





WAUKEGAN HARBOR MASTER PLAN

City of Waukegan, Illinois

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WAUKEGAN H A R B O R MASTER PLAN

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Illinois Department of Natural Resources Lake County Board Lake County Forest Preserve City of Waukegan Waukegan Park District

AkzoNobel Aerospace Coatings

Bay Marine

Dockside

FishFood Charters

Gillen Marine

Greater Waukegan Development Corporation

LaFarge North America

Larsen Marine

Most Blessed Trinity

National Gypsum

Norstates Bank

Salmon Stop

Salmon Unlimited

Sharon Lynn Charters

Sierra Club

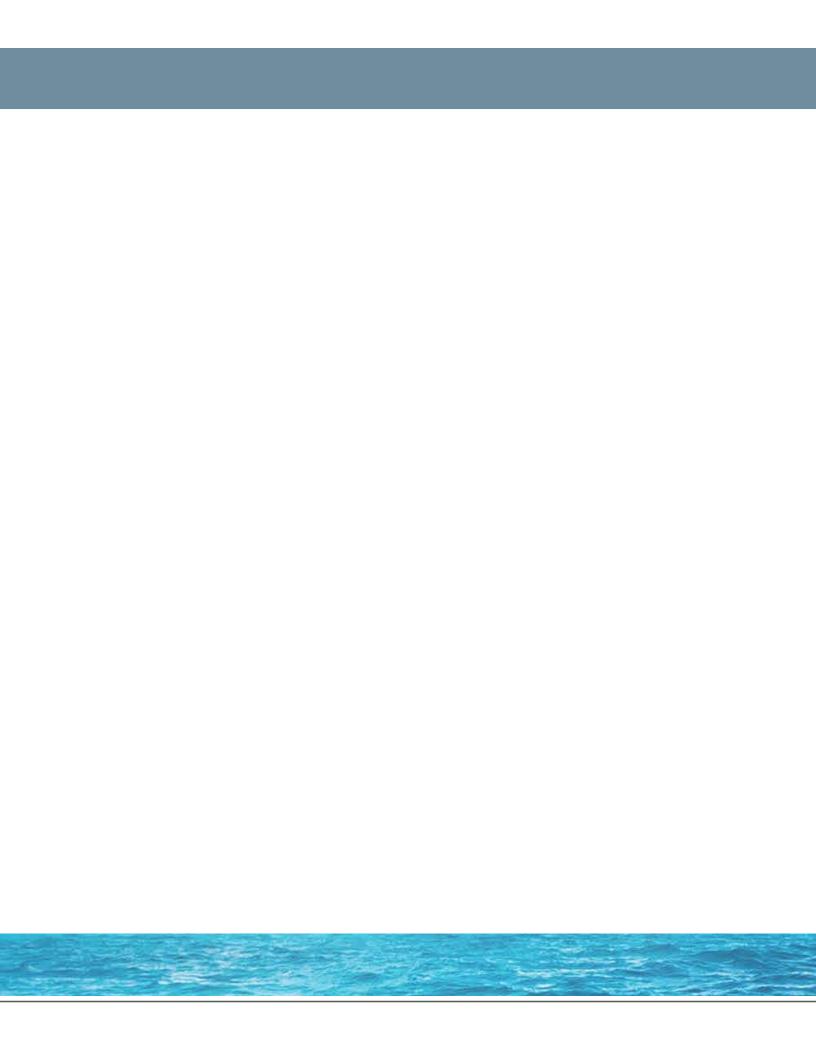
Waukegan Harbor Citizens Advisory Group

Waukegan Main Street

Waukegan Sail & Power Squadron

Waukegan Yacht Club

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INTRODUCTION

The Waukegan Port District (WPD) is responsible for the management of Waukegan National Airport, Waukegan Harbor and Marina, and the Port of Waukegan in Waukegan, Illinois. WPD is a political subdivision created by Illinois Statute in 1955, and is governed by a Port District Board consisting of seven members appointed by the Governor of the State of Illinois and the Mayor of the City of Waukegan.

In partnership with the State of Illinois Department of Natural Resources, the Port District commissioned the preparation of this Master Plan focused on enhancing land use, environmental stewardship, and economic development of the properties within Waukegan Harbor. The plan is intended to guide future development activities and prioritize future projects based on a thorough site inventory and community involvement. It

identifies actionable and implementable steps to achieve the transformation of Waukegan Harbor into a more accessible natural resource, while encouraging responsible commercial use and enhancing the creation of jobs and sustainable economic activity. The plan considers existing environmental conditions and identifies areas were remediation may be necessary, while enhancing access to the waterfront through increased private investment.

The plan objectives were achieved through three separate efforts. Gewalt Hamilton Associates was responsible for the completion of survey activities for all Port District owned properties, including the identification of each individual parcel owned by WPD as well as select surrounding properties directly impacted by this plan. Deigan Associates, LLC Environmental Consultants was responsible



for assessing each parcel from an environmental Environmental perspective, identifying Considerations including RECs and Status, as well as Redevelopment Considerations such as the need for Soil Management Plan, Groundwater Management Plan, Engineered Barriers, the presence of Lender Concerns. information on each site included address, PIN, Environmental Information indicating specific site issues for consideration, and the Source of the information provided is documented in reports prepared by Deigan & Associates included in the appendices of this plan. Edgewater Resources was responsible for implementing the community outreach and stakeholder interview process and leading the development of the overall vision described in this plan.

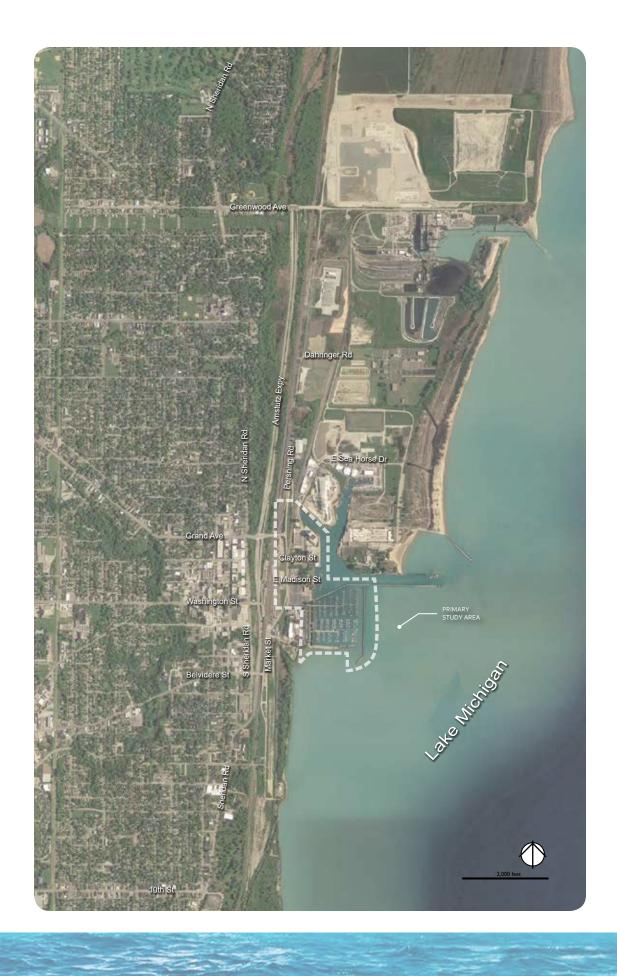
This Master Plan was initiated upon completion of the Lakefront Active Implementation Plan prepared for the City of Waukegan by a team led by Edgewater Resources that included Market Feasibility Advisors, BauerLatoza Studio. and PLACE Consulting. The Lakefront Active Implementation Plan had very similar goals to this Master Plan, and covered all properties within the City of Waukegan lakefront area. The Lakefront Active Implementation Plan proposed an overall vision for public and privately owned properties (including those owned by the Waukegan Port District), with a primary goal of identifying a series of actionable activities that would lead towards the implementation of the 2003 plan "A 21st Century Vision for Waukegan's Downtown and Lakefront" plan prepared by Skidmore, Owings & Merrill LLP (SOM). The Waukegan Port District was an active

and collaborative stakeholder/partner in the preparation of the City of Waukegan's Lakefront Active Implementation Plan, which involved extensive public participation and community outreach.

The Waukegan Port District Master Plan is intended to build on the Lakefront Active Implementation Plan by providing a more detailed roadmap to guide the Port District in achieving the overall vision of a more active, vibrant waterfront in Waukegan that is home to a much greater mix of residents, businesses, and accessible beautiful public spaces on Lake Michigan.

Study Area

The primary area of study for the plan is defined on the attached image and includes all Waukegan Port District owned properties near the harbor, which generally encompasses the area bound by Pershing Road, Clayton Street, East Sea Horse Drive, Lake Michigan, and Water Street. Additionally, the study considered adjacent properties to the west of Pershing and compatible privately owned parcels near the intersection of Clayton and Pershing, as well as the Akzo Nobel property and adjacent properties east of Pershing and along Water Street, in addition to broad consideration of the waterfront properties south of the Waukegan River on Lake Michigan.



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EXECUTIVE SUMMARY

The overall purpose of the Waukegan Port District Master Plan is to assess the existing conditions of the Port's waterfront properties, identify opportunities to enhance the economic vitality of the waterfront, improve the connection of the waterfront to downtown Waukegan, and present economically viable alternatives to make immediate and long term improvements.

The specific goals of the Master Plan include incorporating stakeholder participation to coordinate efforts and galvanize support, identifying future infrastructure needs and prioritizing projects based on that input, demonstrating environmental stewardship, incorporating green infrastructure, identifying sustainable alternatives to current operations, and considering economic development initiatives that provide a long term funding source to implement these goals.

As this effort was completed as one of the direct outcomes of the Waukegan Lakefront Active Implementation Plan, the Community Outreach phase of this project began with the extensive series of community stakeholder meetings held during that process. Hundreds of residents and

stakeholder groups participated in that effort, which is extensively documented in the Lakefront Active Implementation Plan. Building on that effort, we worked with a group of community leaders including Port District Staff, City leaders, City staff, business leaders, and active community organizations such as the Citizens Action Group and the Greater Waukegan Development Corporation. We involved adjacent business owners and private sector enterprises, and engaged the community in public meetings to garner feedback.

The Research and Analysis phase of work included extensive study by Gewalt Hamilton Associates and Deigan & Associates Environmental Consultants. These efforts identified a range of potential concerns, which can all fortunately be addressed through sound planning and development practices. There were no specific environmental concerns preventing the implementation of the overall vision as prepared. Edgewater Resources examined harbor operations, identified best management practices, reviewed current and past land uses, and outlined future infrastructure needs in order to support the opportunities present and overcome impediments to development.







Montrose Point Bird Sanctuary, Curação pedestrian bridge, food truck



The master planning process included the development of multiple concept alternatives utilizing the principles defined by the community through the outreach process, which were then refined into a Draft Consensus Master Plan for The draft plan was refined based on review. community feedback and proposes a far more active and vibrant waterfront that greatly expands public access to the water's edge, promotes a greater density of residential and mixed-use projects that will create jobs and support a range of housing types and income levels. Proposed activities include a waterfront hotel and conference facility that will enhance the Port's attractiveness to commercial cruise activities while having little to no negative impact on existing commercial shipping traffic. The plan specifically reinforces the need to preserve and enhance existing water dependent uses and commercial shipping as a vital part of Waukegan's working waterfront. The plan greatly expands public open spaces through the development of a continuous public waterfront promenade along the entire length of the harbor,

while also proposing the extension of the public waterfront to adjacent parcels to the south.

The plan proposes specific connections from the water's edge to the Metra station and downtown Waukegan, as well as supporting the Active Implementation Plan's vision for future development of underutilized rail facilities between Pershing Road and the rail line. The vision of the plan builds on the potential for Transit Oriented Development practices that already link Waukegan Harbor to regional destinations such as Milwaukee and Chicago through a walkable, "park once" community that relies more on alternative transportation methods than traditional auto dependent development patterns.

The Master Plan protects existing water dependent uses, while proposing strategic partnerships with existing business such as Akzo Nobel to potentially relocate to more favorable locations within Waukegan for their specific business needs (more efficient access to skilled workforce, modern facilities, and trucking for example), while

partnering to address existing environmental concerns and leveraging the value of an improved waterfront to achieve the highest and best value of their existing property. This approach is based on a direct, collaborative partnership focused on achieving a mutual benefit for both the public and private sectors, and the plan allows for any existing private landowners to remain in place if they desire. The Draft Consensus Plan was refined to create the Final Consensus Plan which was adopted by the Waukegan Port District Board at its regular public meeting on April 19, 2017. The final plan incorporated feedback from the community and stakeholders and was unanimously approved. Phasing strategies, best management practices, and funding tools are outlined in this plan, and focus on identifying a series of "early wins" that will express the commitment of the Port District to make targeted infrastructure improvements that will

serve as a catalyst for attracting private investment through public private partnerships. This Master Plan establishes the foundation from which the Waukegan Port District and stakeholders may launch redevelopment efforts.

Short term outcomes of this planning effort have included broader collaboration with interested stakeholders, and immediate improvements related to improving accessibility to the waterfront. A number of recommendations of the Lakefront Active Implementation Plan and this Master Plan are underway, including renovations to aging infrastructure and removal of obsolete and underutilized structures. An overall strategy to clean up all WPD properties immediately will help attract private investment.



Another key strategy is creating the opportunity for early stage public private investments near the marina waterfront, which is by far the most attractive area for early phase development. These improvements will include water quality and sustainability strategies to improve operations, and enhance existing public infrastructure such as the docks, fish cleaning stations, ADA compliant non-motorized boating access, and more flexible open space.

Over the longer term, the Master Plan outlines a strategy to make the rest of the Port District property more attractive and viable for private investment by building on the success of early phase developments such as Bay Marine's Chicago Yachting Center and its associated in-water liftwell improvements, as well as proposed residential projects near the marina. As these elements take shape, the overall visual character and vibrancy of

the waterfront will improve as more residents call the waterfront home and activate the waterfront around the clock, year round. As each project is implemented, the adjacent parcels become more attractive, which establishes a clear sense of inevitability in the achievement of the long term vision. As each project is implemented, values increase on adjacent parcels and more investment takes place in a virtuous cycle that has played out in many successful waterfront communities across the Great Lakes. These improvements will create a mix of uses, and will be implemented utilizing low impact development strategies to continue the decades long effort to transform Waukegan Harbor into a thriving, mixed-use working waterfront where everyone is welcome.

Community Outreach

The process for development of this Master Plan began with the extensive community outreach process for the entire City of Waukegan waterfront (including the Port District properties) that was completed as part of the Lakefront Active Implementation Plan. As a general rule, the public sees the waterfront as a cohesive entity and thinks less about property borders between City and Port District property and more about the waterfront as a place rather than a series of parcels. This approach is actually very appropriate to the Master Planning process, and is very helpful in identifying broad strategies for improving the waterfront as a cohesive whole.





This overall vision can then be implemented by the various agencies and property owners with a clear understanding of how each piece of the puzzle fits together with neighboring pieces. In this way, all parcels can achieve a more thoughtful and valuable outcome.

As the Port District properties were specifically included in the community outreach responses described below, they apply equally to the Port District properties and City controlled properties, and the planning team used this input as the basis of the community involvement to guide this plan. At the start of the master planning process, we hosted a community stakeholder meeting at the offices of the Greater Waukegan Development Corporation, which was attended by many of the stakeholders from the Active Implementation Plan, and acknowledged in this report. At this kick off meeting, we reviewed the results and recommendations of the Active Implementation Plan and found that no significant changes had occurred in the few months between completion of the Lakefront Active Implementation Plan and commencement of the Waukegan Port District Master Plan. This group of stakeholders reinforced the community sentiments outlined below, and provided thoughtful suggestions on the more detailed level of design this plan provides.

Site Assessment

In parallel with community outreach process, Gewalt Hamilton Associates and Diegan and Associates Environmental Consultants completed their efforts, including detailed site surveys and environmental analyses described in the next section of this report. These efforts provided an impartial analytical basis for the more detailed level of design presented in this Master Plan, and identified no critical environmental issues that cannot be overcome through well understood planning and remediation practices.

Development of the Master Plan

Based on the data prepared in the Site Assessment and Community Outreach efforts, three concept

alternatives were prepared to test various configurations of program elements throughout the site. These concepts provided a tool for comparing ideas and understanding the impacts of one decision on another, and were reviewed with the project steering committee. This feedback led to the refinement of the initial three concept plans into a single Draft Consensus Master Plan, which was then presented to the community at a public meeting held at the Waukegan Yacht Club on March 22, 2017. Feedback from the community

was then incorporated into the development of the Final Consensus Plan adopted by the Board of the Waukegan Port District on April 19, 2017.

Implementation Strategies

This Master Plan outlines a series of implementation strategies that include phasing and funding strategies, as well as establishment of priority projects. These strategies are outlined in detail in Section 7 of this report.



Approach

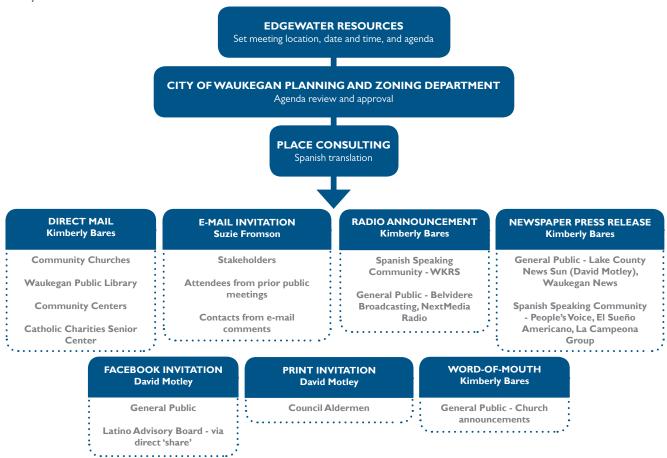
Throughout the public input process, a variety of techniques were employed to ensure the planning team would hear the full range of opinions and ideas from all segments of Waukegan's population. Spanish translation was available as needed so the team would also be sure to hear those whose only language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

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



Public Outreach Strategy

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



Stakeholder Interviews

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

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

Visual Preference Survey

The first public meeting was a chance to reintroduce the community to the vision of the 2003 Master Plan and to get residents excited about the possibilities for their waterfront. The purpose of the second public meeting was to focus on more detailed program elements. In order to assess community support for a wide range of program alternatives and to bridge any language barriers, the planning team used a visual preference survey to gain feedback. Over fifty images were printed and displayed on a wall of the meeting space. At the end of the formal presentation, visitors were given eight green dots and four red dot stickers. Then they were asked to attach green dots to the images that represented elements they would like to see on the Waukegan waterfront. Red dots

were to attach to elements that were considered undesirable. Detailed results are outlined in the Appendix. Participants were allowed to attach more than one sticker to a favorite or least-favorite image, but the planning team monitored the exercise to ensure that no one used more than their allotted dots, which could unfairly skew the results.

Most Positive Responses:

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





5.5 Comment Card Results

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

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

Summary of responses:

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

Summary of Public Input

The public input process began on day one of this project and will continue until the final Plan is printed. Throughout this process, all comments and concerns, ideas and suggestions were recorded. In an effort to condense hundreds of comments into a graphic that could help inform the themes and action items within this Plan, all data was entered into a program to create a 'word cloud' diagram. All comments were first grouped into major

categories based on the intent and context of the comment. The word clouds show each category in a size relative to the number of times that phrase was mentioned in any format (stakeholder interview, phone discussion, public meeting, e-mail correspondence, etc). The word clouds on the following pages were grouped into project themes and desirable program elements.

Themes

use sustainable practices

enhance natural spaces

connections quarter quarter water front

embrace diverse community improve image

sostenibles prácticas

ofrecer espacios naturales

mejorar conexiones apoyar activar muelles

abarcar comunidades diversas mejorar la imagen It is important to note that, while the planning team made every effort to incorporate feedback from Waukegan's Hispanic community, all feedback was combined to make the word clouds. The feedback from all groups repeated common themes, no matter the person's background or ethnicity. The word clouds were translated into Spanish so they could be posted on Facebook and anyone could

comment if they felt a word or term was missing (or over-represented), but the Spanish translations represent the exact same information as their English counter-parts. In fact, this method did help the feedback process, as multiple Facebook users felt that the 'Themes' cloud was missing any reference to clean energy and sustainable practices. Hence, 'use sustainable practices' was added.

Program Elements

restaurants and culture trails restaurants and nightlife festivals and events

natural spaces

boating facilities beach access

recreation

Working Waterfront
improved restrooms

food trucks

restaurantes y vida nocturna festivales y eventos

transportación publica

espacios naturales

✓ instalaciones para los barcos acceso a la playa

camiones de comida

recreación camion funcionamiento de muelles meioramiento de baños

EXISTING CONDITIONS



Edgewater Resources representatives met with the Waukegan Port District and other stakeholders on several occasions and reviewed existing documents, as well as the surveys and environmental conditions assessments prepared specifically for this effort. Additionally, we walked and physically inspected the site to assess the existing conditions throughout the Study Area.

Environmental Constraints

The project site contains a few areas of environmental concern, including leaking underground storage tanks, groundwater contamination, and brownfields. The Waukegan Port District parcels and adjacent properties have monitoring wells throughout to monitor the existing groundwater contamination caused by North Shore Gas prior manufactured gas plant (MGP) impacts. According to information provided by Deigan & Associates, LLC several of the parcels owned by the WPD have groundwater contamination of varying degrees from the MGP. The majority of the contamination is characterized as dense non-aqueous

phase liquid (DNAPL) and ranges between 0.5'-to 4.0' in thickness throughout the parcels adjacent to the Akzo Nobel Aerospace Coatings Plant on the southern end of the Waukegan Harbor. Figure I provided by Deigan identifies the MGP current groundwater plume. The eastern WPD parcel north of Madison Street is identified as a brownfield site.

The elements proposed in the Master Plan, including public park spaces, mixed-use buildings, residential structures, and parking can all be constructed on the site with minimal impact from the existing environmental concerns. The final construction means and methods will determine the soil disturbance and environmental ramifications, however it is believed that all existing concerns can be mitigated through standard practices that are well understood and not so expensive as to make future development financially infeasible.

Additional detailed records, PIN numbers, Environmental Information, and Sources, as well as a detailed Environmental Matrix are included in the appendices of this report.

SITE ANALYSIS

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





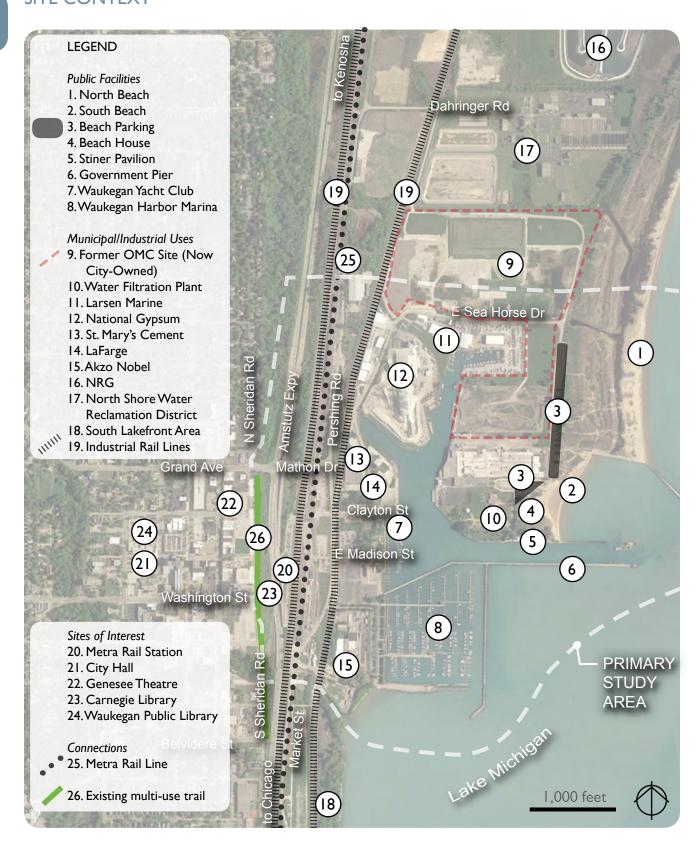
Marina: Existing, potential for floating docks



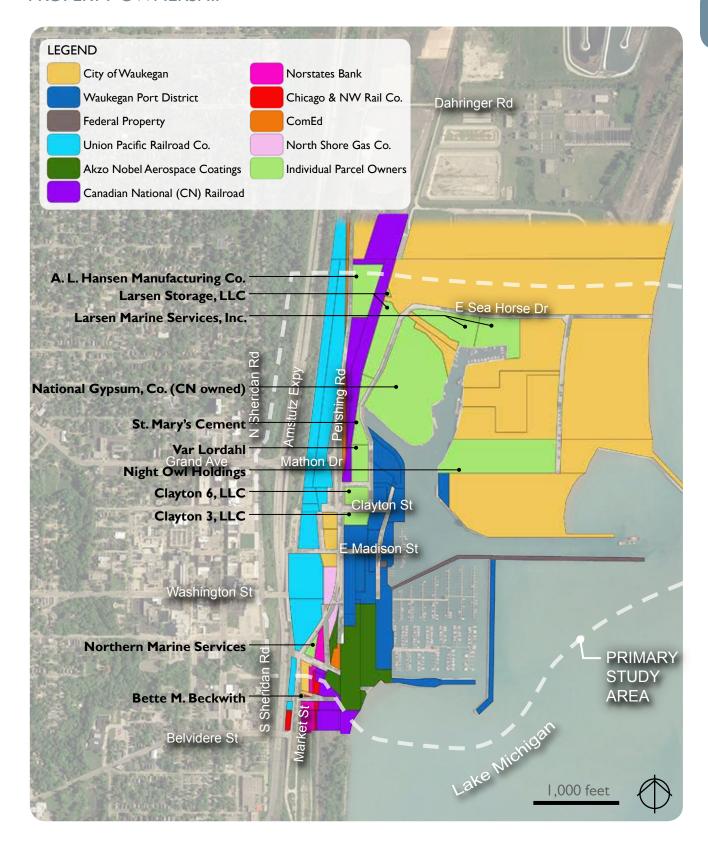
SITE CONNECTION OPPORTUNITIES: LEGEND

- Existing Sea Horse Drive: Planned pedestrian improvements
- Sea Horse Drive: Potential realignment options and additional connections
- Amstutz Drive: Proposed realignment
- Pedestrian Connections: Ideal routes

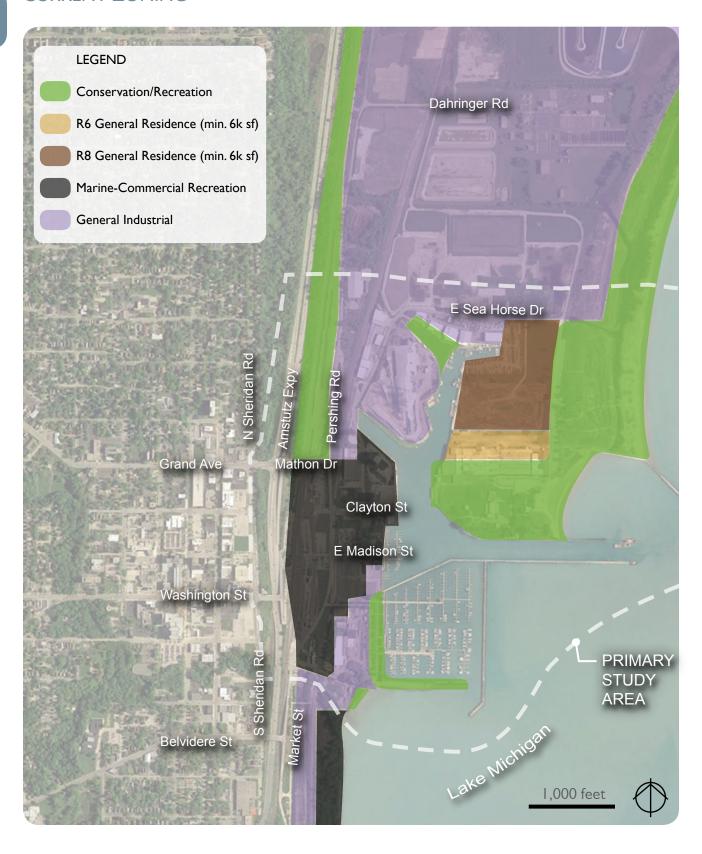
- Multi-use Trail: Potential route utilizing rail corridor
- Pedestrian Promenade: Dining and retail
- Water Taxi: Potential route
- Blueway Trails: Non-motorized boating
- Transportation Nodes: Shuttle, water taxi



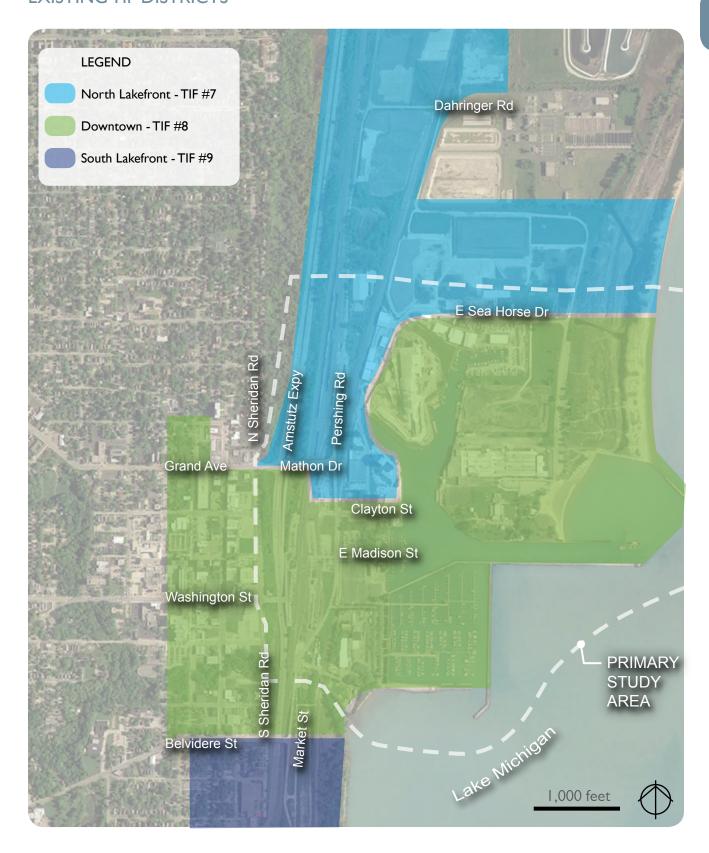
PROPERTY OWNERSHIP



CURRENT ZONING

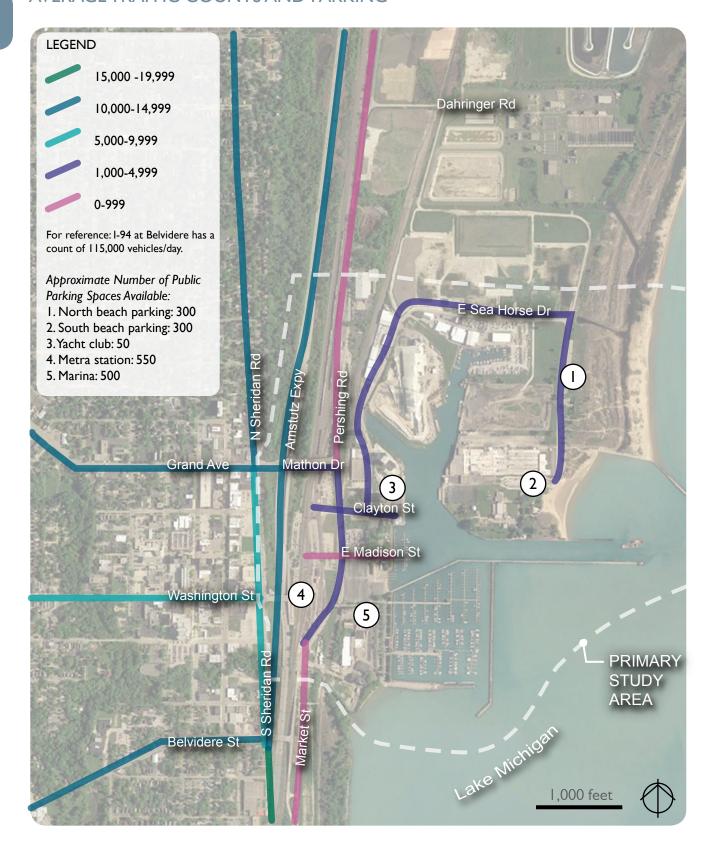


EXISTING TIF DISTRICTS

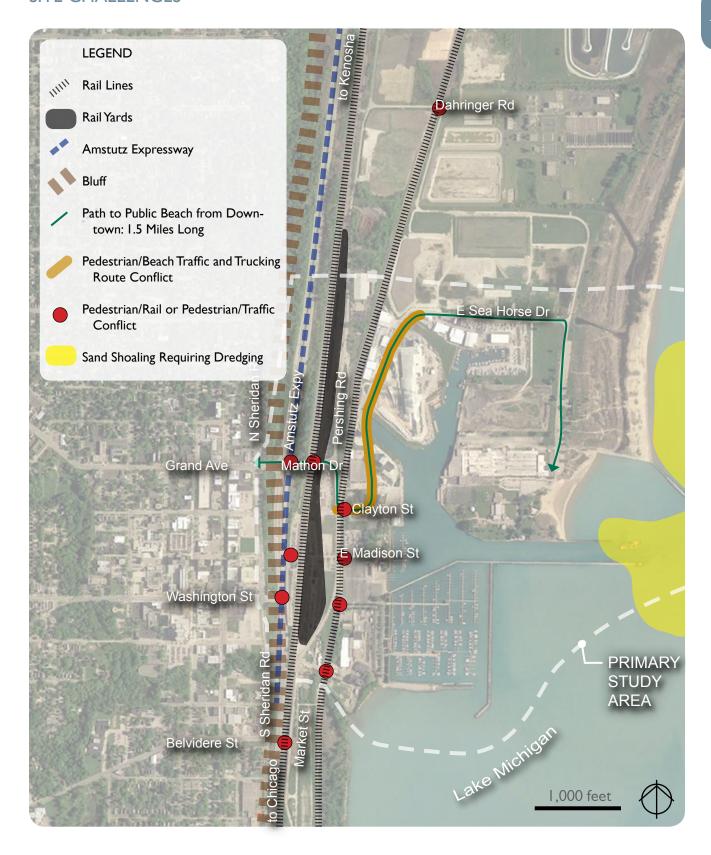


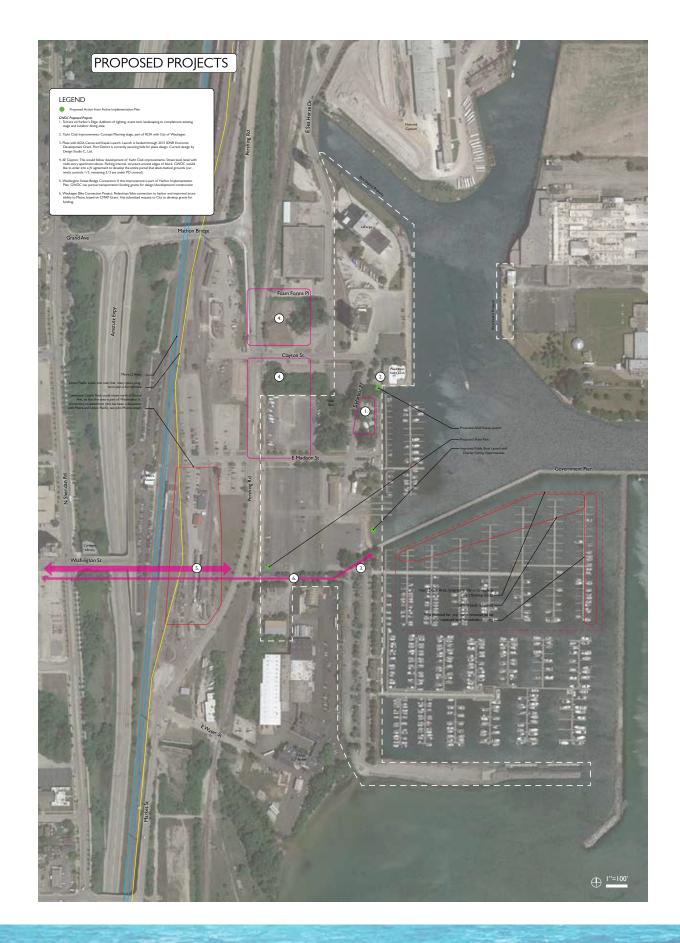


AVERAGE TRAFFIC COUNTS AND PARKING

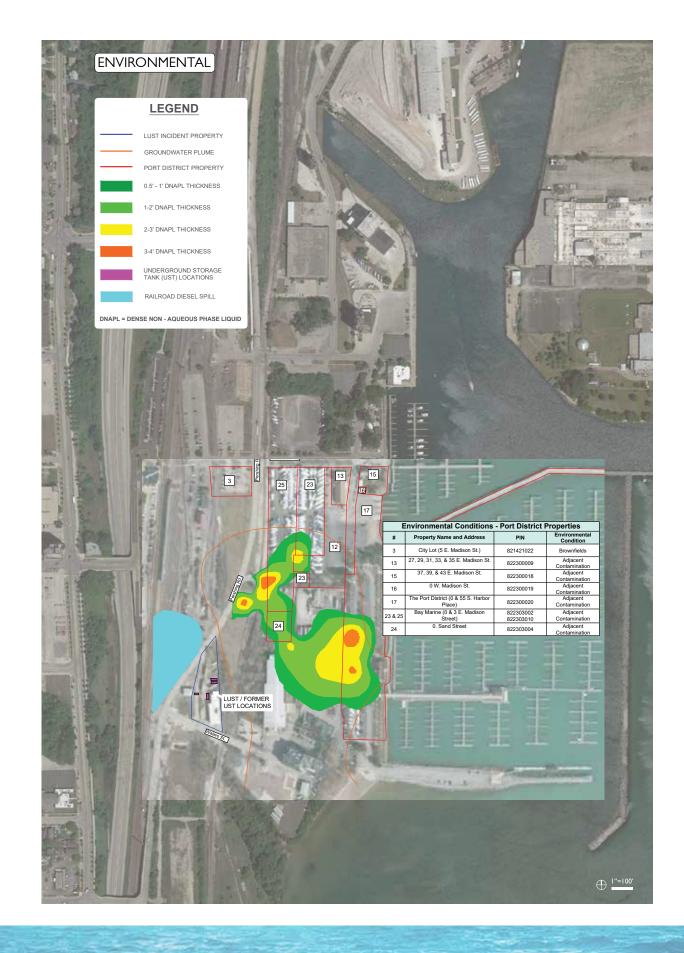


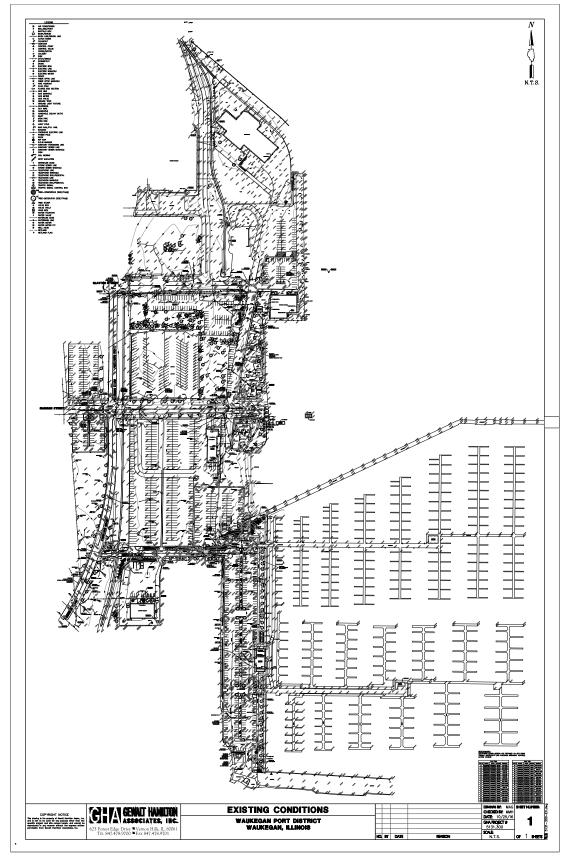
SITE CHALLENGES



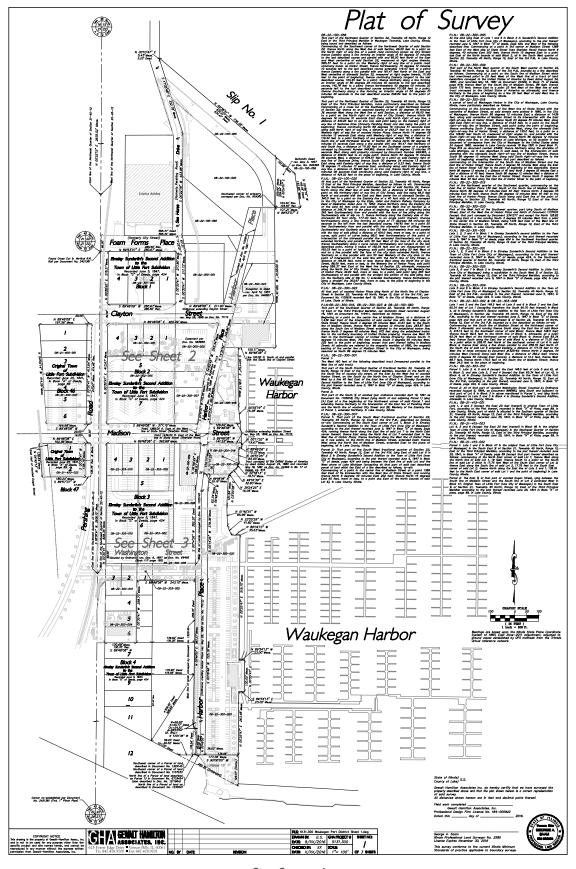




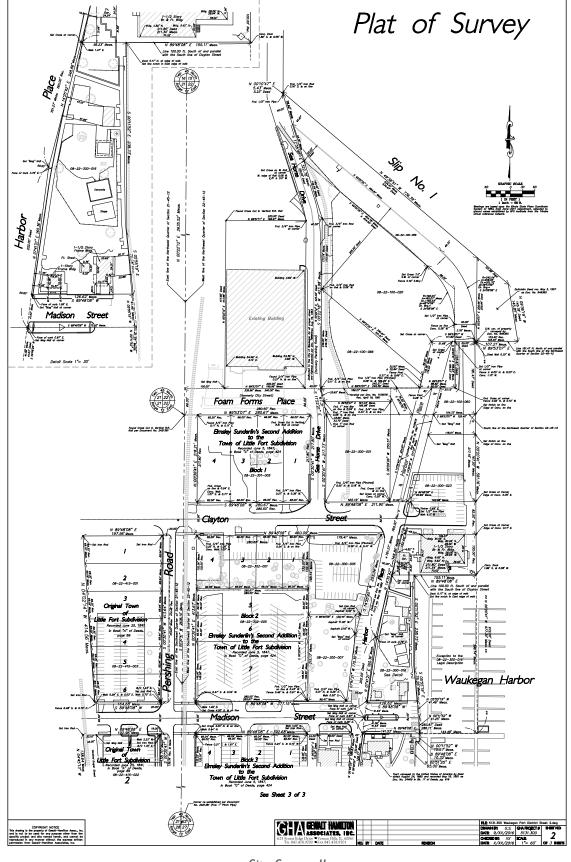




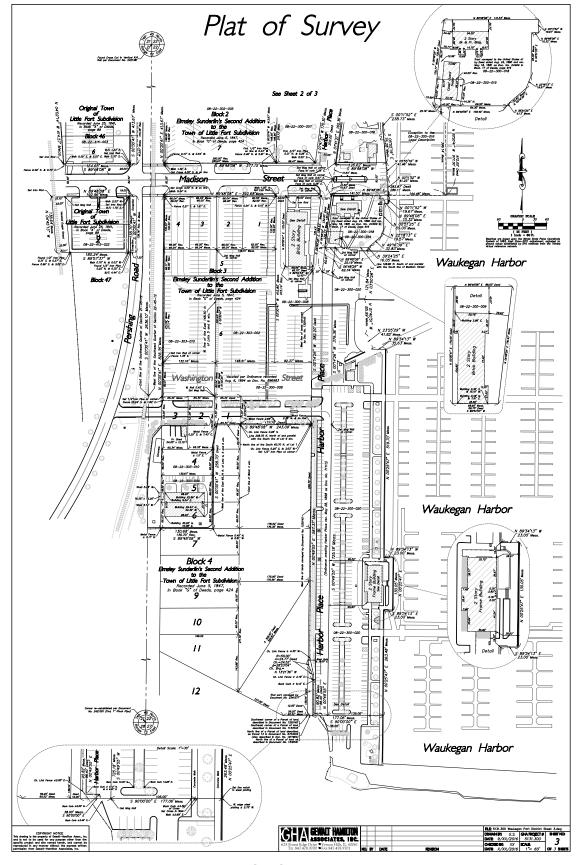
Existing Conditions Survey



Site Survey I



Site Survey II



Site Survey III

MASTER PLAN ALTERNATIVES

The Master Plan development process began with the creation of three concept alternatives, which laid the groundwork for the development of three initial concept alternatives. The purpose of these concept alternatives was to give physical form to the full range of ideas and concepts proposed by the community, and test them in various configurations. These alternatives were then presented to the steering committee and stakeholders for review and comment, which led to the refinement of these plans into a single draft alternative. The draft was reviewed again with the steering committee, refined further, and presented to stakeholders and the general public at a public meeting. The feedback gained led to final refinements of the plan ultimately adopted.

Master Plan Common Program Elements

While each Concept Alternative proposed various configurations of development and improvements for the Port District property, each of them had a basic program of elements that were included in various configurations. These program elements included:

- Waterfront Hotel and Conference Center with Restaurant, Pool, and other Amenities. In some cases this element would include for sale condominiums located on the top floors of the structure.
- Adequate Parking for all elements, either in structures, surface lots, or a combination of the two. In some cases, the early phase solution is a parking lot, with a parking structure proposed on the lot at a later date when parking demand requires it.

- Relocation of the Waukegan Yacht Club. The
 existing location for the Yacht Club has greater
 value as home for a taller structure of greater
 density, and there are a number of possible
 locations for the Club to relocate to that
 provide greater access to community boating
 facilities and the Marina. Another advantage to
 a proposed relocation is that the current Club
 facility could be utilized until the new facility is
 constructed, resulting in no downtime for Club
 activities during construction.
- A continuous public Waterfront Promenade is proposed along the entire length of the Port District's waterfront, with plans to connect it to planned regional bike path extensions, the connector(s) to downtown, and ultimately to the City beach, which would create a much greater connection between the Lake, downtown, and the community.
- A significant expansion of the existing waterfront festival grounds, which will serve as a community gathering space directly on the water. This space is always located adjacent to the most direct path from the waterfront to the City via the Metra Station for the greatest connectivity.
- Transformation of East Madison Street into a vehicular gateway drop-off and link to the entire waterfront, improving visual and ADA compliant access to the water's edge and nearby structured parking, while reducing the dependence on surface parking at the water's edge.

- Expansion of mixed-use waterfront commercial uses to support existing business tenants in modernized facilities with greater access to the pedestrian promenade and improved parking resources.
- Expansion of Community Boating facilities to provide low cost storage for non-motorized craft near the water's edge and the new ADA Compliant kayak launch facility.
- Renovation of the existing docks in the North Harbor, including transformation of underutilized docks into a platform for a new waterfront restaurant and improved charter fishing facilities.
- Renovation, reconfiguration, and modernization of the northern portion of the Waukegan Marina in South Harbor to accommodate a greater range of slip sizes, including transient superyachts in excess of 100' in length.
- Waterfront residential development along the shoreline immediately adjacent to Waukegan Marina.
- Relocation of existing Port District Maintenance Facilities to free up parking in closer proximity to the lakefront.
- Improved pedestrian connections to downtown from the Marina area.
- Improved pedestrian trails and landscape along Pershing Road.
- Implementation of Low Impact Development strategies throughout the Port District property.
- Streetscape enhancements to encourage private investment in adjacent privately owned parcels.

 Improvements to the Waukegan River corridor to enhance access, remove invasive species, and improve habitat.

In addition to these elements, the most fundamental change to the waterfront is the relocation of the existing boat launch from a site within the heart of the waterfront north to Slip Two, the site located between Larsen Marine and National Gypsum that was filled in with contaminated sediment during a previous cleanup effort. There are two major reasons that moving the boat launch is critical to the long term success of the Waukegan waterfront. Most importantly, the relocation of the boat launch away from the heart of the waterfront solves a major safety issue by allowing uninterrupted pedestrian access to the entire waterfront without any conflicts between pedestrians and backing vehicles. The second reason is that the relocation of the vehicle/trailer parking allows this land to be used for much more valuable purposes than a parking lot full of empty vehicles. This idea is the key to transforming the character of the waterfront, and was nearly universally supported in the community meeting feedback.

This idea also addresses the need to renovate and modernize the boat launch, while expanding the capacity of the launch to upwards of 200 vehicle/ trailer parking spaces, and there is nearly unlimited overflow parking available immediately north of the proposed site. While the cost of relocation will be significant, the increase in the value of the waterfront property now occupied by the launch will be far greater.

Concept Alternative A

Concept Alternative Aincludes all elements outlined above, with a focus on waterfront hospitality located near the site of the existing Waukegan Yacht Club. Starting at the north end of the site, this concept proposes a hotel structure on the order of eight to ten stories in height, which will accommodate 92-150 rooms, or 92 rooms with fourteen to twenty-four private condominiums that could be incorporated into the rental pool. An adjacent facility located immediately to the north could provide expansion of either hotel rooms or hotel condominium facilities as demand warrants. These facilities would support the growing Lake Michigan cruise ship industry, taking advantage of both the proposed hotels and access to the adjacent Metra station to reach regional destinations. This plan proposes a parking structure located to the west of the hotel, and proposes relocation of the Yacht Club to a new structure immediately adjacent to the existing building.

A mixed-use structure located on a very large public green space linking Pershing to the water's edge provides opportunities for new businesses to take advantage of a presence on both the park and waterfront promenade, while adjacent private development on both sides of Clayton at Pershing would enjoy the new park. Moving southward past the flexible green space is another mixed-use commercial building that also integrates with the existing Teece Building, which would house an Environmental Research Facility in collaboration with the Illinois Department of Natural Resources. On the lot north of the new Bay Marine facility, a parking structure is proposed that would have an e

elevated first floor. This would provide at least 20' clear height to provide covered indoor storage for boats, while also screening what would otherwise be a less attractive boat yard in the winter. Appropriate architectural treatments will provide a more attractive edge condition on Pershing.

Moving farther south, this alternative proposes a series of residential structures located immediately adjacent to the existing marina. This edge is currently the most desirable development site in the study area, as it has the most attractive edge conditions and the most defined edges, leaving little uncertainty over potential future development. No changes to the Akzo Nobel site are proposed, but the existing WPD maintenance facility is relocated to the southwest corner of the site near Pershing to make room for a new parking deck structure immediately south of Bay Marine. The maintenance facility would be incorporated into a new commercial development along Pershing as shown.



Master Plan Concept A

Concept Alternative B

Concept Alternative B also includes all common elements outlined above, with a greater emphasis on new residential and waterfront development at the south end of the site. Starting at the north end of the site, this concept proposes a single hotel structure on the order of eight to ten stories in height similar to Concept A, but without the adjacent facility located immediately to the north. This allows this development to occur using only surface parking, so no parking structure is proposed. The Yacht Club is again relocated to a new structure immediately adjacent to the existing building, adjacent to a small mixed-use structure adjacent to a more modest green space on the water near the east terminus of East Madison. In this concept, East Sea Horse Drive is extended southward to East Madison, and the large block bound by Madison, Pershing, Sea Horse, and Clayton is home to a mixed-use residential structure with internal structured parking. North of this block is adjacent private development on the north side of Clayton at Pershing.

Moving southward past the flexible green space is another mixed-use commercial building that replaces the existing Teece Building. No changes are proposed on the lot north of the new Bay Marine facility.

Moving farther south, this alternative proposes a significant change through the relocation of the existing Akzo Nobel facilities to another site within Waukegan, or in the alternative to provide a higher and better use for any of their underutilized property.

The series of residential structures located immediately adjacent to the existing marina are enlarged to take greater advantage of this ideal site, and these structures are extended along the south end of the Akzo Nobel site to take advantage of the Lake Michigan Shoreline. A large mixed-use residential structure with internal structured parking is proposed immediately south of Bay Marine, and parking for the marina and other uses is accommodated in a mix of surface and structured parking located over the worst of the existing environmental contamination to minimize remediation costs. A new vehicular dropoff improves access to the marina over existing conditions.



Master Plan Concept B

Concept Alternative C

Concept Alternative C includes the greatest development density, and would create the most vibrant waterfront. It includes all common elements outlined above, and is in many ways a hybrid of the strategies for the north end of Option A combined with the strategies for the south end described in Concept B.

Starting at the north end of the site, this concept proposes the same hotel structure and adjacent building and structured parking as Concept A, but in this case, the Yacht Club proposed to be relocated to the mixed-use building located adjacent to the Teece Building near the community boating infrastructure. In this concept, East Sea Horse Drive terminates at Clayton, and a moderately sized green space becomes the centerpiece of a walkable superblock bound by Madison, Pershing, Clayton, and the water's edge. The improvements to Bay Marine described in Concept A are shown.

Moving farther south, this alternative again proposes a significant change through the relocation of the existing Akzo Nobel facilities to another site within Waukegan, or the use of their underutilized property. The series of residential structures located immediately adjacent to the existing marina are a mix of those shown in Concepts A and B, and take great advantage of this ideal site. The structures are extended along the south end of the Akzo Nobel site to take advantage of the Lake Michigan Shoreline as in Concept B, and a large mixed-use residential structure with internal structured parking is proposed immediately south of Bay Marine.

In this concept, somewhat lower density is proposed along the waterfront, so parking for the marina and other uses is accommodated by surface parking alone, but again located over the worst of the existing environmental contamination to minimize remediation costs. A new vehicular drop-off improves access to the marina over existing conditions. This plan also indicated more clearly the need for future development on the underutilized parcels west of Pershing and east of the existing Metra rail lines.



Master Plan Concept C

Initial Concept Alternative Summary Comments

The ideas within the concepts that were best received included a clear focus on providing a wide range of development types, including hotel, conference, restaurant, commercial, and mixed-The focus on hospitality and use residential. providing hotel facilities to attract cruise traffic and other transient boaters was particularly well received, and the proposed location provides an excellent buffer between the commercial harbor to the north and the more residential areas to the south. Extended conversations regarding the best size for the community green space/flexible event lawn suggest that the large size shown in Concept A is too large to be successfully activated and also eliminates too much potential for density and fewer residents to activate the waterfront. The small version shown in Concept B was deemed too small to be useful, and the plan proposed in Concept C was just about right.

There was broad support for additional structures near Bay Marine, in particular to provide a more attractive boat storage facility compared to an open lot. The community boating site located on the former site of the boat launch was very well received.

Moving southward, there was broad consensus that greatly expanding residential uses in this area, including the Akzo Nobel site, is highly desirable. This concept was proposed to the operators of Akzo Nobel, and while they indicated a strong desire to remain within the City of Waukegan to stay close to their skilled work force, they did indicate that their existing site is not necessarily

the best location for their facilities within the City. They suggested that discussions of a potential partnership resulting in relocation could be considered in the future.

While a range of concerns were identified on each of the concepts, Concept C was identified as the most successful initial concept layout. This plan was further refined for presentation to a range of stakeholders in February. Upon review of the Draft Master Plan with stakeholders including Greater Waukegan Development Corporation and others, it was suggested that the green space be enlarged to the west, and the possibility of integrating a residential edge to screen the parking facility itself was proposed.

The Draft Master Plan incorporated the suggestions provided by the stakeholders and steering committee, and was presented to the community on March 22, 2017. More than 100 members of the community and stakeholder groups were present at the public meeting, held at the Waukegan Yacht Club. A wide ranging conversation was held that discussed many ideas for the waterfront, and there was broad support for the overall vision of the plan from most of the participants. Many of those in attendance were regular participants in the Lakefront Active Implementation Plan, and agreed that the vision proposed is consistent with the goals and vision expressed by the community.

As expected, some elements raised more questions than others. Some members of the Yacht Club indicated they prefer their current location, but some were very excited about the possibilities



Master Plan Draft I

of a new facility. A similar situation at the Saint Joseph River Yacht Club was discussed, where membership was down at the much beloved Yacht Club due to aging facilities that the members could no longer afford to maintain. Rather than contribute to the cost of a new facilities, members were leaving the club and membership diminished to the lowest levels since the club's founding. Fortunately, a partnership with a local developer (and long standing member of the club) was proposed where a nearby defunct restaurant was transformed into the new club facilities with a pool, modern kitchen, and fully renovated facilities. The former club property was developed into a much higher value residential development, and the club is now thriving in a beautiful new facility. The club's waiting list is hundreds of names long, with a wait of several years to get in, and dues for new members are sufficient to put the club on exceptionally sound financial footing.

Other existing business tenants expressed concern that their existing facilities appear to have been eliminated from the plan. To the contrary, this plan is predicated on attracting as many local businesses as possible, and is focused on working with the existing tenants to make them as successful as possible. This will be achieved through improving access, parking, and most importantly greatly increasing the number of people who visit and live on the waterfront. Overall, the plan was very well received, and the concerns raised have been addressed in the implementation strategies of this document.



Master Plan Draft II

CONSENSUS MASTER PLAN

The final Master Plan was adopted by the Board of the Waukegan Port District on April 19, 2017, includes the elements described below. The letter of each item corresponds to the legend on the Master Plan illustration that follows.

- A. Water-Dependent Industrial: This element represents the existing active commercial uses in the port, which are preserved throughout the plan. This plan supports the continuation enhancement of water-dependent commercial uses in the port, as these activities contribute to a dynamic and vibrant waterfront economy. Additionally, the presence of large shipping vessels poses no significant risk to the recreational boating community, and in fact encourages partnerships with federal agencies in the upkeep and maintenance of Waukegan Harbor through dredging and management of navigational structures that benefit all users of the harbor.
- B. Cruise Ship Berthing: This element suggests improvements geared specifically to attract the growing cruise ship industry on Lake Michigan. When coupled with the adjacent hotel and proximity to downtown and the Metra facilities that provide access to regional destinations, we believe Waukegan is well suited as a cruise ship destination.
- C. Hotel/Condo/Restaurant/ Conference: This hotel structure on the order of eight to ten stories in height, which will accommodate 92-150 rooms, or 92 rooms with fourteen to twenty-four private condominiums that could

- be incorporated into the rental pool. One floor would be dedicated to conference uses with facilities serving 350-400, with on-site restaurant facilities that serve hotel guests, promenade visitors, and the conference facilities. Spa facilities could be included as well.
- D. Hotel/Condo Expansion: An adjacent facility located immediately to the north of the hotel will provide expansion of either hotel rooms or hotel condominium facilities as demand warrants.
- E. Parking Garage: This structure will provide sufficient parking for the hotel, conference, and restaurant uses to the east, as well as the mixed-use structures to the south and large public events on the Festival Lawn.
- F. Residential: The structures identified as F1 and F2 are private residential structures proposed by existing developers who already control these parcels.
- G. Mixed-Use Residential: The structures identified as G1, G2, and G3 are proposed to provide a mix of uses, including convenience retail, restaurants, and services on the ground floor focused on both residents and users of the promenade and Festival Lawn. Parking for residents would be located within the first two levels of the structure and hidden from view by the ground floor uses, while residential uses occupy the higher floors with views of the lake and Festival Lawn.

- H. Residential: The structures identified as HI through H6 are primarily residential structures that take advantage of views of the marina and Lake Michigan. These structures will provide internal parking on ground floors for residents, as well as a small amount of convenience retail and services such as coffee shops, dry cleaning, etc. The structures should be responsive to the market and their locations to achieve the best combination of density and value, which suggests a range in structure height of three to twelve stories or more depending upon location. Sufficient surface parking for overflow uses can be achieved on adjacent lots.
- I. Park Amenity: This amenity, located at the northeast corner of the Festival Lawn, is dedicated to providing services to activate the public promenade and Festival Lawn, such as rental of bikes, fishing equipment, or rollerblades, as well as public restrooms, information, and other concierge type services.
- J. Festival Event Lawn: This Event Lawn will become the primary waterfront gathering space for the Waukegan Community. It will be home to the existing series of summer events, including Cinco De Mayo, Harborfest, HarborQ, Blues on the Water, Fiestas@the Harbor, and other events such as fireworks viewing. When not in use for festivals, the Festival Lawn will be the neighborhood park for the existing residents of Waukegan and the hundreds of new residents living on the waterfront.

- K. Water Taxi: As outlined in the Lakefront Active Implementation Plan, a key goal for the Waukegan waterfront is to create opportunities for everyone to get out onto the water, even if they've never been on a boat before. Water taxi stops will link the waterfront to the City of Waukegan beaches and new developments proposed on the land east of the inner harbor.
- L. Charter Fishing: The existing fixed docks located at the end of East Madison Street are proposed to be renovated into a more welcoming "Charter Row", which will provide more effective marketing of charter fishing opportunities to passersby and an improved visitor experience for all. Underutilized docks will be removed, and smaller slips unused by Charter Fishing vessels will be made available to transient boaters using the boat launch facility.
- M. Restaurants: The structures labeled MI and M2 are dedicated restaurant structures. MI is located on a new platform near the renovated charter fishing docks, and is intended to provide a specific destination for trailered boats using the boat launch. Too often these boaters use the launch to access the lake but never visit the waterfront areas near the launch. The goal of this area is to provide a destination for these boaters to visit after spending the day on the lake, and give them a place to moor for a short time will visiting the restaurants, shops, and promenade on the waterfront.

- N. Mixed-Use Commercial/Yacht Club: This structure is located at the very heart of the Waukegan waterfront, and is intended to provide an opportunity for the Waukegan Yacht Club to become a more integral part of community boating in Waukegan. This location provides direct access to launch facilities for the junior foundation sailing programs, and locates the Yacht Club much closer to the marina.
- O. ADA Canoe & Kayak Launch/Jr Sailing Foundation: This area is intended to provide accessible launch and access facilities for all members of the community interested in getting out on the water, regardless of income or physical abilities.
- P. Kayak/Small Boat Storage: This facility provides low cost storage for small non-motorized boats, including kayaks, canoes, paddle boards, and small sailboats.
- Q. Bay Marine: Bay Marine is a new facility that will provide high quality services for boaters in Waukegan Harbor.
- R. Parking Garage over Boat Storage: This structure is intended to improve the indoor storage capacity of Bay Marine while also providing additional public parking for the Festival Lawn. The western edge of the structure will incorporate lower cost residential, providing housing opportunities for a wider range of income levels, while also creating a more attractive architectural edge on Pershing.

- S. Lake Michigan Research and Education Center:
 This facility will occupy the renovated
 Teece Building and will provide a research
 and educational community resource in
 partnership with the Illinois Department of
 Natural Resources as well as other agencies
 and educational institutions.
- T. New Harbor and Marina Offices: This structure will house a renovated marina office and boater services, including restrooms, showers, boater's lounge, pool area, and harbormaster offices. It is located adjacent to the vehicular drop-off providing much closer vehicular access to the marina than currently exists.
- U. Waterfront Promenade: This waterfront promenade will run uninterrupted the entire length of the waterfront, and extend farther to the south to ultimately connect proposed new parks and open spaces to the south to the waterfront.
- V. Regional Trail Connection: This regional trail connection is based on the right of way of the EJ&E rail line recently acquired by the City of Waukegan. It will link the Waukegan waterfront to regional bicycle paths north and south of the City.
- W. Pedestrian Connection to Downtown: A series of east-west pedestrian walkways link the waterfront and promenade to downtown Waukegan, with the express goal of making a revitalized Waukegan downtown more accessible to transient and seasonal boaters

- without using cars. This concept includes a new pedestrian bridge crossing over the Metra rail lines.
- X. Future Development: Parcels XI through X4 are currently occupied by underutilized rail storage facilities. These activities were proposed to be relocated to the north in the Lakefront Active Implementation Plan, and these sites should be considered for complementary development activities in the future.
- Y. WPD Maintenance Yard: This existing structure will be repurposed to house the relocated Port District Maintenance Facilities. The area will be screened off as part of a greatly improved landscape entry feature along Pershing.
- Relocated Boat Launch: The existing boat launch facilities are proposed to be relocated to the north on Slip Two. This site contains stored contaminated materials removed from the harbor, and is currently off limits. This plan envisions transforming this currently unusable site into the primary access point for trailered boats, while other elements of the plan described above transform the old boat launch site into active destinations for these boaters who currently have nowhere to moor their boats for a few hours after spending the day on the lake. The goal is to create a place where these boaters can enjoy the waterfront and spend more time in Waukegan.



Consensus Master Plan

IMPLEMENTATION & PHASING

The primary goal of this plan is to identify a series of actions that will encourage private investment and serve as a catalyst for the implementation of the overall vision. This plan has documented the results of extensive community outreach, visual preference surveys, market research, as well as meetings with business owners, governmental agencies, and other stakeholders. Chapter Six outlines a detailed description of the elements proposed in the plan, and this section is intended to provide an overview of how our efforts towards completing those actions can be focused to create the greatest positive impact for the effort.

decades of planning, environmental remediation, removal of abandoned structures, and ecological restoration of the lakefront, the most important next step in attracting high quality development is to continue improving the lakefront to increase the use, vitality, and economic value of the waterfront to both the community and visitors. The Port District should continue its partnership with the City of Waukegan and support efforts to complete as many of the proposed physical improvements of the Lakefront Active Implementation Plan as possible. The goal is to show immediate change and improvement to build confidence in those responsible for managing the Port.

Funding

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

• Expand partnerships with other local units of government and consider opportunities to

- share resources
- Pursue all available grant funds from State and Federal Sources
- Engage Private Philanthropy
- Partner with Existing Local Businesses
- Facilitate Public Private Partnerships that leverage private development efforts to fund construction of infrastructure and public improvements
- Consider local revenue sources and/ or consider bond funding for lakefront improvements
- Leverage existing boater revenues to fund renovations and expansion of the marina within the demand established through waiting lists

Partnerships

The Waukegan Port District should consider partnerships with any other units of government that will benefit from a stronger Waukegan and lakefront, including the County of Lake (of which Waukegan is the County Seat), the City of Waukegan, Lake County Forest Preserve, and possibly Waukegan Township. At the State level, continued partnerships with the Illinois Department of Natural Resources should build on the successes already achieved. At the Federal level, partnerships with the US Army Corps of Engineers, US Coast Guard & CG Auxiliary, and Homeland Security may all be possible with support and assistance from the Illinois Congressional Delegation.

State and Federal Grants

While we recognize the current limitations on State grant funding, we should not rule out State

grants over the long term and Federal grants in the near term. At the state level, a variety of funding and grant sources are available through the Illinois Department of Transportation, including the Illinois Transportation Enhancement Program. Additional programs in support of stormwater best management practices, bicycle trails, habitat expansion, and naturalized shoreline protection are available from the Illinois Department of Natural Resources. Additional state agencies that provide a range of programs for community conservation include Illinois Energy Community Foundation Grants, Illinois Environmental Protection Agency, and the Illinois Historical Preservation Agency. Open Space Lands and Development grants may also be available, and some elements may be eligible for funding from the Illinois Jobs Now program.

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

Private Philanthropy

Given the prominence of Waukegan's lakefront and the contribution that improving the lakefront will create in terms of overall quality of life, local corporate and private citizens may wish to support the efforts of the City by funding major elements. Strategies that include naming opportunities have

proven beneficial to both the community and the donor, and are an excellent way for a private donor to leave a legacy in honor of a loved one.

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

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

Public Private Partnerships

One of the most effective strategies for funding waterfront improvements after the Great Recession is for local communities to partner with private developers to leverage each of their strengths to build high quality project. In order to achieve this, the Port District and private developers can work together to achieve the vision established by the community through the community outreach effort of the Master Plan. The Port District should partner with the City of Waukegan to provide a more streamlined entitlement process for the waterfront, established through development of a Form Based Code with the support of the

community. In this way, the clear intent of the Port District and Community for the waterfront can be documented and clearly communicated to the development community, making it clear what elements qualify for immediate entitlement and documenting a clear path for addressing proposed variations. Most important, this overlay zoning must be developed with to incorporate flexibility and with a clear understanding of the financial impacts of the code requirements. Otherwise, developing a code that is too restrictive will likely result in reducing development activity instead of encouraging creativity and a vibrant mix of uses that the community has requested.

Local Funding Sources and/or Bond Funding

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

Summary

In summary, the key goal at this point is to build on the incredible successes already achieved in Waukegan Harbor, and share this story with the broader community to let people know just how special the Waukegan lakefront is. The old narrative about Waukegan's lakefront being a contaminated industrial site is no longer true, and with the continued implementation of one improvement after another, more and more members of the community will recognize the natural qualities of

the site and the narrative will begin to change. We strongly believe that the time is right, and the opportunity presented at Waukegan's lakefront will attract quality development with the right approach.

Phasing Plan

Phased implementation of the Master Plan should pursue both immediate improvements and commencement of initial tasks that will facilitate the implementation of longer term strategies as soon as possible. Potential immediate improvements include:

- Partnership with Bay Marine to facilitate improvements adjacent to their new facilities, including relocation of the fish cleaning station, accessible parking and ADA compliant nonmotorized launch ramp, and streetscape enhancements.
- General cleanup and removal of unnecessary structures. This effort should include removal of any fences, signs, posts, structures, and remnants of elements no longer in use, as well as clearing of brush and removal of trash. This should extend to the dock facilities, where worn fencing and underutilized dock structures should be removed. This effort will transform the overall appearance of the waterfront and immediately make it more attractive, while signaling that the implementation of the Master Plan has begun.
- Completion of the ADA compliant canoe & kayak launch to enhance access.
- Completion of a marina renovation plan for the northern portion of South Harbor and the North Harbor facilities, followed

by phased implementation of new facilities based on documented demand. Removal of unused finger piers on outer fixed docks can be modified with new fendering systems to accommodate broadside transient piers for boats up to 100' or more in length.

- Acquisition and renovation of the new WPD
 Maintenance Building, which will allow the
 existing maintenance site to be converted to
 interim boater parking. Creation of interim
 boater parking will provide parking capacity
 to support the initial phases of development
 along the marina waterfront.
- Feasibility and funding for relocation of the boat launch should commence.

As the elements outlined above are implemented, the Port District should commence predevelopment activities geared towards attracting private investment. This should include consideration of the following tasks:

- Establishment of appropriate zoning district overlay strategy through City of Waukegan planning department to ensure future development activities can be efficiently entitled. This could include development of a form based code overlay or other strategy that encourages flexibility and creativity.
- Continued conversations with adjacent landowners and existing tenants to identify strategies for ongoing collaboration.
- Establishment of an internal Port District structure to manage the development process, or engagement of an outside entity to facilitate the development of the Master Plan.
- Preparation of Developer Request for

Qualifications package to prequalify developers with appropriate experience, funding, and vision to participate in future Request for Proposal opportunities.

As a large part of the Port District property is undeveloped, there are many places where development could occur immediately. However, nearly all of these parcels and existing privately owned parcels have been available for development for years with little to no activity. This is likely due to the fact that so much of the surrounding lands and adjacent parcels are not well maintained and there is no certainty in the future of adjacent developments. The risk of constructing a new high quality residential project surrounded by poorly maintained vacant lots is simply too great.

Therefore, the Master Plan envisions that the key to encouraging the transformation of the waterfront that so many believe is possible, yet no one has yet had the courage to begin, is identifying a set of development sites that are adjacent to the most attractive part of the waterfront with predictable uses adjacent. The best site for development of phase one of the Master Plan is the waterfront adjacent to the marina. This site has the benefit of being right on the water's edge, overlooking a beautiful marina and Lake Michigan. To the north are the brand new Bay Marine facilities, which are improving the quality of the entry and adjacent landscapes. To the south are views of Lake Michigan. While Akzo Nobel to the west is not the ideal neighbor, they are continually improving their edge conditions and the only change expected there would be very positive if they relocated. In

any case, the design of the structures in this location could easily locate "back of house" elements to the west and focus the living spaces of the new homes to the south and east overlooking Lake Michigan.

We recommend that either of the structures identified as H1 or H3 would be an ideal first phase and second phase of development. The presence of the marina would drive demand for both more slips in the marina, while the boaters would also likely drive demand for these residential units. As these units come on line, they will begin to establish a residential real estate market on the Waukegan Waterfront that will be the catalyst for all future development envisioned. As these units establish the value of this market, conversations with Akzo Nobel regarding building on sites H4 and H5 would begin to make sense, and these sites could be developed without impacting the existing manufacturing facilities. If, over time, Akzo Nobel chose to relocate their manufacturing facilities, development of H6, G3, and the parking areas could commence.

As the south end of the Port District property is transforming, and Bay Marine is completed, expansion of the Festival Event Lawn could be the catalyst for implementing G2, and the private sector would likely implement F1 and F2. Identification of a hotel developer would instigate relocation of the yacht club to the heart of the waterfront adjacent to the Lake Michigan Research and Education Center currently in development.

These improvements would be complemented with by the development of the new restaurants and mixed-use structure at G1.

While the transformation described will well take fifteen to twenty years to fully accomplish, it could also be achieved more quickly as the development community recognizes the opportunity on the Waukegan Waterfront. Quite simply, there are very few opportunities to build projects immediately on Lake Michigan, within walking distance to both Metra lines and one of the best marinas on Lake Michigan. While it can sometimes be hard to imagine in the early days, there are many examples of communities across the Great Lakes and on Lake Michigan that have successfully made the transition from post-industrial landscape to vibrant waterfront community. New Buffalo, Saint Joseph, Grand Haven, and Manistee, Michigan are great examples, as well as Sheboygan and Kenosha, Wisconsin. Ongoing efforts in transformation in cities such as Green Bay, Milwaukee, Buffalo, and Rochester provide examples in larger communities. It is important to remember that while transformation of waterfronts happens on a time scale measured in decades, Waukegan Harbor is already 25 years into its transformation. In just a few short years, the next steps will be taken and momentum will begin to build. Ten years from now, the final transformation will be well underway and even the skeptics will believe.

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APPENDIX

Waukegan Port District Properties – Environmental Matrix

	Environmental Considerations		siderations Redevelopment Considerations			ns
Property #	RECs	Status	Soil Management Plan	Groundwater Management Plan	Engineered Barriers	Lender Concerns
						· · · · · · · · · · · · · · · · · · ·
1	 Federal Brownfields Database Property ID 12529) as of 6/30/2000 Historic foundry and storage facility 	Active Brownfields Property				X
2	 Federal Brownfields Database (Property ID 12526) Documented soil contamination Historic foundry and ammunition plant 	Active Brownfields Property	X			X
3	• Federal Brownfields Database (Property ID 12531)	Active Brownfields Property				X
4	• BOL Database (ID 0971905385) Entry date 08/01/2001	Active Brownfields Property				X
5						
6						
7						
8						
9	 Tier 2 Illinois Property (contamination exceeds Tier I objectives) reported 2005-2015 Chemical name: Coal Fly Ash Average Daily Chemical Amount: 10,000,000-49,999,999 pounds 	Impacted and Unresolved	X	X		X
10						
11						
12						
13						
14	Property Not listed in OSFM Database1998 Environmental Report states 5	Open				X

Waukegan Port District Properties – Environmental Matrix

	Environmental Considerations		Redevelopment Considerations			ns	
Property #		RECs	Status	Soil Management Plan	Groundwater Management Plan	Engineered Barriers	Lender Concerns
	the Siv Dis BT qua Sar ma	l borings were installed 7' bgs near 10,000-gallon gasoline UST in ver Park (owned by Waukegan Port strict). 4 soil samples analyzed for EX. 2/4 samples had trace antities of reportable toluene. mple results are 3-4 orders of gnitude less than the TACO Tier I sidential cleanup standards.					
15							
16							
17	• Tw and wit 12/ • Tw gas gas • On	FM Database (Facility Number 22560) 70 12,000-gallon USTs (one dieseld one gasoline) currently in-used that Green Tag Expiration Date of 31/2018 70 USTs (one 10,000-gallon soline and one 3,000-gallon soline) removed the 1,000-gallon heating oil UST and one in-place	Active UST Property with no known contamination				
18							
19			<u></u>				
21	(Pr	deral Brownfields Database operty ID 12527) storic lumber yard and coal storage	Active Brownfields Property				X
20 & 22	• EP.	A ID: 0971905023 (ST Incident: Diesel Spill (IEMA	Open LUST Incident (No NFR Letter	X	X		X

Waukegan Port District Properties – Environmental Matrix

	Environmental Considerations		Redevelopment Considerations			ns
Property #	RECs	Status	Soil Management Plan	Groundwater Management Plan	Engineered Barriers	Lender Concerns
			1 1011	2 2002		
	 Number 20041613, IEMA Date 11/18/2004) Enrolled into the SRP on 12/10/2002. No NFR Letter Issued to the Property One 6,000-gallon hazardous substance UST removed from the Property FINDS Database: ID 110001815206 U.S. Brownfields Database Historic Operations include a lumber yard, foundry, grain processing, and chemical distributions. Pesticide contamination noted at nearby property (PIN 08-22-302-001) 	Issued to the Property)				
23 & 25	• DNAPL and PAH contamination present at the Property from the west adjoining property (NSG)	Impacted and Under Environmental Investigation	X	X	X	X
24	DNAPL contamination from the west adjoining property (NSG)	Impacted and Under Environmental Investigation	X	X	X	X



Waukegan Port District Master Plan Parcel Information/RECs

ID	Site Name Address PIN	Environmental Info	Source
1	<u>Martinovich</u> 11 West Clayton Street 821415001	-Federal Brownfields -Soil affected	Envirosite Corporation Order # 7711 10/11/2016
2	<u>Jensen</u> 117 North Dugan Street 821415003	-Federal Brownfields	Envirosite Corporation Order # 7711 10/11/2016
3	City Lot 5 East Madison Street 821421022	-Federal Brownfields 6/30/2002 NE adjoining property = Waukegan Port District	IEPA online database
4	315 East Sea Horse Drive 822100020	-BOL database (0971905385) 8/1/2001 East adjoining property = BRP Site	Envirosite report USEPA Online database
5	0 Sea Horse Drive 822100056		
6	0 North Foam Forms Place 822100059		
7	0 North Harbor Place 822100060		
8	0 Pershing Road 822100065 – 066		
9	<u>Lafarge North America</u> 34 E Clayton Street 822300001	-T2-IL database (coal fly ash)	Envirosite Corporation Order # 7711 10/11/2016
10	0 East Clayton Street 822300005		
11	110 North Harbor Place 822300007		
12	0 North Harbor Place 822300008		
13	33 E Madison Street 27 E Madison Street 29 E Madison Street 31 E Madison Street 35 E Madison Street 822300009	 North adjoining property = Waukegan Port District	IEPA Online database



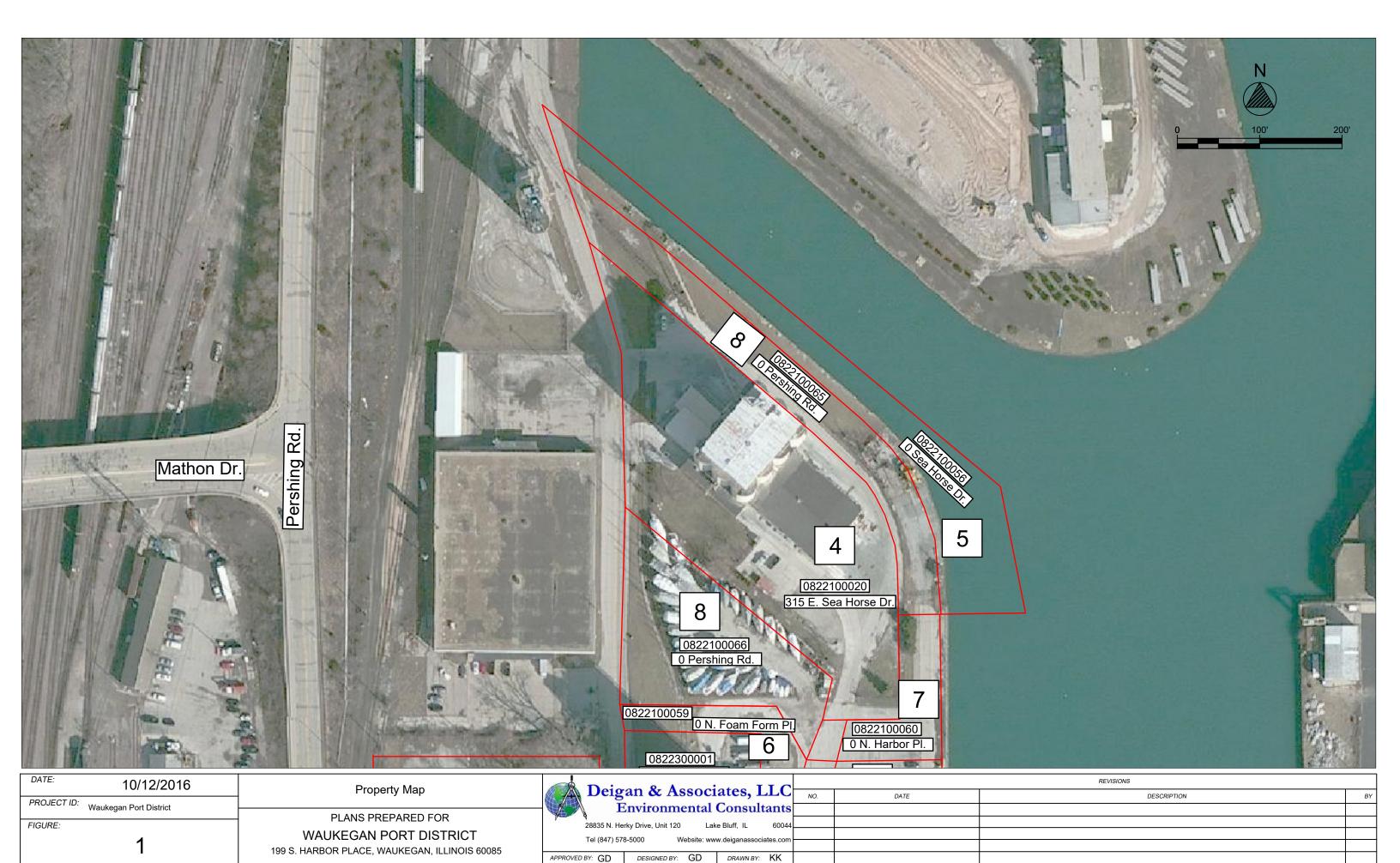
	T	Para Process (Process of the Constitution of t	iental Consultants
14	Siver Park/Waukegan Harbor 38 E Madison St. 46 E Madison St. 822300016	5 soil borings installed 7' bgs near the 10,000-gallon gasoline UST in Siver Park (owned by Waukegan Port District). 4 soil samples analyzed for BTEX. 2/4 samples had trace quantities of reportable toluene. Sample results are 3-4 orders of magnitude less than the TACO Tier I Residential cleanup standards.	Subsurface Investigation Report at Silver Park/Waukegan Harbor (Madison Street & Harbor Place), dated 9/17/1998, prepared by Cape Environmental Management, Inc.
15	37 E. Madison St. 39 E. Madison St. 43 E. Madison St. 0822300018	RECs - NSG MGP Most recent reporting has NSG contamination NOT reaching these parcels (NRT, 2013)	
16	0 W. Madison St. 0822300019	RECs - NSG MGP Most recent reporting has NSG contamination NOT reaching these parcels (NRT, 2013)	
	The Port District 0 Harbor Place 55 S. Harbor Drive 10 S. Madison Street (OSFM Database) 0822300020	On 2/15/2000, the larger (10,000-gallon) UST was removed (shown in Figure 1). On 2/15/2000, GSC attempted to remove the 1,000-gallon heating oil tank adjacent to the hot dog stand, but was unable due to its orientation and the fact that 50% of the UST was under the concrete slab. However, on 4/20/2000, the 1,000-gallon heating oil UST was successfully abandoned in place.	GSC Environmental, UST Abandonment/Tank Removal Letter, 4/25/2000
17		OSFM Facility Identification No. 2-022560. According to OSFM Website, the 12k-gallon diesel UST and 12k-gallon gasoline UST are the only USTs currently existing at this property. The location of the USTs is shown in Figure 2 (copied during the document review). Adjoining REC - NSG MGP Soil contamination from NSG MGP	Monitoring System Certification
18	Yacht Club Parking Lot 0 W. Clayton St. 0822300022	DNAPL present in site GW WPD USTs	



			ientai Consultants
19	Yacht Club 199 N. Harbor Pl. 0822300023		
20			
21	3 E. Clayton St. 8223025001	FINDS (ID 110039540100) US. Brownfields ECHO (110039540100)	EDR
20 & 22	Duphar Nutrition, Inc. 2 E. Madison St. 822302005 6 E. Clayton St. 0822301005	 EPA ID: 0971905023 LUST - Diesel (IEMA 11/18/04) Incident number: 20041613 SRP - enrolled 12/10/2002 No NFR Letter Recorded UST - 6000-gal haz. substance removed (Last used 7/1/1986) FINDS (ID 110001815206) US Brownfields ECHO IEPA File No. 0971905023: Past uses of the site include a lumber yard, a foundry, grain processing, and chemical distributions. USTs that once served the adjoining marina have been removed. Lab data is included in copies made. Kyritsis (PIN 0822302001) and Duphar (0822302005). Scope included sampling for VOCs, SVOCs, pesticides, PCBs, metals, and total organic carbon content. EXCEEDANCES included in data tables from copies. Exceedances include Tier I Soil SVOCs, and lead for soil SPLP metal. 6 E. Clayton Street - In SRP - ROR/RAP denied on 7/17/2015 (Tanner, 2015). Formerly operated as Duphar. Report notes nearby property PIN 08-22-302-001 has pesticide contamination. 	EDR 2001 Phase I ESA retrieved during document review. Waukegan Lakefront Duphar Area, Prepared by Tanner Environmental Company, dated 8/25/2005 Phase 2 Environmental Site Assessment conducted by BT^2, Inc. dated January 2002.
23	Bay Marine 0 E. Madison Street 822303002	DNAPL Contamination from North Shore Gas	NRT Data
24	0 S. Sand St. 822303004	DNAPL Contamination from North Shore Gas	NRT Data

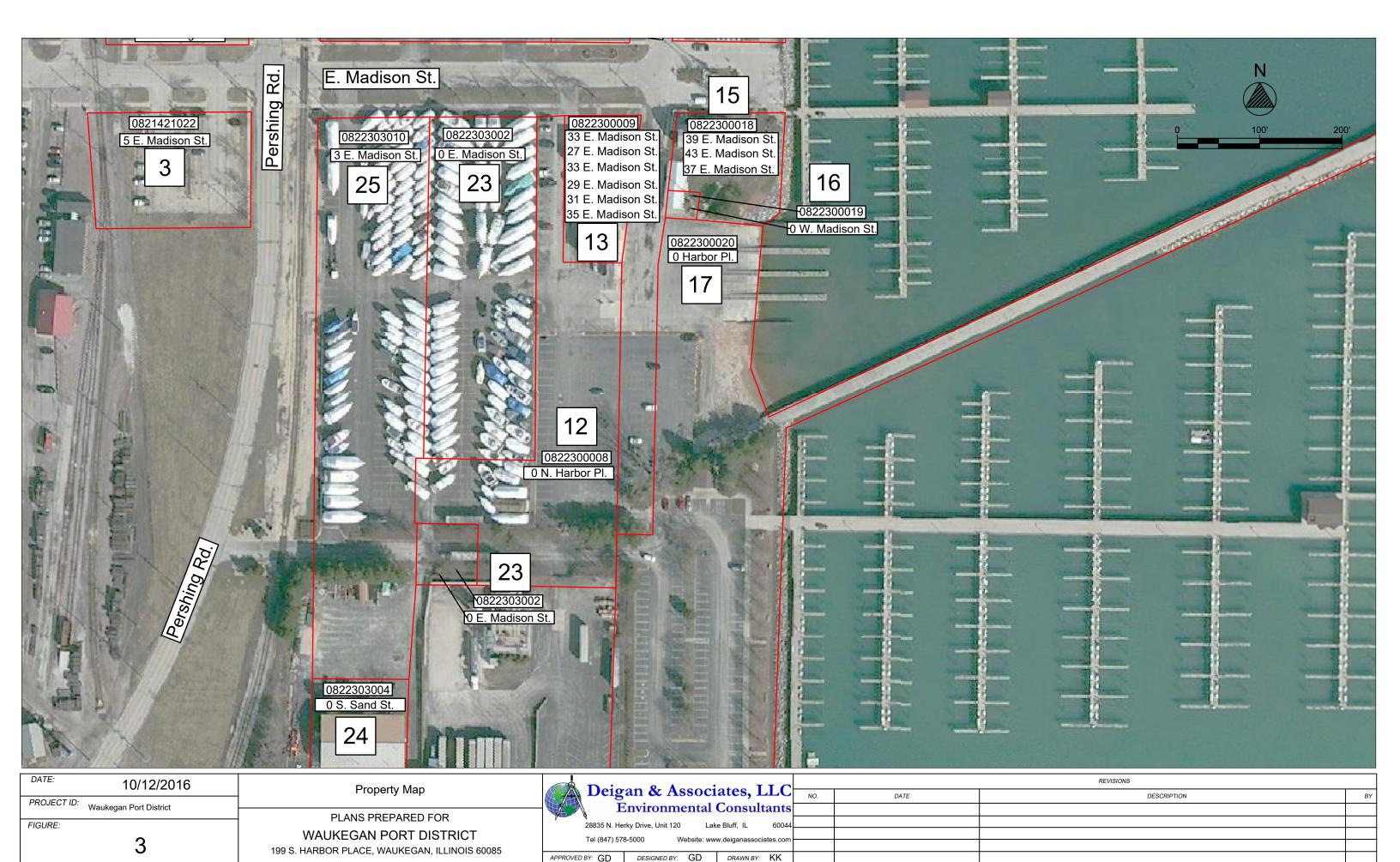


25	3 E. Madison St.	Bay Marine Site – DNAPL Contamination	Deigan
25	822303010	from North Shore Gas	





DATE: 10/12/2016	Property Map PLANS PREPARED FOR WAUKEGAN PORT DISTRICT 199 S. HARBOR PLACE, WAUKEGAN, ILLINOIS 60085	Deigan & Associates, LLC Environmental Consultants 28835 N. Herky Drive, Unit 120 Lake Bluff, IL 60044	REVISIONS			
PROJECT ID: W. L. B. LB:			NO.	DATE	DESCRIPTION	В
Waukegan Port District						
FIGURE:						
2		Tel (847) 578-5000 Website: www.deiganassociates.com				
_		APPROVED BY: GD DESIGNED BY: GD DRAWN BY: KK				





DATE.	10/12/2016
PROJECT ID:	Waukegan Port District
FIGURE:	4

Property Map

PLANS PREPARED FOR
WAUKEGAN PORT DISTRICT
199 S. HARBOR PLACE, WAUKEGAN, ILLINOIS 60085

	Deigan & Associates, LLC Environmental Consultants		REVISIONS				
				DATE	DESCRIPTION	BY	
	28835 N. Herky Drive, Unit 120 Lake Bluff, IL 60044 Tel (847) 578-5000 Website: www.deiganassociates.com						
rei (047) 370-3000 Website. www.ueiganassociates.com							
APPROVE	BY: GD	DESIGNED BY: GD	DRAWN BY: KK				·



Introduction

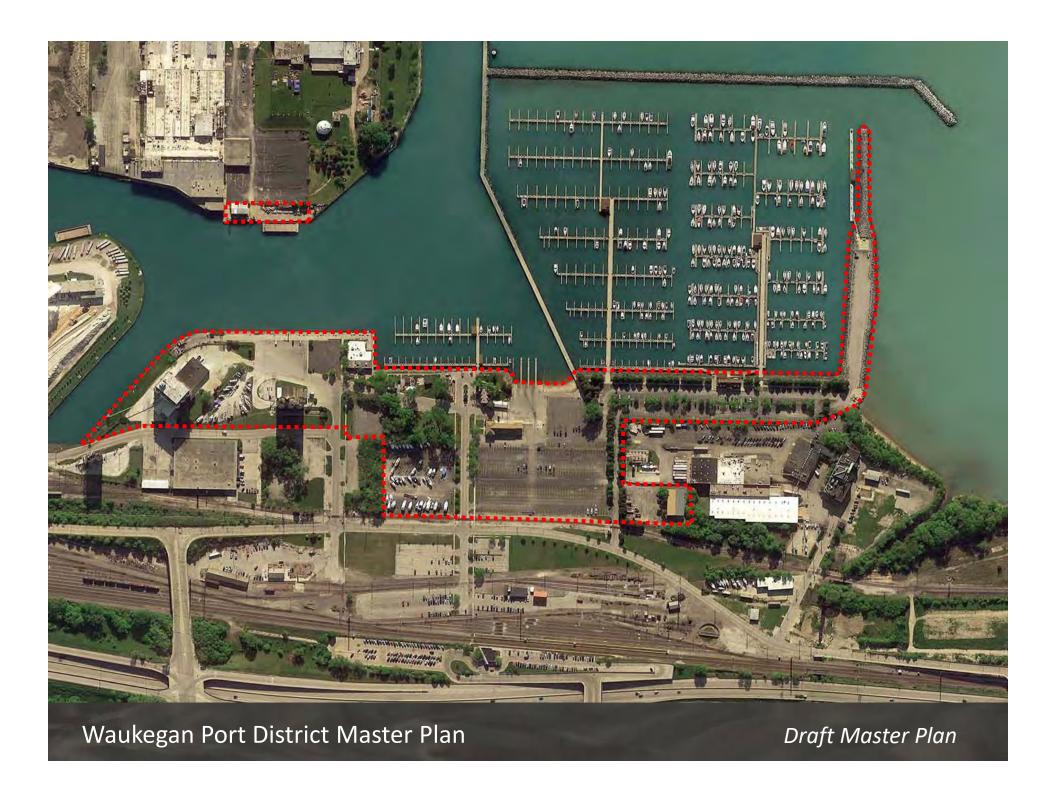
The Goal of this Project is to:

- Assess the Existing Conditions of the Waterfront
- Identify Opportunities to Enhance the Economic
 Vitality of the Waterfront
- Improve the Connection of the Waterfront to Downtown Waukegan
- Present Economically Viable Alternatives to Make Immediate and Long Term Improvements

Process

- Community Visioning Integrate with Waukegan Active Implementation Plan
- Site Assessment
 - Site Survey
 - Environmental Analysis
- Development of Draft Master Plan
- Refinement of Draft Master Plan
- Development of Implementation Strategies
- Implementation Plan







Community Planning Process

- Public Input Summary
 - Three Days of Stakeholder Interviews
 - Three Public Meetings
 - Visual Preference Exercise
 - Comment Cards
 - Project Web Site
- Action Plan Recommendations
 - o Short-Term 1-2 years
 - Mid-Term 2-5 years
 - Long-Term 5+ years
- Iterative Review and Development
- Implementation Strategies

Waukegan Port District Master Plan



Goals of the Implementation Plan

- Uphold the Vision of Original Master Plan
- Engage the Community
- Improve the Waterfront's Image
- Create Year-Round Activity
- Enhance Quality of Life

enhance connections activate waterfront

embrace diverse community
provide natural spaces support year-round activity improve image

mejorar conexiones activar muelles

abarcar comunidades diversas

ofrecer espacios naturales

mejorar la imagen

Waukegan Port District Master Plan

Draft Master Plan

Public Input Summary

combinación de negocios

restaurantes y vida nocturna erte y cultura festivales y eventos

senderos recreación

funcionamiento de muelles mejoramiento de baños

espacios naturales

nstalaciones para los barcos

camiones de comida

restaurants and nightlife described and events

trails recreation

working waterfront improved restrooms

public transportation
natural spaces

boating facilities beach access

food trucks

Visual Preference Survey Results Most Positive Responses:

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







Waukegan Port District Master Plan

Draft Master Plan







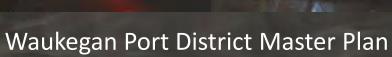
Very Popular Images



Draft Master Plan







Very Popular Images 10-20 green/<3 red

Draft Master Plan



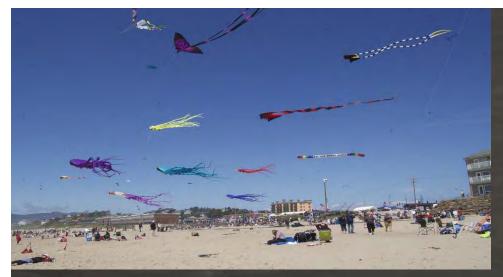


Very Popular Images



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Moderately Popular Images

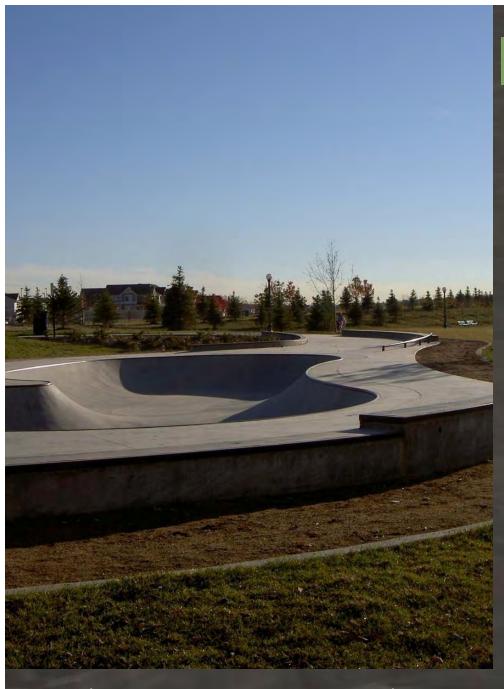




Waukegan Port District Master Plan

Draft Master Plan





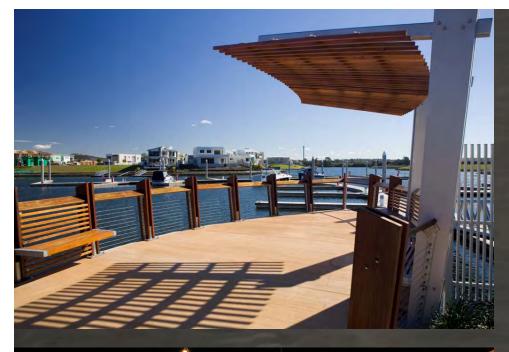
Moderately Popular Images





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Moderately Popular Images





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Waukegan Port District Master Plan

Draft Master Plan

Comment Card Results

Highest Priorities:

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

Action Plan Categories:

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

Themes

- Transform Our Challenges Into Our Opportunities
- Focus on Things Only Waukegan Can Offer
- Encourage, Engage, and Partner



Recommendations

Timeframe:

- Short-Term 1-2 years
- Mid-Term 2-5 years
- Long-Term 5+ years

Recommendations

Physical Improvements

Waukegan Port District Master Plan

Draft Master Plan

Physical Improvements – Short-Term:

- Beach Area Enhancements
 - o Food Truck Promenade
 - o Concessions Building
 - o Boardwalk Connections
 - o Picnic Areas
 - o New Volleyball Nets
- Tender Connection Between Piers
- Wayfinding "Yellow Brick Road" Markers
- Bike and Pedestrian Trails
- Increase Public Access to Marina Promenade





Physical Improvements – Mid-Term:

- Kayak Launch Facilities
 - Accessible Facilities
 - Blueway Trail Markers
- Sea Horse Drive Improvements
- Waukegan Marina Improvements
- Construct Floating Bridge Between Piers
- Enhance Natural Areas
- Observation Areas for Birders

Physical Improvements – Mid-Term:

- Signage / Wayfinding
 - Lakefront Markers
 - Maps and Interpretive/Historic Information
 - Identify Lakefront Districts
- Bike and Pedestrian Trails
 - WCL EJE Rails to Trails Connections
 - Improve Pedestrian Connection from Downtown to Lakefront

Physical Improvements – Long-Term:

- Reorganize Transportation Infrastructure
 - Remove Amstutz Expressway south of Grand
 - Shift Amstutz Traffic to Sheridan to Reenergize
 Downtown Waukegan
 - Relocate Commuter Coach Yard
 - Expand Facilities Related to Metra
- Regional Attraction: Aquarium, Ecological Museum, Bird Observation







Waukegan Port District Master Plan

Draft Master Plan

Recommendations

Program Improvements

Waukegan Port District Master Plan

Program – Short-Term:

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







Waukegan Port District Master Plan

Draft Master Plan

Program - Mid-Term:

- Support More Interactive Boating Opportunities
 - On the Beach Kayak and Paddleboard Rentals
 - On the Beach Storage of Low-Cost Small Craft (Sea Kayaks and Sailboats)
 - Water Taxis
 - Boat Rentals (Power and Sail)
 - Dinner Cruise Boats
 - Explore Great Lakes Cruise Vessels

Program - Mid-Term:

- Expand Shuttles From Beach to Downtown
- Expand Winter Programming
 - o Ice Festivals
 - Ice Carving Competitions
 - Outdoor Holiday Markets
 - Portable Ice Skating Rinks



Winter Activities





Waukegan Port District Master Plan

Draft Master Plan

Recommendations

Development

Waukegan Port District Master Plan

- Recognize and remain true to the spirit and intent of the 2003 Master Plan, and focus on communicating the plan's flexibility in terms of absolute specifics related to density, block sizes, building heights, etc.
- Maintain a mixed-use lakefront with elements of residential, restaurant/retail, recreational and working waterfront activities



- Consider development of a Form Based Code which guarantee zoning approval so long as the project complies with the Form Based Code
- Recognize broader potential development types with greater job creation potential such as assisted living and memory care
- Remain open to working waterfront opportunities with a need to be on the lakefront that are clean and compatible with surrounding land uses

- Actively Seek Out Development Partnerships
- Engage Director of Development
- Identify Available incentives
 - TIF / Infrastructure Investment
 - Tax Incentives
 - Land Partnership
 - State/Federal Economic Development Grants
 - Brownfield Incentives



- Consider a one time "catalyst project incentive" of special benefits to the first developer of a key project to get the ball rolling on the waterfront
- Reward developers for additional investment in the creation of adjacent public amenities and/or additional sustainable design initiatives

Recommendations

Partnerships

Waukegan Port District Master Plan

Recommendations

Partnerships:

- Waukegan Park District
 - Collaborate on Maintenance of the Beach
 - Explore Ways to Share Staff and Resources
 - Transfer and Partner in Continued Restoration of Lands South of Waukegan Harbor
- Waukegan Port District
 - Coordinate Special Events and Programming
 - Create More Continuous Public Waterfront
 - Explore Ways to Share Staff and Resources
- Department of Natural Resources
 - Develop Management Plan

Partnerships:

- Lake County Forest Preserve
 - Transfer and Partner in Continued Restoration of Lands North of Waukegan Harbor
- Public Private Partnerships

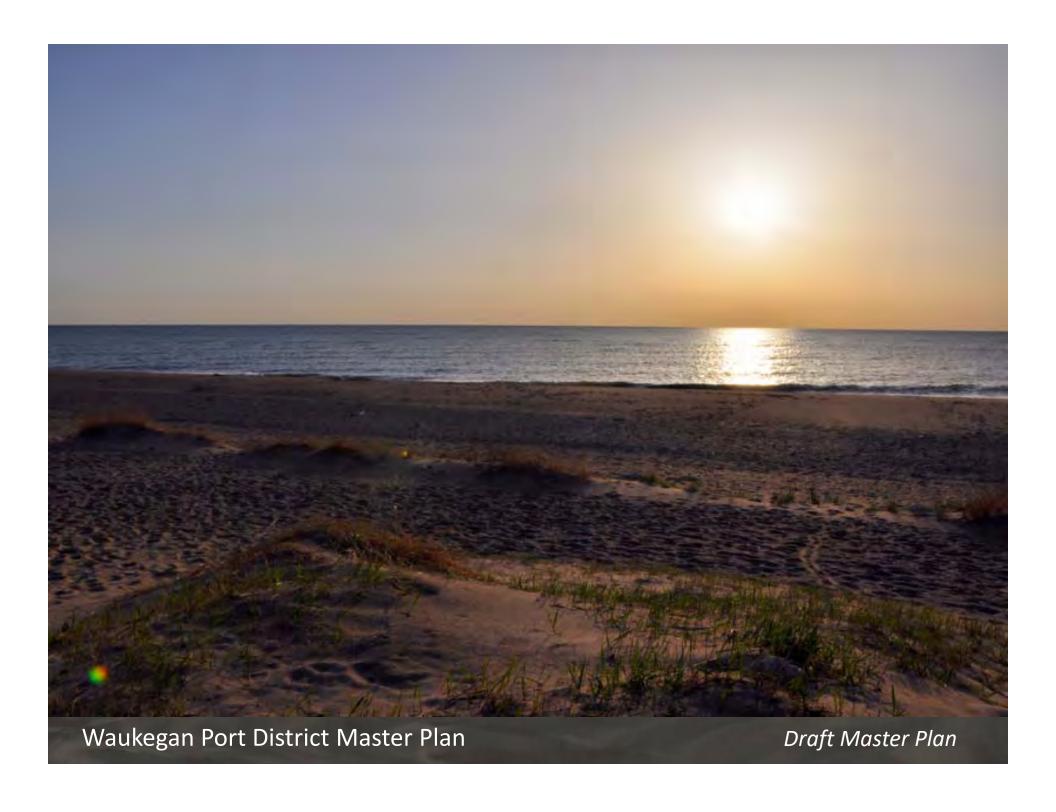
Recommendations

Marketing / Image

Waukegan Port District Master Plan

Marketing / Image:

- Transform your Challenges into your Opportunities
 - Celebrate the Incredible Clean-up Completed over the Last Three Decades
 - Continue / Expand Partnerships to Enhance the Restoration Efforts
 - Support Green Initiatives



Marketing / Image:

Believe that change is possible, and that
 Waukegan will one day be known for its pristine
 restored dune ecology, clean waters, vibrant
 lakefront neighborhoods, and easily walkable
 connections to a diverse and thriving downtown
 that draws residents and visitors alike.



Waukegan Port District Master Plan

Draft Master Plan



What Makes a Great Waterfront Community?

Sense of Place, History, and Tradition

Mix of Uses

Parks and Open Space

Sound Economy

Environmental, Economic, and Social
Sustainability



Waukegan Port District Master Plan

Draft Master Plan















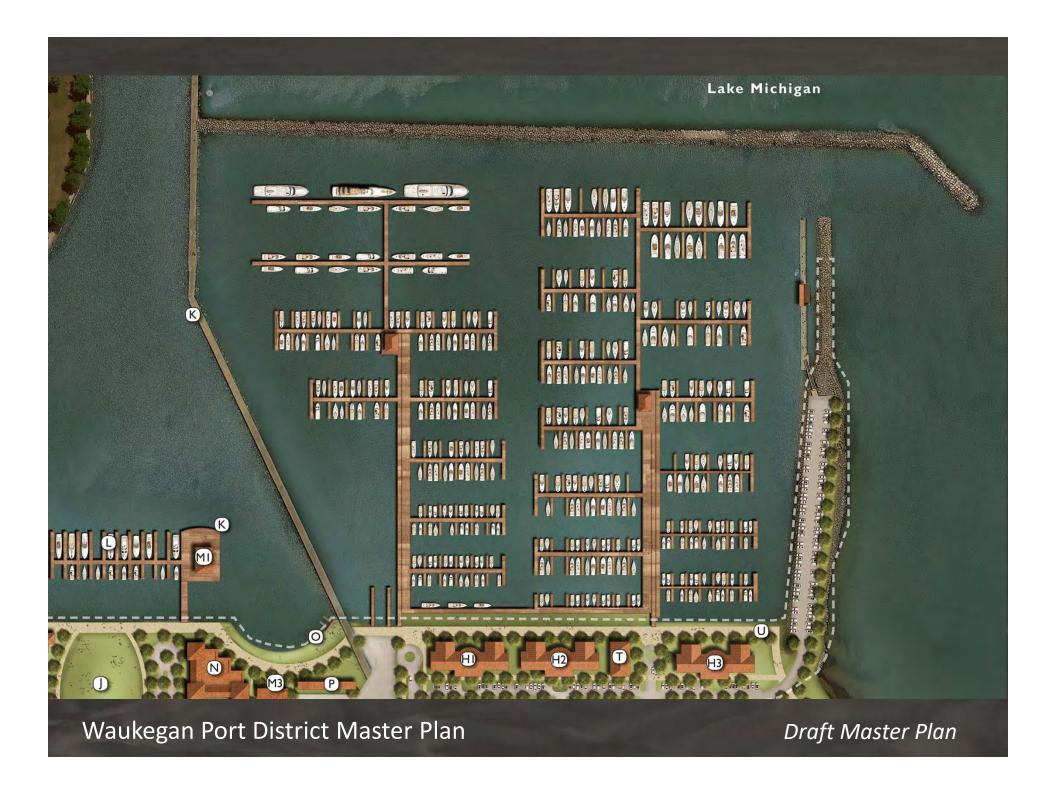






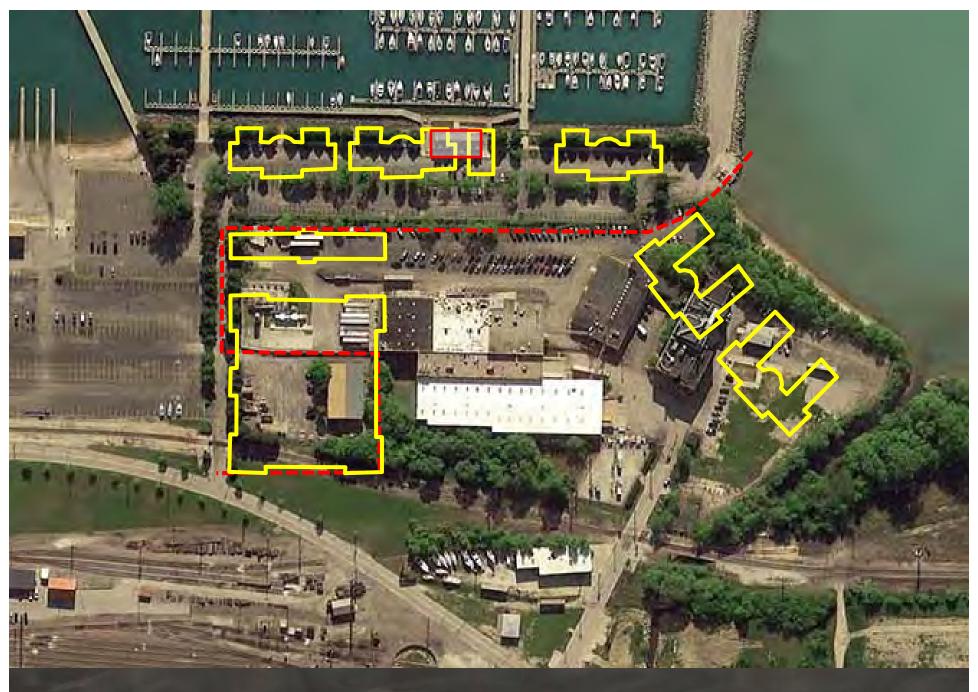








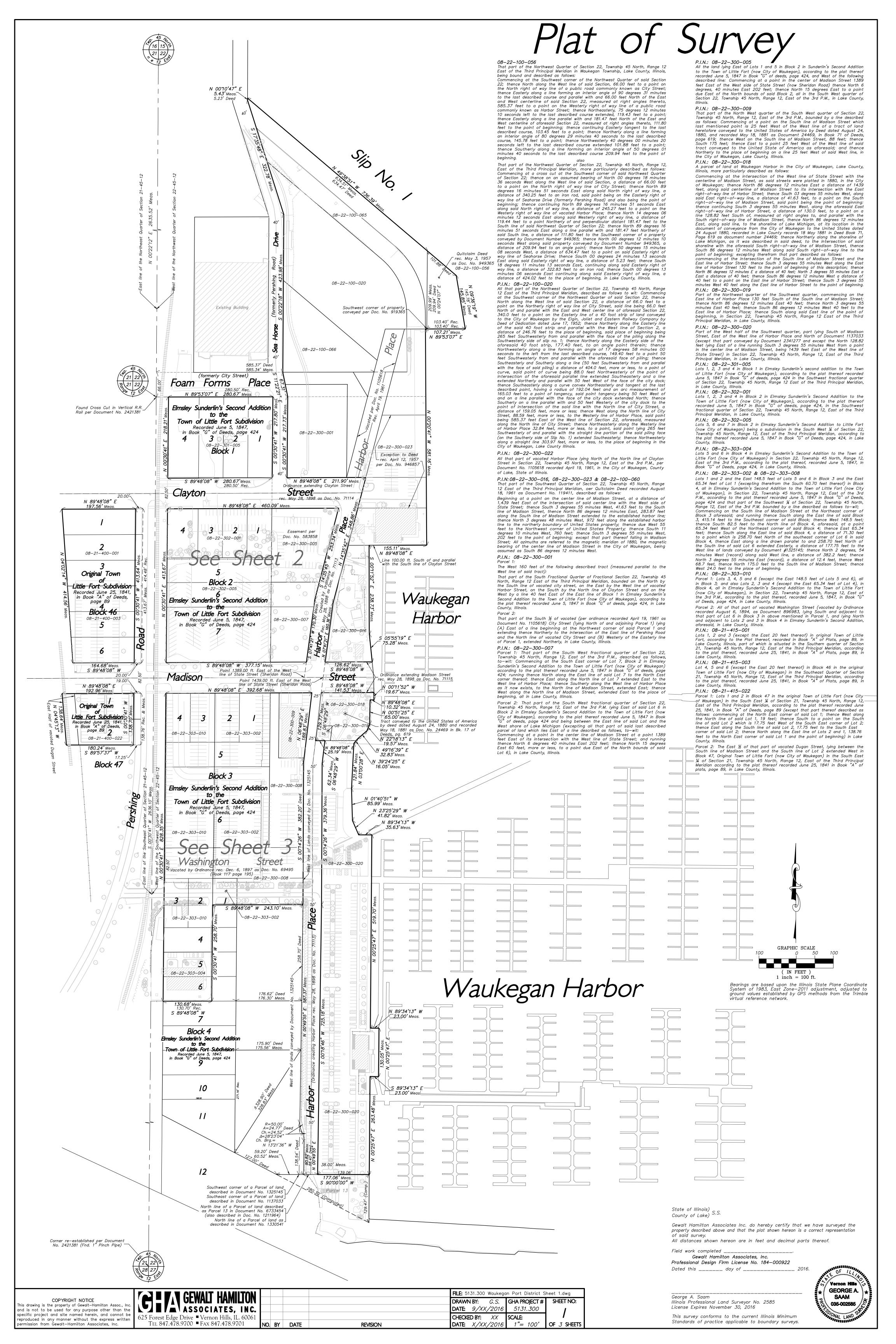


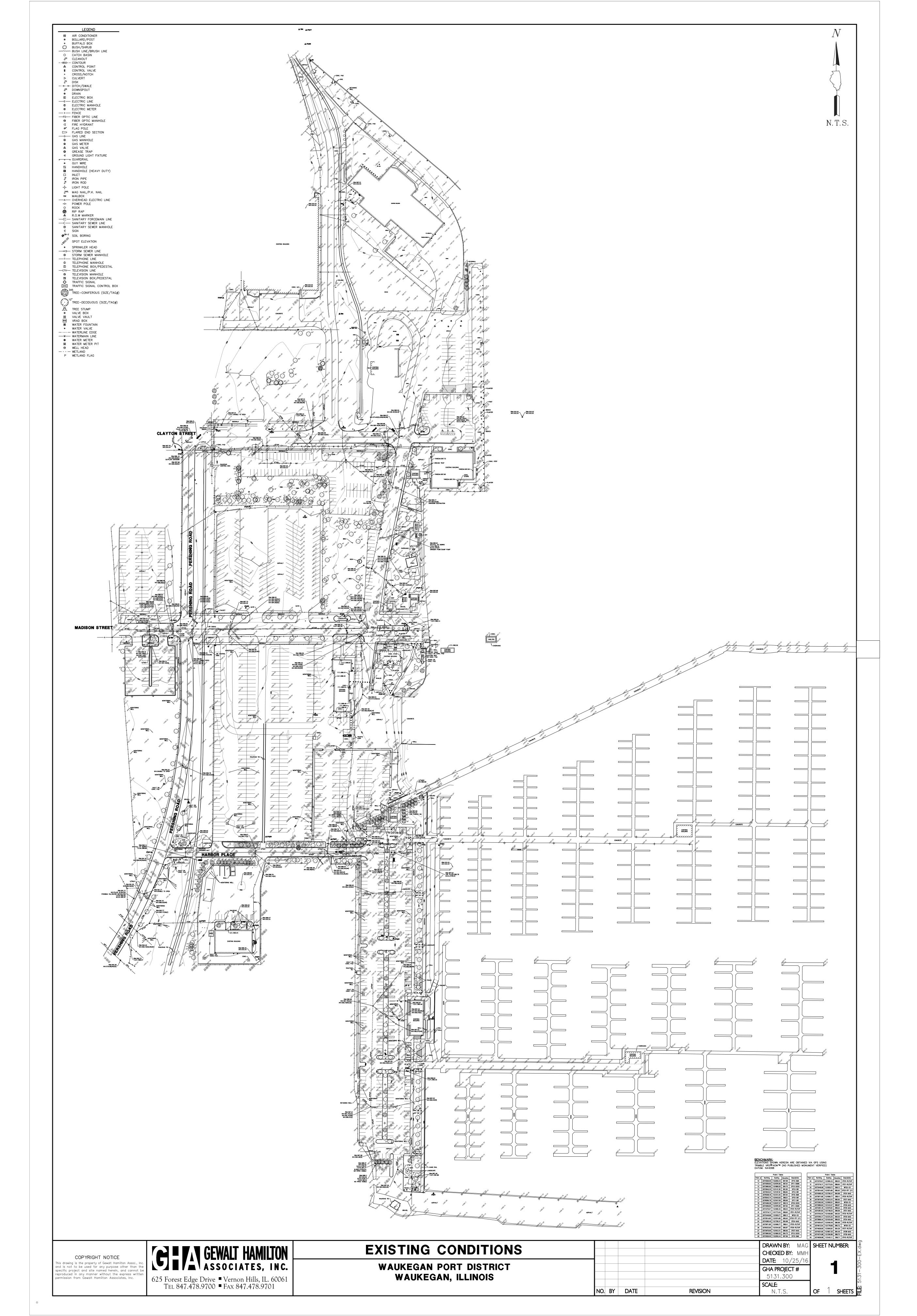


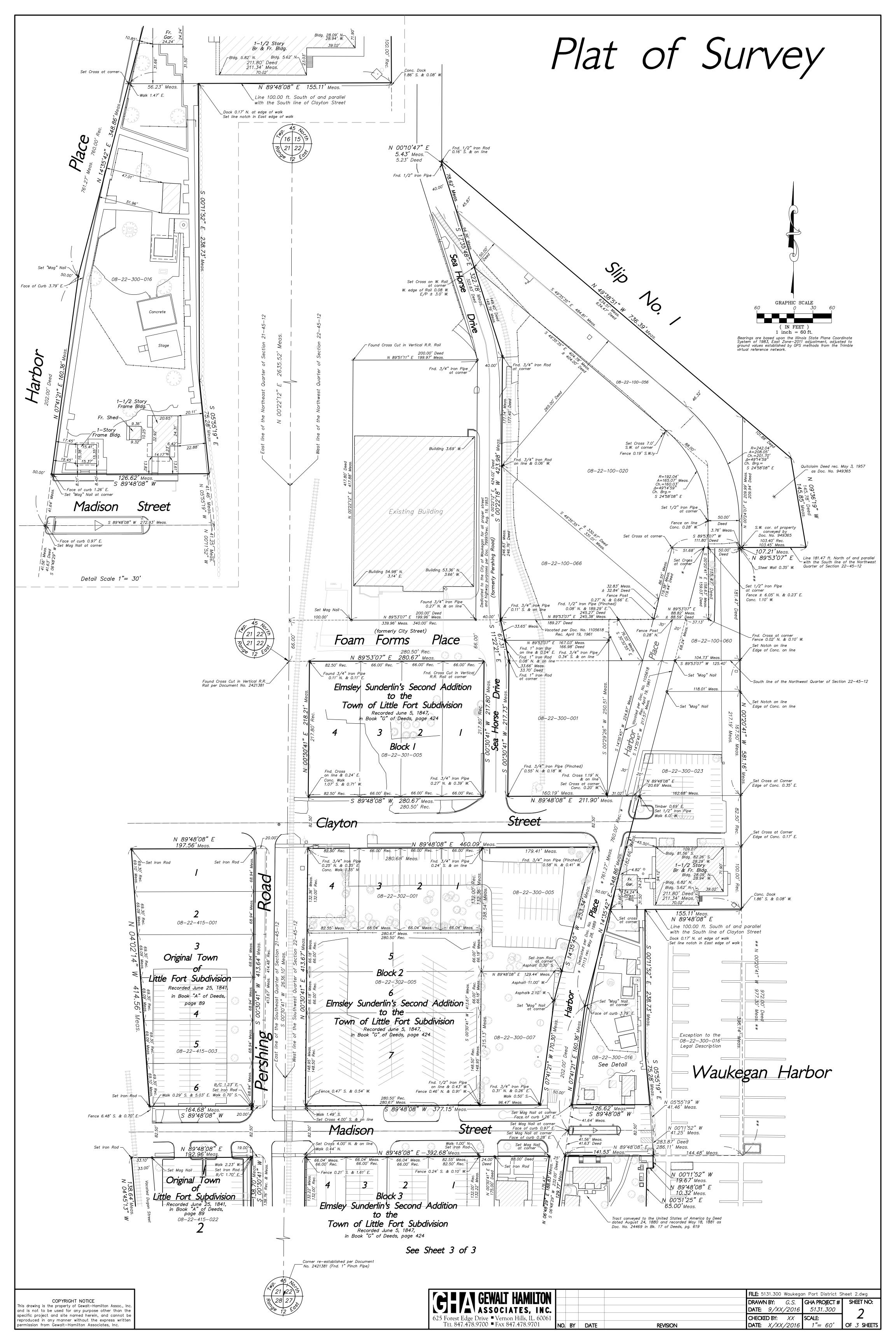


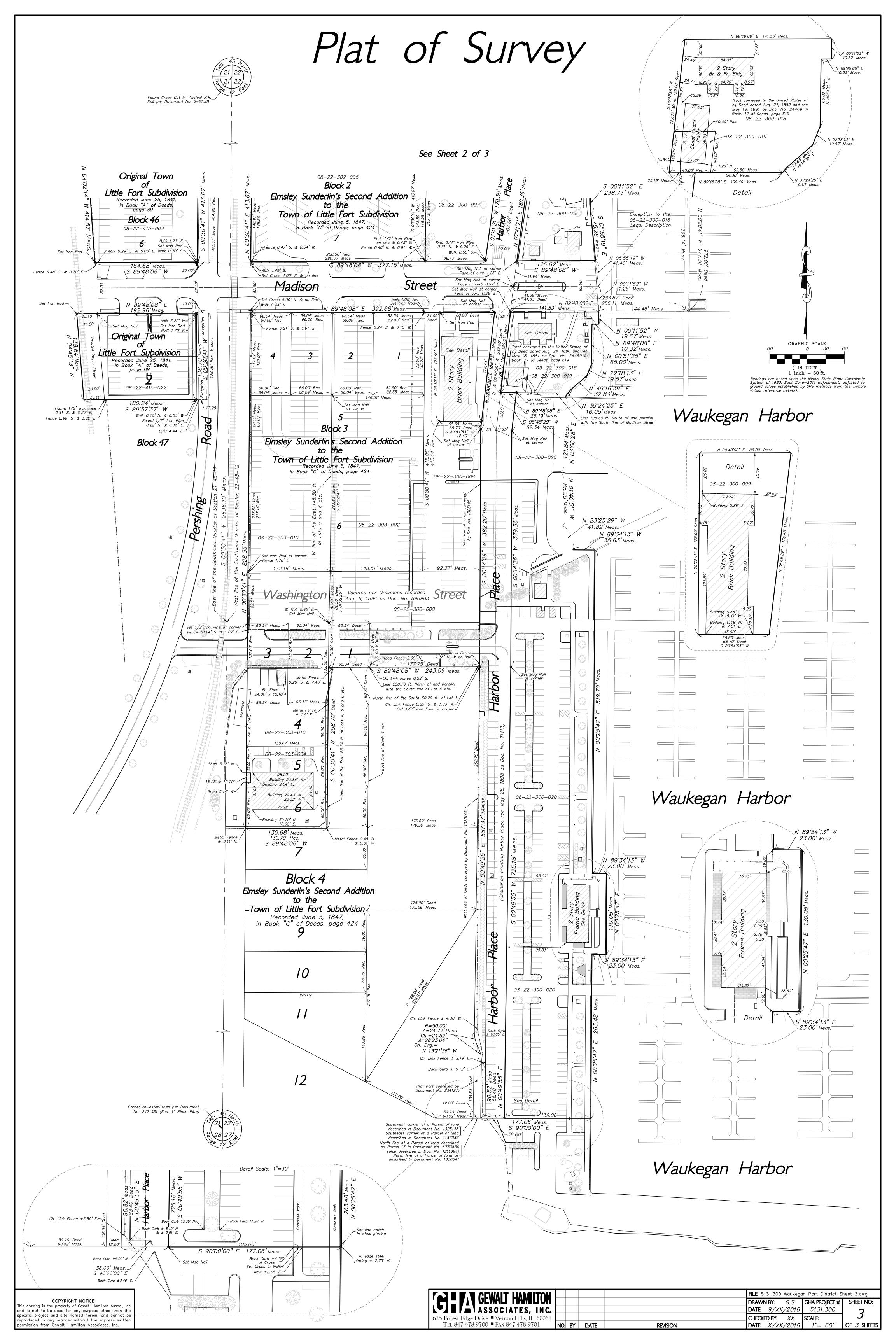
Next Steps

- Gather Community Feedback
- Refine Draft Master Plan
- Develop Implementation Plan
- Finalize Master Plan











This Plan is made possible through a grant by the Illinois Department of Natural Resources and its Great Lakes Restoration Initiative and Illinois Coastal Management Program.















