

## **Chapter 11** **Intergovernmental Coordination and Implementation**

### **Vision**

In the year 2020, Lake County will have developed cooperation between County, municipal, township, and other governmental agencies to promote the interests of all Lake County residents.

### **Significance**

This chapter of the *Regional Framework Plan*: 1) contains recommendations for strengthening intergovernmental cooperation; 2) encourages consistency among land use and zoning maps of the County and municipalities, based on the Future Land Use Map of the *Plan*; 3) recommends that land use regulations of the County and the municipalities be compatible and consistent with the goals and policies in the *Plan*; 4) prioritizes the *Plan's* goals and policies for implementation; and 5) addresses monitoring. The chapter includes recommendations for actions that can be undertaken cooperatively by the County, municipalities, townships, and other governmental agencies to implement the policies and strategies identified in the *Plan*.

A major goal of the *Plan* is to create a “common vision” for Lake County that will be supported by all jurisdictions and implemented through their own comprehensive plans and regulations. Consistency among the local government comprehensive plans will allow a holistic approach throughout the County, linking land use, the protection of environmental and cultural resources, economic development, transportation, housing, and infrastructure and services.

The comprehensive planning process does not end with the adoption of the *Plan*. To be effective, a plan must be implemented. Successful implementation of the *Plan* depends upon coordination and cooperation among the County, municipalities, townships, and other federal, state, and local governmental agencies. Efforts should be made to coordinate future county planning efforts, such as transportation plans, capital improvement programs, watershed plans, and Community Development’s Consolidated Plans, with the Future Land Use map and policies. Cooperatively implementing the *Plan* is one important way the County, cities, and villages can proactively protect their “quality of life” as they move into the future.

The process of implementation is what makes a plan a “living document”—one that is constantly used, monitored, and evaluated. As the *Plan* is used it will be evaluated, then amended as necessary.

### **Analysis**

The following intergovernmental coordination and implementation topics are addressed in this chapter:

1. Intergovernmental Planning: This *Plan* supports development of intergovernmental relationships between municipalities and between municipalities and the County that further the public interest by coordinating annexation boundaries, land use, the protection and enhancement of natural resources, the acquisition of public open space areas and corridors, economic development, and the provision of transportation and other infrastructure and services.

## Lake County, Illinois

2. Land Use Regulations: Following adoption of the *Plan*, the County and municipalities are encouraged to conduct a comprehensive comparison of their land use regulations to ensure consistency with the provisions of the *Plan*. This will include comparing the *Plan's* Future Land Use Map and goals and policies to zoning maps and comparing regulatory requirements with the *Plan's* goals and policies. Municipalities should also compare their future land use maps with the Future Land Use Map in the *Plan* for consistency.
3. Future Land Use Map Amendments: Future Land Use Map amendments will be needed prior to the next five year revision of the *Plan*. The procedure for amending the Future Land Use Map is described.
4. Implementation Priorities and Responsibilities: This will include (a) prioritizing the goals and policies in the *Plan*; (b) identifying the unit of government (such as Lake County, municipalities, or the state); agencies, departments, and organizations that would have responsibility for implementation; (c) a discussion of the capital or personnel costs that will be incurred with implementation; and (d) recommendations for changes in legislation that will be needed so that implementation can occur.
5. Monitoring and Evaluation: Representatives from Lake County's townships, cities, and villages contributed to this *Plan*. This intergovernmental participation will continue with periodic, at least annual, meetings to discuss implementation of the *Plan* after it has been adopted by the Lake County Board.

### Intergovernmental Planning

Development of this *Plan* represents a major intergovernmental planning effort. This intergovernmental planning should continue beyond adoption of the *Plan* in the form of detailed planning for small areas, which may in some situations lead to adoption of intergovernmental planning agreements. Many cities and villages within Lake County already have intergovernmental planning agreements. The vast majority of these agreements establish annexation boundary lines between communities. These boundary lines are shown on Figure 11.1.

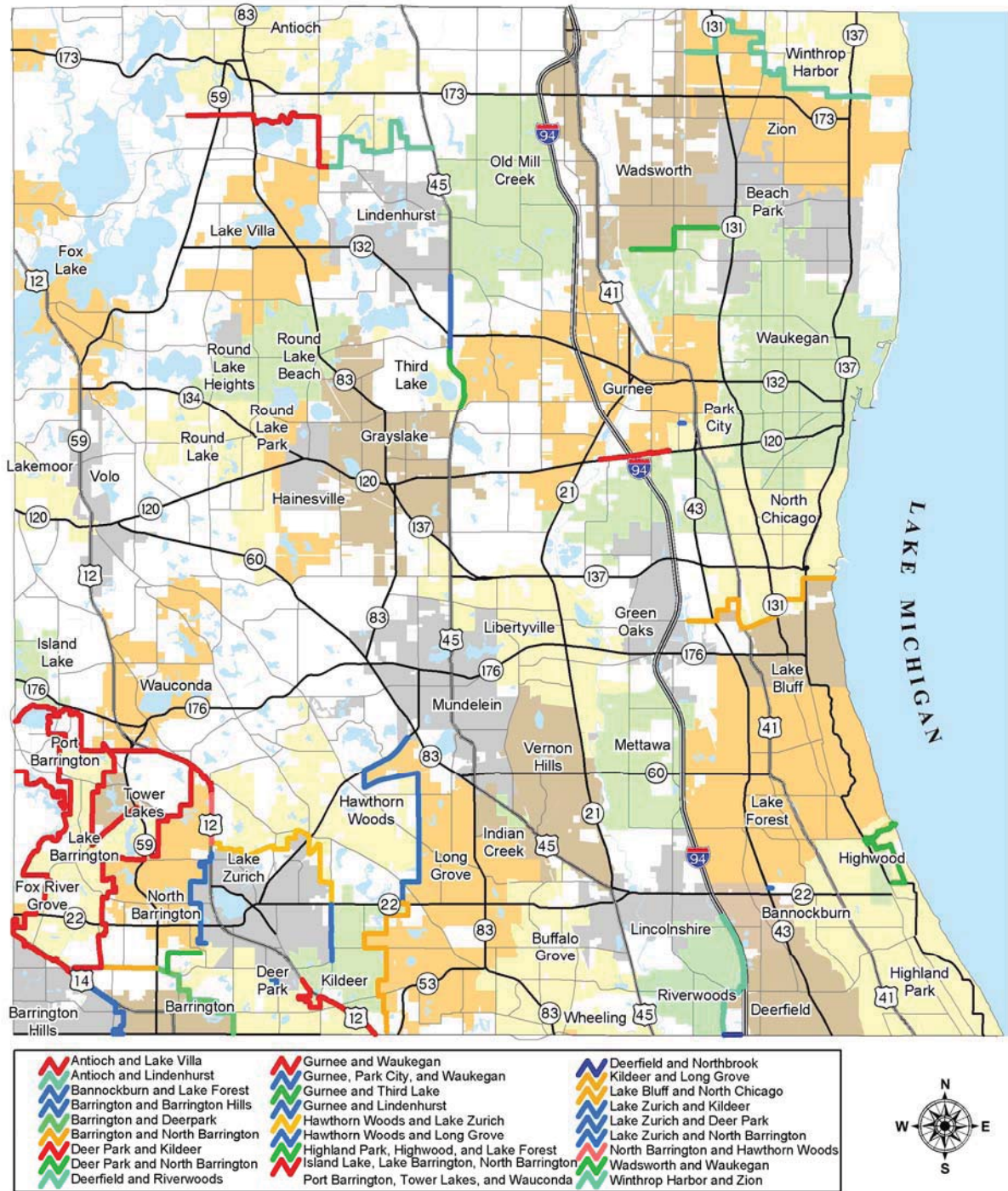
Four municipal intergovernmental agreements are for future land uses. The land use agreements are between the following municipalities:

- Deerfield and Northbrook
- Hawthorn Woods and North Barrington
- Kildeer and Lake Zurich
- Lake Forest, Mettawa, and Lincolnshire

Lake County and the municipalities of Antioch, Old Mill Creek, Wadsworth, and Zion have signed an agreement to establish the Route 173 Corridor Council to coordinate land use and transportation improvements for this area of the County.

The future land uses identified in these agreements are incorporated in the Future Land Use Map for this *Plan*, as appropriate.

**Figure 11.1**  
**Municipal Boundary Agreements**



0 1.5 3 6 Miles

Source: Lake County Municipal Intergovernmental Agreements, Lake County Geographic Information System

## Lake County, Illinois

In 2001, the Lake County Department of Planning, Building and Development sent a survey on intergovernmental agreements to the 52 cities and villages in Lake County. Twenty-five of the 37 municipalities that responded to the survey indicated they were interested in developing intergovernmental agreements with surrounding municipalities and/or the County. The municipalities were most interested in intergovernmental agreements regarding transportation improvements, annexation boundaries, and future land uses.

The following types of intergovernmental agreements were addressed in the 2001 survey:

1. Annexation Boundaries
2. Future Land Use (type, density, and intensity)
3. Zoning Designations
4. Environmental Resources Protection Standards
5. Coordination of Open Space, Trails, and Parks
6. Coordination of Impact Fees
7. Revenue Sharing
8. Joint Review of Major Development Projects
9. Shared Public Services
10. Coordinating Infrastructure Improvements
11. Coordinating Transportation Improvements
12. Promoting Economic Development
13. Protecting and Enhancing Community Character
14. Housing

This *Plan* supports development of intergovernmental relationships between municipalities and between municipalities and the County that further the public interest by coordinating annexation boundaries; land use; the protection and enhancement of natural resources; the acquisition of public open space areas and corridors; economic development; and the provision of transportation, sewers, and other infrastructure and services. In order to further the objectives set forth in this *Plan*, staff will explore opportunities for intergovernmental cooperation with interested cities and villages.

For geographic areas where mutual interests are identified between the County and one or more municipalities, staff will seek further direction from County Board leadership regarding further development of appropriate intergovernmental relationships. In order for the intergovernmental planning process to be effective, planning should begin before the appearance of a controversial development proposal.

In certain situations, County Board leadership may determine it is appropriate for County staff and officials to participate in intergovernmental planning, with or without the County entering into the final Intergovernmental Agreement. It is appropriate for the County to enter into Intergovernmental Agreements that identify areas that are to remain unincorporated for an extended planning horizon, as well as Intergovernmental Agreements that address the provision of County infrastructure, such as sewer and water. The County should be involved from the beginning in the development of intergovernmental agreements to which the County will be a signatory.

Whenever the County is involved in intergovernmental planning initiatives, appropriate provisions will be made for the participation of property owners, stakeholders, and the public. The adoption of any proposed intergovernmental plans by Lake County will include full review by the Lake County Regional Planning Commission; and/or other appropriate boards and commissions; the County Board Planning, Building and Zoning Committee; and additional appropriate County Board committees.

Several good examples of intergovernmental planning and cooperative implementation exist in Lake County. These include the Stormwater Management Commission (SMC), the Solid Waste Agency of Lake County (SWALCO), the Route 12 Corridor Planning Council, and the Barrington Area Council of Governments (BACOG). The Stormwater Management Commission and the Solid Waste Agency of Lake County are statutorily created, intergovernmental organizations whose memberships include representatives from Lake County government and cities and villages. The Route 12 Corridor Planning Council is a voluntary group that includes five villages, a township, Lake County, and the Northeastern Illinois Planning Commission. The Barrington Area Council of Governments is a voluntary association of seven villages.

*Lake County Stormwater Management Commission*

The Lake County Stormwater Management Commission (SMC) is a countywide agency, established by County ordinance through authority granted by State statutes.<sup>1</sup> SMC is a municipal and County partnership whose activities are controlled by a Board of Commissioners consisting of six mayors or village presidents and six Lake County Board members. SMC is responsible for stormwater management throughout the County; however, implementation of the tasks and projects necessary to physically manage stormwater requires the participation of all governmental jurisdictions in the County. SMC also coordinates with out-of-county governments and state and federal agencies to manage stormwater that enters or exits the County's borders.

SMC's goals include the reduction of flood damage; the enhancement of water quality; protection of natural resources; and the enforcement of regulations that ensure that new development does not contribute to pollution or add to or create a flood problem. SMC has two major tools that it uses to achieve its goals: the Lake County Comprehensive Stormwater Management Plan, with its individual watershed management plans, and the Watershed Development Ordinance (WDO).

*Solid Waste Agency of Lake County (SWALCO)*

Illinois statutes require counties to adopt and implement plans to manage solid waste generated within their boundaries.<sup>2</sup> Lake County's first solid waste plan, adopted in 1989, recommended that a joint action agency be established in the County to provide an efficient and environmentally sound solid waste disposal system. In response, SWALCO was formed in 1991 as Lake County's designated solid waste planning agency, charged with the responsibility for implementing the *Lake County Solid Waste Management Plan* and overseeing all aspects of solid waste management in the County. SWALCO is an intergovernmental agency whose membership consists of 37 municipalities, Lake County, and the Great Lakes Naval Training Center.<sup>3</sup> Each SWALCO member has a representative on the Board of Directors.

SWALCO acquires and maintains solid waste disposal capacity for its members. It is also responsible for preparing updates to the Solid Waste Management Plan. Plan updates have to be sent to the Lake County Board for approval. After adoption by the Lake County Board, SWALCO becomes responsible for plan implementation.

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<sup>1</sup> For additional information about SMC, please refer to its web site and the Stormwater Management section in Chapter 5, Infrastructure and Services, of this *Plan*.

<sup>2</sup> The sources for the information on SWALCO used in this section are the SWALCO web site and the 1999 *Lake County Solid Waste Management Plan Update*.

<sup>3</sup> For additional information on SWALCO, please refer to its web site and the Solid Waste section in Chapter 5, Infrastructure and Services, of this *Plan*.

*Route 12 Corridor Planning Council*

The Route 12 Corridor Planning Council consists of the villages of Deer Park, Hawthorn Woods, Kildeer, Lake Zurich, and North Barrington; Ela Township; the Lake County Department of Planning, Building and Development; and the Northeastern Illinois Planning Commission.<sup>4</sup> The Council was formed in 1997 with the intention of developing cooperative strategies to achieve orderly growth along Route 12 within the boundaries of Ela Township. Throughout its existence, the Council has focused its resources on emphasizing good design in new development and redevelopment along the Corridor.

Specifically, the Council has cooperatively produced development guidelines for landscaping, sign control, and architectural features. The landscaping guidelines were completed in 2000, followed by sign guidelines in 2002 and architectural guidelines in 2003. The Lake County Board has adopted resolutions endorsing the three sets of guidelines. The resolutions instruct County review and decision-making bodies to consider the guidelines when handling applications for conditional use permits and planned unit developments for parcels along the Corridor. The County's resolutions also direct that the guidelines be provided to the five member villages and to developers to encourage their use in development projects along the Corridor. Member villages have also adopted similar resolutions endorsing these guidelines. In 2004, the Council plans to develop guidelines related to site layout. By incorporating guidelines into the review process for new projects along Route 12, the Council envisions a more unified and visually appealing development pattern along the Corridor.

*Barrington Area Council of Governments (BACOG)*

The Barrington Area Council of Governments (BACOG) is a voluntary association of elected officials representing the seven villages of Barrington, Barrington Hills, Deer Park, Lake Barrington, North Barrington, South Barrington, and Tower Lakes.<sup>5</sup> Formed in 1970, BACOG is a regional planning organization that serves to foster discussion, study area needs, and promote the coordination of activities to solve problems of a regional nature.

In addition to providing support to its municipalities on land use issues per the regional comprehensive plan, BACOG administers and updates a region-wide GIS, provides programs on emerging topics and workshops for newly-elected officials, and serves as liaison to other levels of government and planning. The organization has developed a regional model impact fee program, is researching groundwater quantity and quality in the area, and actively works on legislative issues.

The examples of SMC, SWALCO, Route 12 Corridor Planning Council, and BACOG have been provided to illustrate the range of cooperative intergovernmental activities that are already taking place in Lake County. Additional intergovernmental cooperative associations will need to be developed to implement the policies in the *Plan*.

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<sup>4</sup> Information on the Route 12 Corridor Planning Council is from Landscaping, Sign, and Architectural Guidelines manuals prepared by the Lake County Department of Planning, Building and Development (2000, 2003).

<sup>5</sup> The primary source for information about BACOG was obtained from its web site: [www.bacog.org](http://www.bacog.org).

## Land Use Regulations

Zoning and subdivisions regulations are two of the most valuable tools the County and municipalities have for implementing their comprehensive plans. These tools are only available to the Lake County government for the unincorporated area where the County has authority for zoning and subdivision approval. Because the municipalities have been involved in the development of the *Plan*, it is envisioned that they will also refer to this *Plan* when making decisions regarding future land use, zoning, and subdivision approvals.

Following adoption of the *Plan*, the County is encouraged to conduct a comprehensive comparison of the Future Land Use Map and the goals and policies contained in this *Plan* to its zoning map and land use regulations. Similarly, the municipalities are encouraged to compare the regulatory requirements of their ordinances to the goals and policies contained within this *Plan*; and also compare their future land use and zoning maps with the Future Land Use Map of the *Plan*. The County should consider revising its zoning map and land use regulations to be consistent with the *Plan*. The municipalities should consider revising their future land use maps, zoning maps, and land use regulations as appropriate.

Beyond a comprehensive review of their regulations, the County and municipalities are encouraged to consult the *Plan* when evaluating individual map amendments (rezonings), subdivision, and site plan reviews. In evaluating zoning map amendments, particular consideration should be given to the *Plan* Future Land Use Map as well as the goals and policies contained in Chapter 9, Land Use. Depending on the nature of the rezoning request and the geographic location in question, specific goals and policies from each of the other *Plan* chapters may also be applicable. In evaluating subdivision and site plan reviews, careful consideration should be given to goals, policies, and maps contained in Chapter 4, Environmental Resources, Open Space, and Farmland; Chapter 5, Infrastructure and Services; Chapter 9, Land Use; and Chapter 10, Community Character.

Consistency between the Zoning Ordinance and Comprehensive Plan does not mean that the zoning designation on each property must match the Future Land Use Map at the time of adoption or at any specific subsequent point in time. Not every land use shown on the map is appropriate based on existing or future conditions, surrounding land uses, or trends of development. In many locations, appropriate infrastructure and services must be provided before a subdivision or site plan should be approved, regardless of the zoning of a property. In certain situations, such as major residential developments, it may be appropriate for the property to be annexed into a municipality which provides a full range of public services, before it is rezoned or subdivided.

For unincorporated Lake County, Figure 11.2 shows the zoning districts from the Unified Development Ordinance that are consistent with each of the future land use categories. Reviewing rezonings, subdivisions, and site plans for consistency with this *Plan* requires careful consideration of the goals and policies contained throughout this Plan, as well as the Future Land Use Map.

## Future Land Use Map Amendments

The Future Land Use Map of the *Plan* will need to be amended periodically. This may occur as the result of an intergovernmental planning process or a request from a property owner. When a property owner in unincorporated Lake County seeks a rezoning, and the requested zoning category is not consistent with the Future Land Use (as shown in Figure 11.2), an amendment to the Future Land Use Map may be appropriate prior to or concurrent with the rezoning. There will be other reasons to amend the Future Land Use Map, but a land use change in conjunction with a rezoning will probably be among the most common.

Requests for amendments to the Future Land Use Map will be submitted to the Regional Planning Commission’s staff, which is the Planning and Support Services Division of the Lake County Department of Planning, Building and Development. Application and review procedures and the amendment fee will be adopted by the County Board. An application for a Zoning Map Amendment (Rezoning) may be submitted, and will be processed, simultaneously with the request for a Future Land Use Map Amendment.

**Figure 11.2  
Future Land Use Categories and UDO Zoning Districts**

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| <p><b><u>Agricultural</u></b><br/>AG (Agricultural)</p> <p><b><u>Large Lot Residential (&gt; than 3-acre lot density)</u></b><br/>RE (Rural Estate)</p> <p><b><u>Medium Lot Residential (1 to 3-acre lot density)</u></b><br/>E (Estate)<br/>R-1 (Residential)</p> <p><b><u>Residential (0.25 to 1-acre lot density)</u></b><br/>R-2 (Residential)<br/>R-3 (Residential)<br/>R-4 (Residential)</p> <p><b><u>Small Lot Residential (&lt; 0.25-acre lot density)</u></b><br/>R-5 (Residential)<br/>R-6 (Residential)</p> | <p><b><u>Multi Family Residential</u></b><br/>R-4 (Residential)<br/>R-5 (Residential)<br/>R-6 (Residential)</p> <p><b><u>Office/Research</u></b><br/>GO (General Office)</p> <p><b><u>Retail/Commercial</u></b><br/>LC (Limited Commercial)<br/>RR (Resort Residential)<br/>RC (Recreational Commercial)<br/>GC (General Commercial)</p> <p><b><u>Industrial</u></b><br/>LI (Limited Industrial)<br/>II (Intensive Industrial)</p> <p><b><u>Public/Private Open Space</u></b><br/>OS (Open Space)</p> |
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Implementation Priorities And Responsibilities

Appendix A contains a complete listing of all the goals and policies in the individual chapters of this *Plan*. This table provides summary information for use in implementing the *Plan*. More specifically, the table contains the following:

- **Goal and Policy:** The complete text of the goal or policy along with the reference number from the chapter in the *Plan* where it originated. The priority of each goal, as determined by the Regional Planning Commission (RPC), is listed for each chapter. The prioritization process for goals and policies is described below.
- **RPC Priority Ranking for a Policy:** Indicates if the Regional Planning Commission determined that the policy is a High, Medium High, Medium, Medium Low, or Low priority.
- **Legislation Needed:** Several of the policies will require state legislation before local implementation can begin. Policies that require state legislation will be referred to the County Legislative and Intergovernmental Affairs Committee for consideration in developing the County’s annual legislative program. This Committee will review the



policies that require legislation and make a recommendation to the County Board on which items to include in that year's legislative program.

- Intergovernmental: Many of the policies will depend upon cooperation among the County, one or more municipal governments, and other governmental departments or agencies for implementation. The governments that will need to work together for policy implementation are identified in the "Intergovernmental" column in Appendix A.
- County Agencies: The agencies and departments of Lake County that will be involved in implementing a policy are identified in Appendix A.
- Non-County Agencies: Departments or agencies that are not part of Lake County Government that will need to be involved in policy implementation are also shown in Appendix A.

### *Prioritization of Goals and Policies*

The Regional Planning Commission has prioritized the goals and policies contained in each chapter of this *Plan*. Each policy was numerically ranked by the individual Regional Planning Commissioners on a scale from 1 to 5, with 5 being the most important. This provided a total numeric score for each policy, which was used to rank the policy as a High, Medium High, Medium, Medium Low, or Low Priority. The scores for all the policies underneath a goal were summed, and this total was divided by the number of policies to obtain a score, which was used to rank the goal. In Appendix A the goals are listed in priority order for each chapter. The priority score for each policy is listed in the "Priority" column of the table.

The goal and policy priority scores will be referenced by the Lake County Department of Planning, Building and Development and the Lake County Regional Planning Commission in developing their annual work plan, annual legislative program, and budget recommendations in order that the most important goals and policies can be implemented first. Other County Agencies, local governments, and organizations, as identified in Appendix A, are encouraged to consider these priorities in establishing their agendas.

### *Funding: Capital Improvement Programming and Personnel*

Implementation often involves, or is even dependent upon, capital expenditures or additional personnel. Implementation of a long range plan of the breadth and scope of *Plan* will necessarily occur over the course of many years through actions, large and small, of many agencies and organizations. Staff will develop detailed capital and personnel cost estimates as part of the work plan proposal for each implementation program to be carried out by the Department of Planning, Building and Development.

### Monitoring and Evaluation

Staff will provide periodic updates on *Plan* implementation to the Lake County Regional Planning Commission (RPC) and the Planning, Building and Zoning Committee (PB&Z) of the Lake County Board. Regular summaries of the progress in implementing the policies in the *Plan* will be presented to the RPC and PB&Z Committee at least two times per year. Additional presentations will be made when warranted. These summaries will be scheduled for presentation to the County Board through the Planning, Building and Zoning Committee.

This *Plan* was developed with the help of the County's townships and municipalities, organized into ten Cooperative Planning Area groups (CPA). The CPAs met quarterly over three years to provide input into the *Plan*. With the completion of the writing of the *Plan*, the role of the CPAs will change to monitoring implementation. Following adoption of the *Plan*, Lake County planning staff will provide updates on implementation through periodic, at least annual, meetings with the Cooperative Planning Area groups.

## Conclusion

No comprehensive plan is complete until it is implemented. Completion of the text of the *Plan* is the end of the beginning. The *Plan* has been written; the next phases are implementation, monitoring, and evaluation.

The chapters in the *Plan* all demonstrate the importance of intergovernmental coordination if the County, cities, and villages are to be prepared for the future. Developing the *Plan* has been an intergovernmental project, with the cities and villages actively participating through the Cooperative Planning Area Groups. Implementation of the Policies, accomplishing the Goals, and achieving the *Plan's* Visions will require continued communication followed by coordinated action.

## Goal and Policies<sup>5</sup>

- 11.1 Goal:** The *Plan* will be implemented through the cooperative efforts of the County, municipalities, other governmental agencies, residents, and businesses.
- 11.1.1 **Policy:** The Cooperative Planning Area groups will meet periodically, at least annually, to monitor implementation of the *Plan* and discuss additional intergovernmental initiatives.
- 11.1.2 **Policy:** The County will initiate meetings with cities, villages, and other units of local government to jointly implement policies of common interest.
- 11.1.3 **Policy:** The County and municipalities should develop intergovernmental agreements that further the public interest.
- 11.1.4 **Policy:** The County and municipalities are encouraged to conduct a comprehensive review of their land use regulations and zoning maps to ensure consistency with this *Plan*.
- 11.1.5 **Policy:** The County and municipalities should lobby for state legislative changes as recommended throughout this *Plan*.

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<sup>5</sup> As stated in Chapter 1, Introduction, a Goal is defined as “the desired result to be achieved by implementing the *Plan*,” and a Policy is defined as “a general method or action designed to achieve a goal.”

**11.2 Goal:** Provide sanitary sewer service to properties within municipalities and sanitary districts based on intergovernmental agreements.

- 11.2.1 Policy: The County will only provide new sanitary sewer service to properties within a municipality or sanitary district if so authorized pursuant to an intergovernmental agreement between the County and the municipality or sanitary district.
- 11.2.2 Policy: In instances where there is an existing intergovernmental agreement concerning the provision of sanitary sewer service within a municipality or sanitary district, the County will provide sanitary sewer services in accordance with and subject to such terms as are set forth in the existing intergovernmental agreement.
- 11.2.3 Policy: The County will consider a new intergovernmental agreement or the amendment of an existing intergovernmental agreement for the provision of sanitary sewer services within a municipality or sanitary district, upon such terms and conditions and pursuant to such policies as the County has and may develop in furtherance of the public health, safety, and welfare and consistent with the reasonable allocation of the County's current and future infrastructure investment as the County Board may determine.

### Sources

Lake County Stormwater Management Commission, 2002, *Lake County Comprehensive Stormwater Management Plan*, prepared for the Lake County Stormwater Management Commission by Camp Dresser & McKee Inc.

Route 12 Corridor Planning Council, 2003, *Landscaping Guidelines for Corridor Development*, Lake County Department of Planning, Building and Development, Lake County, IL.

Route 12 Corridor Planning Council, 2003, *Sign Guidelines for Corridor Development*, Lake County Department of Planning, Building and Development, Lake County, IL.

Solid Waste Agency of Lake County, 1999, *Lake County Solid Waste Management Plan Update*, prepared for the Solid Waste Agency of Lake County by Camp Dresser & McKee Inc.

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