, significant buffering measures will be required in addition to other measures designed to reduce negative impacts on future residents while also recognizing that mining has been ongoing for quite some

time and will likely continue for another 10 to 20 years.

- Upon final reclamation of the lake, the entire shoreline should be retained in some form of permanent, public or private open space that may include a bike path, picnic/seating areas, water recreation facilities, and natural planting areas.

Conservation

Note that this Addendum includes a revision to the definition of the "Conservation" Future Land Use Category and its use in the Development Areas described below is consistent with the revised definition.

"Development Area C"

The current size and configuration of Lake Palumbo leave very little room for any viable, developable land use between the east shoreline and Christina Drive. As described previously, the size and shape of the lake may be significantly altered over the next decade or so. Accordingly, the Village will need to work closely with the property owner as reclamation is undertaken to determine the ultimate size of this area and the uses that may be physically and economically. Until then, this area and the entire lake are shown on the 2010 Future Land Use Plan Addendum as Conservation.

This designation is intended to serve as a "holding zone" until a final lake configuration is determined. Further, upon final reclamation of the lake, the entire shoreline and banks should be retained in some form of permanent, public or private open space that may include a bike path, picnic/seating areas, water recreation facilities, and natural planting areas. Therefore, the areas shown on the 2010 Plan as Conservation are strictly illustrative of this concept and will continue to be reshaped as the lake is reclaimed.

Should additional reclamation take place along the east side of the lake, the total distance between the shoreline and Christina Drive should be at least 200 feet (not including the open space area that will ring the entire shoreline) in order to accommodate any form of viable development. Development would then take access directly from Christina Drive making Industrial/Office-Research or General Business land uses the most viable and most likely.

"Development Area I"

This area is strictly illustrative of the potential need to provide a buffer along the north end of *"Development Area H"* to minimize any impacts on the adjoining property. Accordingly, the type and size of buffer will need to be determined and constructed in conjunction with development in *"Development Area H"*.

DEVELOPMENT CONCEPT – SOUTH OF ROUTE 72

The Eastern Growth Area Map in the 2002 Plan included areas south of Route 72, many of which remain outside of the current Village boundaries. In light of the changes described above for the north side, a reconsideration of the future land uses in this area also is in order. Accordingly, the following future land uses generally reflect

a continuation of the shift away from residential development to commercial and employment uses. However, additional refinements to this plan (such as street locations, boundaries between Development Areas, and allowances for a greater mix of uses within a particular Development Area) will likely be necessary when the property owners in the area seek to annex and/or begin development.

"Development Area J"

This site was labeled as *"Development Area O"* in the 2002 Plan, which also assigned it a General Business Future Land Use category. However, it has been reduced in size by about a third due to the location of Christina Dr. (its eastern boundary) being further west than what was shown in the 2002 Plan. The size (about 19.5 acres), shape, and location of this area make it an excellent site for future big box development, which can be significant revenue generators for municipalities. If developed consistent with the Design and Development Guidelines, the quality and design of these types of projects also can be greatly enhanced.

"Development Area K"

This site includes *"Development Areas P and Q"* as identified in the 2002 Plan, but it is about 20 percent larger due to its western boundary (Christina Dr.) being located quite a bit further west than what was shown in the 2002 Plan. The combined District now consists of about 68.5 gross acres.

The 2002 Plan showed Multi-Family Residential future land use for this area. However, for the reasons described previously, residential development does not appear likely any time soon. Further, current density limitations in the Village (10 units per acre maximum) likely are not high enough to make multi-family development viable in this location.

Given this District's location along Route 72 and the proposed new east-west road along its south side, the area appears well-suited for commercial development that would compliment that proposed for the north side of Route 72 and that to east at the intersection of Route 25.

Based on the above, a General Business future land use classification is depicted for this entire Development Area. However, the boundaries of the area are generally defined by roads that have yet to be platted or built. Accordingly, the area shown is strictly illustrative of the concept of having commercial uses front along Route 72, similar to what has been described for the north side of the road.

The actual depth of commercial development may vary over the length of this area but should be sufficient to accommodate preferred larger scale projects such as big box retail, multi-tenant retail, entertainment complexes, and car dealerships. Further, this area also may include some sites where the Industrial/Office-Research uses shown to the south extend all the way to Route 72. Where this occurs, these sites should be designed to provide a consistent, high quality commercial appearance along the entire highway frontage.

"Development Area L"

This site (about 64 gross acres) was shown as *"Development Area R"* in the 2002 Plan and was slated for low density residential development. Consistent with this Addendum's shift to employment uses, Industrial/Office-Research is now proposed. This area benefits significantly from its proximity to the green space provided by the Max McGraw Wildlife Foundation property to the south, which may help attract higher-end office and research businesses. However, this proximity also will require that new development be sited, operated, and maintained so as to minimize any impacts on the adjoining property.

"Development Area M"

This area was labeled *"Development Area S"* in the 2002 Plan and has about 127 acres. No change is proposed to the Industrial/Office-Research designation.

CIRCULATION

The existing and future configuration of Lake Palumbo also requires an amendment to the circulation system for the Eastern Growth Area as shown on the Transportation Plan map on page 28 of the 2002 Plan for the area north of Route 72. Specifically, Christina Drive will now serve as the primary north-south minor arterial through the area, extending from its current intersection with Route72 north to Route 68 to align with Prairie Lakes Drive. In addition, Rock Road will extend to the northwest from its current terminus to intersect with Christina Drive just south of Lake Palumbo. A bike path will essentially parallel Christina Drive along its entire length and also could include a loop around Lake Palumbo and a secondary connection to Route 68. These general routes are reflected on the 2010 Eastern Growth Area Future Land Use Map Addendum.

As reclamation continues and development occurs, additional local streets and perhaps one or two collectors in the north end of the EGA will be required. In general, access from these secondary streets is preferable where possible as opposed to direct access on either Routes 72 or 68 or Christina Drive.

The proposed circulation system for the area south of Route 72 remains unchanged from what is shown on the Transportation Plan Map of the 2002 Plan with the understanding that the location of the Christina Drive/Route 72 intersection is now a little further to the west. Likewise, the other proposed roads shown on the 2002 Plan and on the 2010 Eastern Growth Area Map are strictly conceptual with specific alignments and configurations to be determined when development is proposed for the area south of Route 72.

In light of the above recommendations, refinements to the definitions of the Industrial/Office-Research and Conservation categories are in order.

INDUSTRIAL/OFFICE RESEARCH

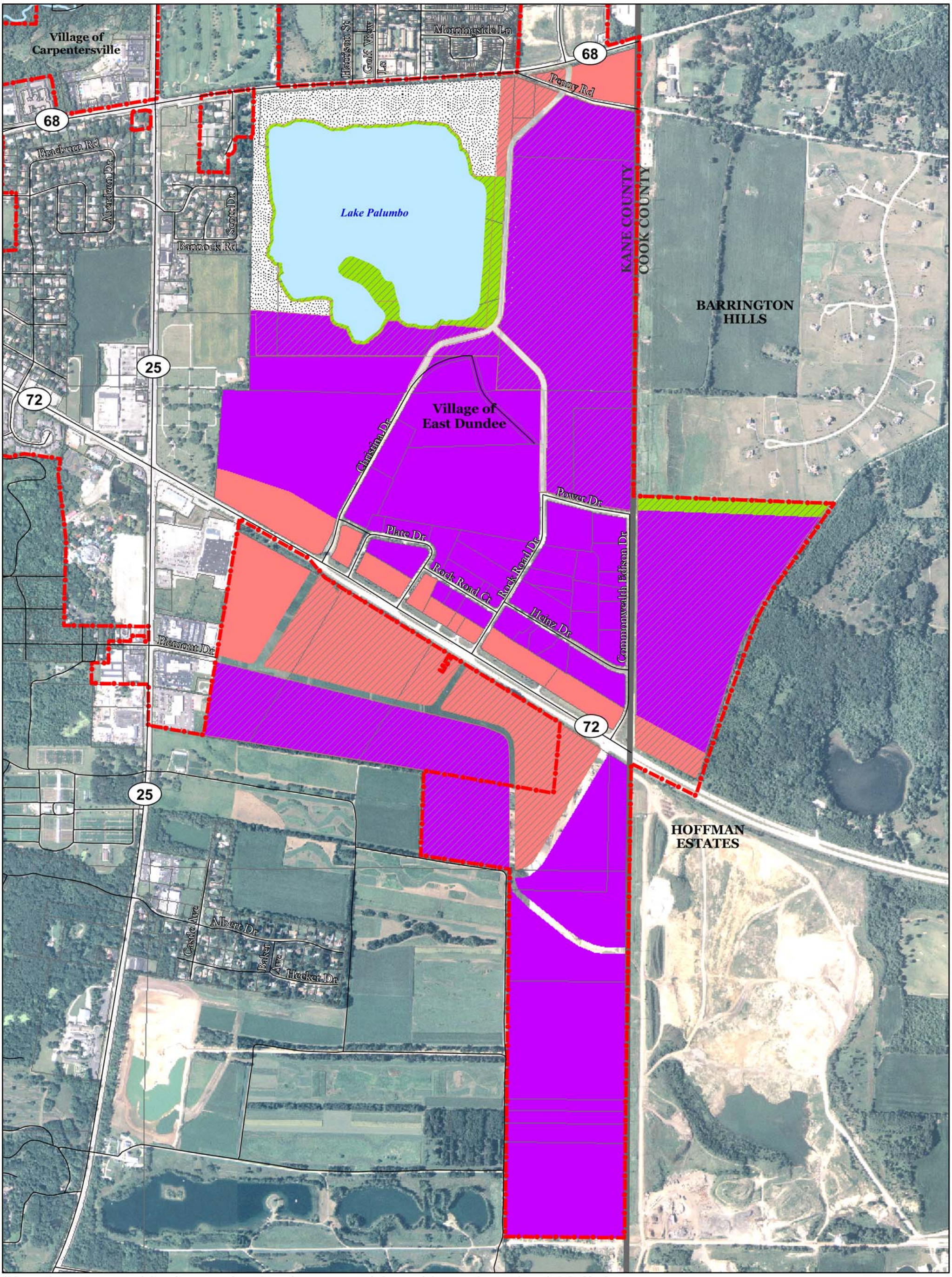
The definition of the Industrial/Office-Research category found on page 20 of the 2002 Plan is replaced in its entirety with the following:

This land use category is intended to provide for employment opportunities and contribute to a balanced tax base. Because of their high trip generation rates, these uses are located adjacent to or near regional highways or arterial roads. This category also includes mining operations, provided such operations are in full compliance with all federal, state, and local regulations. Further, the Village should work with all mine operators to prepare appropriate reclamation plans that establish: a time schedule; standards and for fill quality, soil compaction, lake shore and lake bottom slope contours, and re-vegetation, and; ultimate re-use with some form of permanent development and/or public or private open space.

CONSERVATION

The definition of the Conservation category found on page 21 of the 2002 Plan is replaced in its entirety with the following:

This category recognizes existing natural areas and wildlife habitats provided by the Max McGraw Wildlife Foundation Property and the Spring Creek Forest Preserve, including undeveloped flood plain areas along the Fox River, which should be preserved as open space. In addition, this category includes buffer areas (which may be either public or private) between development types with high levels of differences in intensity, such as industrial and residential. Further, this category also includes large vacant sites or sites with existing or former mining, agriculture, silviculture, or similar uses based on the propagation or extraction of natural resources. In such cases, this category may be mapped as a "holding zone" until a time schedule for the phasing out and/or reclamation of the existing extractive or propagation uses can be prepared and an "ultimate" plan for more permanent developed land uses and/or open space can be determined.



***Note:** This map is not a stand alone document and must be used in conjuntion with the text of the comprehensive plan and 2010 addendum

Legend

- Village of East Dundee Boundary
- County Boundary
- Kane County Parcels
- Surface Water
- Existing/Proposed Streets
- Road Centerline

Future Land Use Categories

- General Business
- Industrial/Office Research
- Conservation
- Planned Development Residential
- Proposed Revisions

DRAFT

Source: Kane Co, V&A

2010 Future Land Use Plan Addendum

Village of East Dundee Comprehensive Plan

0 250 500 1,000 Feet

March 12, 2010

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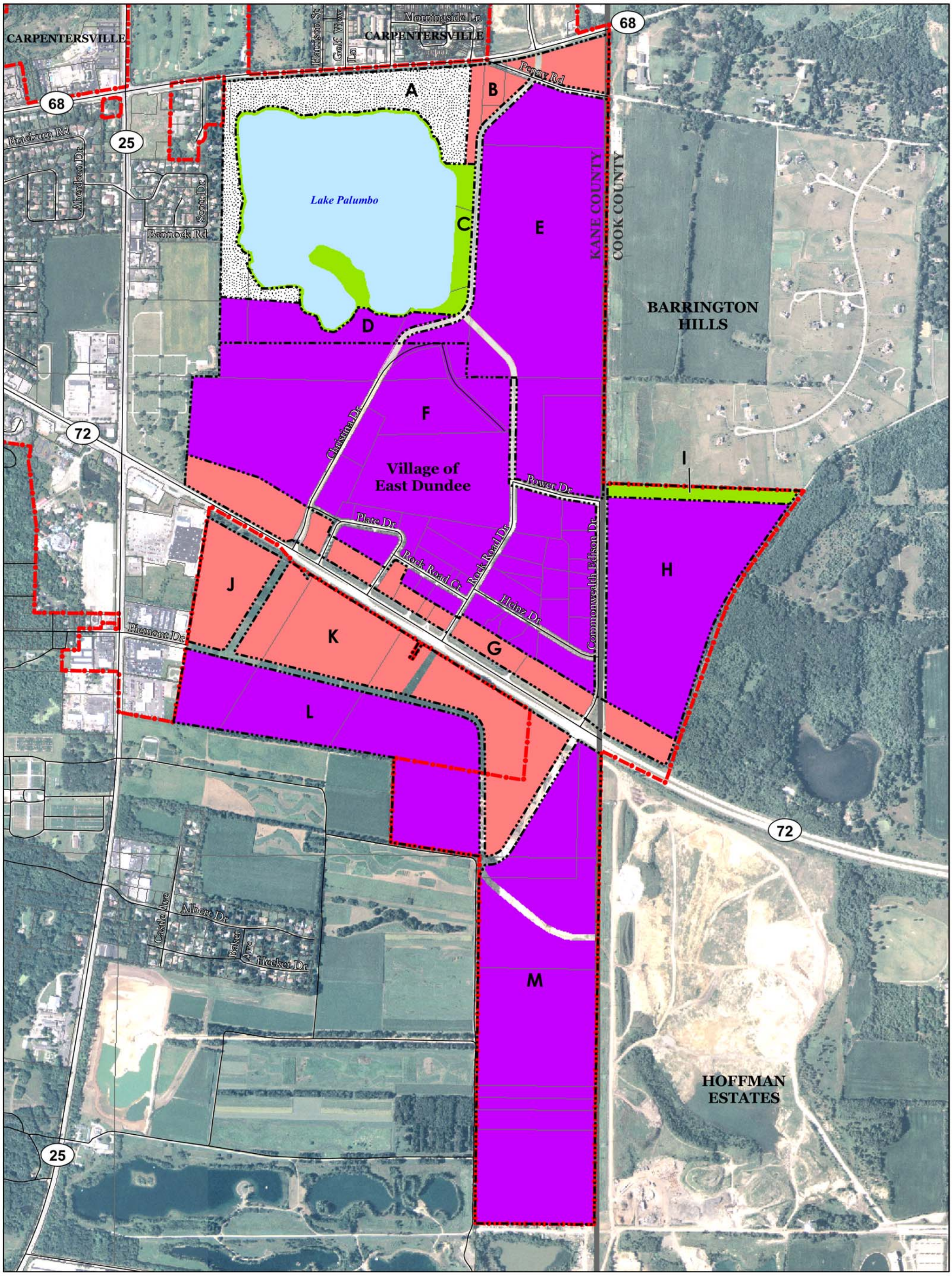
Shaping places, shaping change



Legend

- Village of East Dundee Boundary
- County Boundary
- Development Districts
- Kane County Parcels
- Surface Water
- Existing/Proposed Streets
- Road Centerline

Future Land Use Categories

- Planned Development Residential
- General Business
- Industrial/Office Research
- Conservation

DRAFT

Source: Kane Co, V&A

Specific Area Plan

2010 Eastern Growth Area Map Addendum

Village of East Dundee Comprehensive Plan

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March 24, 2010

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