



## MEMORANDUM

**To:** CMAP Board and Committees

**From:** CMAP staff

**Date:** February 7, 2018

**Re:** Proposed recommendations for the ON TO 2050 chapter regarding Land Use

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This memo contains the proposed recommendations of the ON TO 2050 chapter on Land Use. Since 2016, CMAP staff have conducted extensive research and collaborated with partners to develop ON TO 2050. The recommendations described in this memo were refined through numerous [strategy papers](#) and [snapshots](#), including the [Transit Ridership Growth Study](#) and the [Reinvestment and Infill, Expanding Housing Choice, Lands in Transition](#), and [Tax Policies and Land Use](#) strategy papers. These proposals build on GO TO 2040's focus on reinvestment, supporting transit, and fostering livable communities to explore new policies and strategies and provide implementers with more specific direction. This is the first of a series of memos that will be used to introduce the core concepts of ON TO 2050 and seek feedback from CMAP committees and stakeholders.

### ON TO 2050 outline

ON TO 2050 will be conveyed primarily on the web. The structure assumes that readers will not approach the document linearly. The plan will be organized around five topical areas, each containing a set of recommendations that may repeat across chapters, as will some strategies within those recommendations. Each recommendation will describe its support for the three principles of the plan: Inclusive Growth, Resilience, and Prioritized Investment. The following lists the plan sections to provide context for land use chapter:

- Introduction
- Principles to move the region forward
  - State of the region
  - The three principles
- Engagement
- Land Use: *Proposed recommendations provided below*

- Environment
- Economy
- Governance
- Mobility

## Proposed land use recommendations

The region's communities, built environment, and quality of life are among its greatest resources. Development patterns evolve over time and shape residents' experiences and businesses' success. ON TO 2050 seeks to build strong communities and even more vibrant places through targeting resources, improving planning, fostering collaboration on fiscal and economic issues, promoting housing choice, and investing in our communities.

ON TO 2050 will continue to emphasize the importance of reinvesting in our existing communities and infrastructure, and offers new direction to advance livable communities in the region. The map below shows development and land protection in the region since 2000; this chapter provides recommendations to improve progress on reinvestment goals. Enhanced planning for economic and real estate markets, collaboration on economic development, and fiscal condition will help the region compete on the national stage. Emphasizing land preservation and reinvestment will conserve our natural assets today and for future generations. Increasing density and growing existing community centers will support desired transit and ease commutes. Careful expansion to preserve key natural and agricultural assets and limit long term costs will promote resilience of the region.

Local initiatives - plans, regulations and policies, tax policies, development initiatives, services, and infrastructure improvements - collectively shape our progress toward regional goals. Some communities have a wealth of expertise and resources for these initiatives, while others struggle to raise revenues and provide basic services. Decisions on development, infrastructure investment, and services are made by a complex network of local, state, and regional governments. ON TO 2050 envisions a comprehensive set of actions by municipalities, CMAP, counties, Councils of Governments, the state, transportation providers, and civic organizations to support local decision-making and continue to foster dynamic and successful communities through 2050.

The three principles of ON TO 2050 are embedded in these recommendations. This chapter outlines recommendations to promote prioritized investment in and careful expansion of our built environment; advance inclusive growth by building places, local revenues, and technical expertise; and improve resilience by preserving high quality places and leveraging data and expertise to plan for market realities, infrastructure needs, and fiscal stability.



**Protected and developed lands**

\*Source: Chicago Metropolitan Agency for Planning Land Use Inventory for 2001/2010, and the National Conservation Easement Database for 2012-15.

\*\*Source: National Land Cover Dataset for 2001-11 and the Northeastern Illinois Development Database.

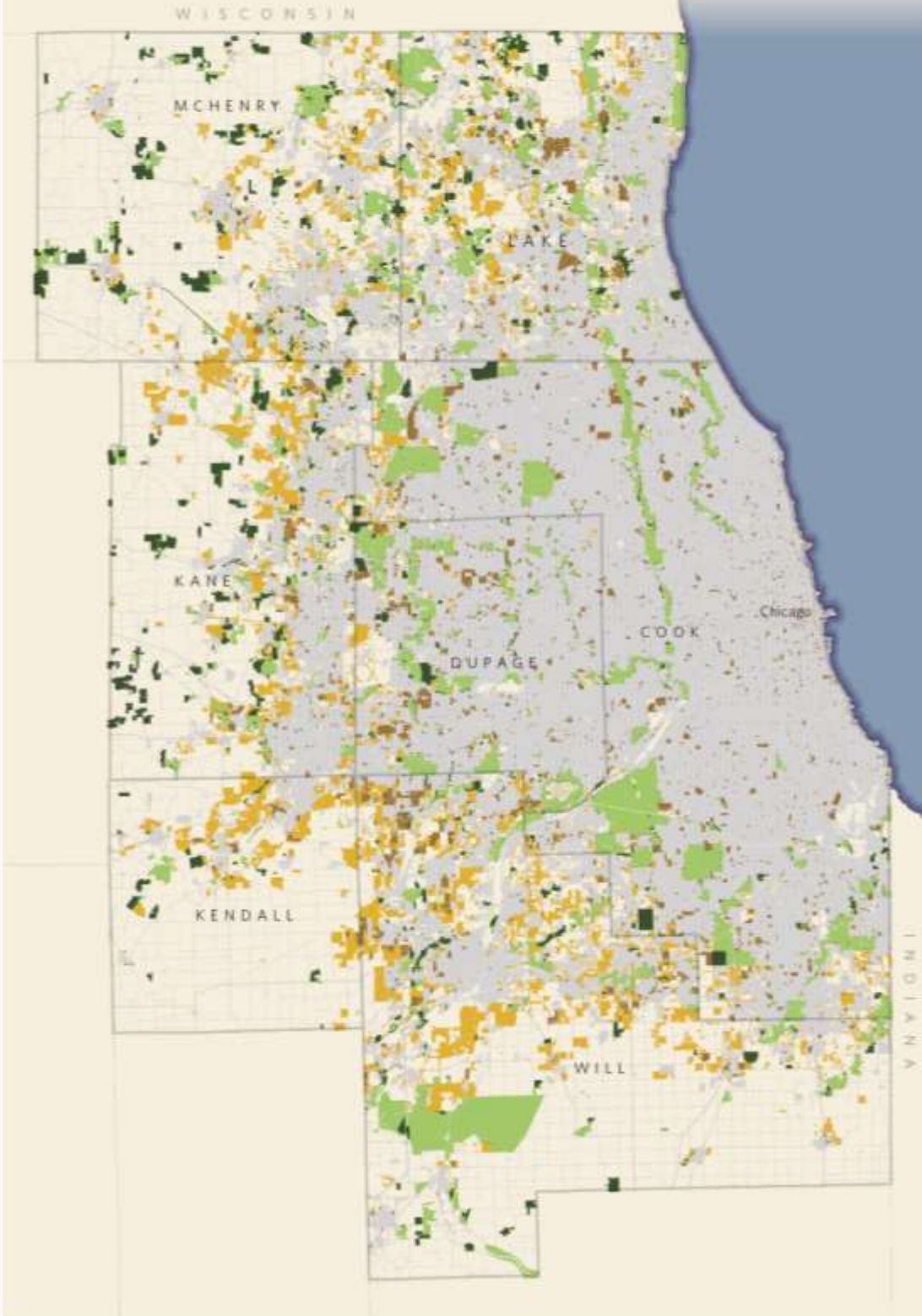
\*\*\*Includes developments where up to 1/3 of the development footprint took place on agricultural or natural areas. The ON TO 2050 planning process will continue to explore and refine methodologies for characterizing development.

**Protected lands\***

- Previously protected land
- Newly protected land since 2001

**Developed lands\*\***

- Newly developed on agricultural or natural land since 2001
- Newly developed on previously developed land since 2001\*\*\*
- Previously developed land
- County boundaries



### ***Focus investment and assistance in Targeted Reinvestment Areas***

Reinvestment in already developed parts of the region takes advantage of existing infrastructure investments, promotes easy access to jobs, services, and other resources, and improves quality of life. Yet, in recent years, reinvestment has occurred to a lesser degree than expansion. Planning for redevelopment can be difficult and costs can be prohibitively high. Issues such as high land and demolition costs, persistent flooding, environmental contamination, or concerns about changing community character can arise. CMAP should collaboratively develop a program that encourages municipalities to designate targeted areas for infill, infrastructure, housing options, and other types of assistance and funding. These areas can promote collaborative investment by CMAP and others, leveraging resources to overcome the costly and complex problems that can occur in reinvestment. Over time, linking partner efforts to these prioritized geographies can bring together the full array of resources needed to build vibrant main streets and transit station areas, support thriving economic centers, and change the trajectory of disinvested areas.

*The following strategies will aid implementation of this recommendation. Each will be accompanied by action steps for CMAP, local governments, civic organizations, transportation providers, or the state and federal governments.*

Develop a locally-driven program to identify Targeted Reinvestment Areas and focus agency and partner resources in those areas

Direct technical assistance to communities in transition

### ***Target preservation and stewardship efforts to key conservation and agricultural areas***

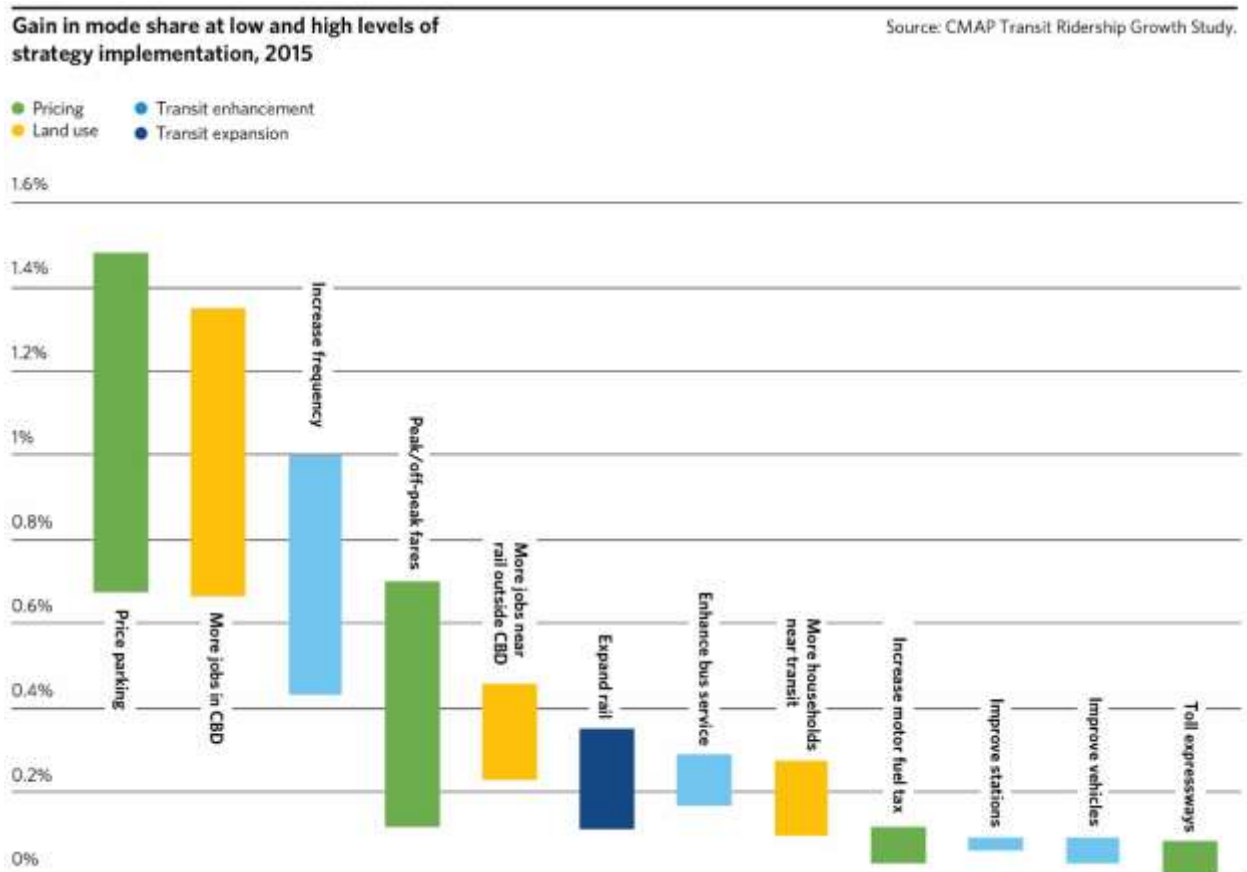
Conserving the region's highest quality natural resources and agricultural areas complements directing resources to specific types of reinvestment areas. While preservation decisions are often driven in part by opportunity, strategic frameworks like the ON TO 2050 conservation areas layer can help maximize the benefits of land protection by coordinating different actors across jurisdictional boundaries. These efforts can occur anywhere in the region, but are particularly urgent at its developing edge. *Note that an expanded version of this recommendation will also appear in the Environment Chapter.*

### ***Support development of compact, walkable communities***

Reinvestment must occur in a manner that supports a strong quality of life. Promoting compact, walkable communities can further easy access to day to day services, amenities like parks, as well as jobs. These areas can also become high quality community centers, supplemented by placemaking efforts that activate public and private spaces. The region's and nation's residents are seeking walkable places at higher rates, and this trend may continue as the population ages and young families seek homes that provide some urban amenities. While many residents will continue to choose single family homes, an increasing number are choosing townhomes,



condos, or apartments with access to services, transit, and vibrant community nodes.<sup>1</sup> As shown in the graphic below, housing and employment densities in station areas are intrinsically related to transit ridership. To fully support transit and meet the growing desire for fast, frequent, reliable transit within both highly urbanized areas and more suburban parts of the region, stakeholders must implement policies to create transit-supportive densities in areas where strong transit is desired. *The Mobility Chapter will also include this recommendation.*



*The following strategies will aid implementation of this recommendation. Each will be accompanied by action steps for CMAP, local governments, civic organizations, transportation providers, or the state and federal governments.*

Design streets, curb space, and sidewalks to support emerging transportation needs and walkable communities

<sup>1</sup> Urban Land Institute, “[America in 2015: A ULI Survey of Views on Housing, Transportation, and Community](#),” 2015. And, National Association of Realtors, “[Demand for Walkable Communities](#),” March 2017.



Improve safety for all users in downtowns and main streets

Actively manage parking

Plan for transit-supportive land uses

Implement best practices in placemaking

Plan for future density when approving near term infrastructure and development proposals

### ***Incorporate market and fiscal feasibility into planning and development processes***

Many of the region's communities actively plan for reinvestment or new development of varied types, such as commercial corridors, residential areas, or industrial centers. These plans do not always align with market feasibility or assess the public revenues necessary to provide supportive services and infrastructure in the long term.<sup>2</sup> Cumulatively, this lack of planning can limit communities' ability to implement local and regional goals. Planning for market feasibility makes economic sense, but requires more robust planning processes and cooperation with adjacent communities. Pairing market feasibility with fiscal outcomes can help communities prioritize their development choices and build more resilient communities over time.

*The following strategies will aid implementation of this recommendation. Each will be accompanied by action steps for CMAP, local governments, civic organizations, transportation providers, or the state and federal governments.*

Strengthen local and regional market feasibility in local planning efforts

Municipalities should incorporate long-term infrastructure maintenance into development and expansion decisions

Municipalities should implement best fiscal practices in development approvals

### ***Align local economic development planning with regional goals***

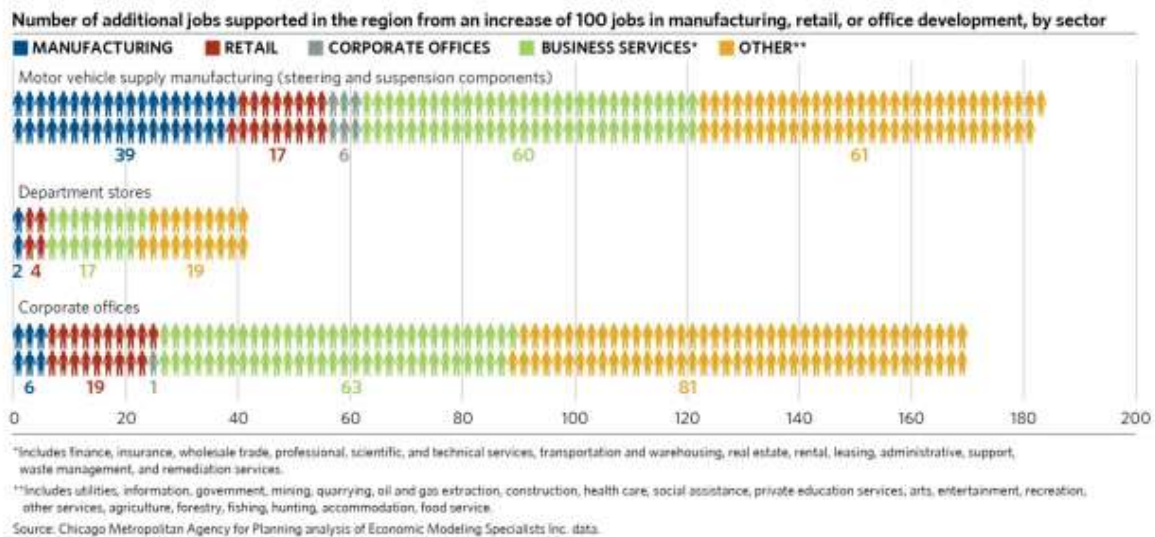
ON TO 2050 encourages all of the region's communities to make efficient use of limited fiscal resources by supporting industries that connect us to the global economy as well as to improve intraregional cooperation. Through their role in planning for and regulating local development, municipalities support small pieces of regional markets for retail, office, industrial, and other development types, many of which house the industries that connect regional industries to the global economy. The graphic below illustrates the economic impact of typical employment types found within retail, office, and industrial development. These cumulative local decisions can have broad impacts on infrastructure needs, commute patterns, goods movement, and

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<sup>2</sup> Chicago Metropolitan Agency for Planning, "[Fiscal and Economic Impact Analysis of Local Development Decisions](#)," 2014.



overall regional economic success. Cooperation across communities on economic development and market-driven planning can improve outcomes at the local and regional scales. *The Economy Chapter will also include this chapter.*



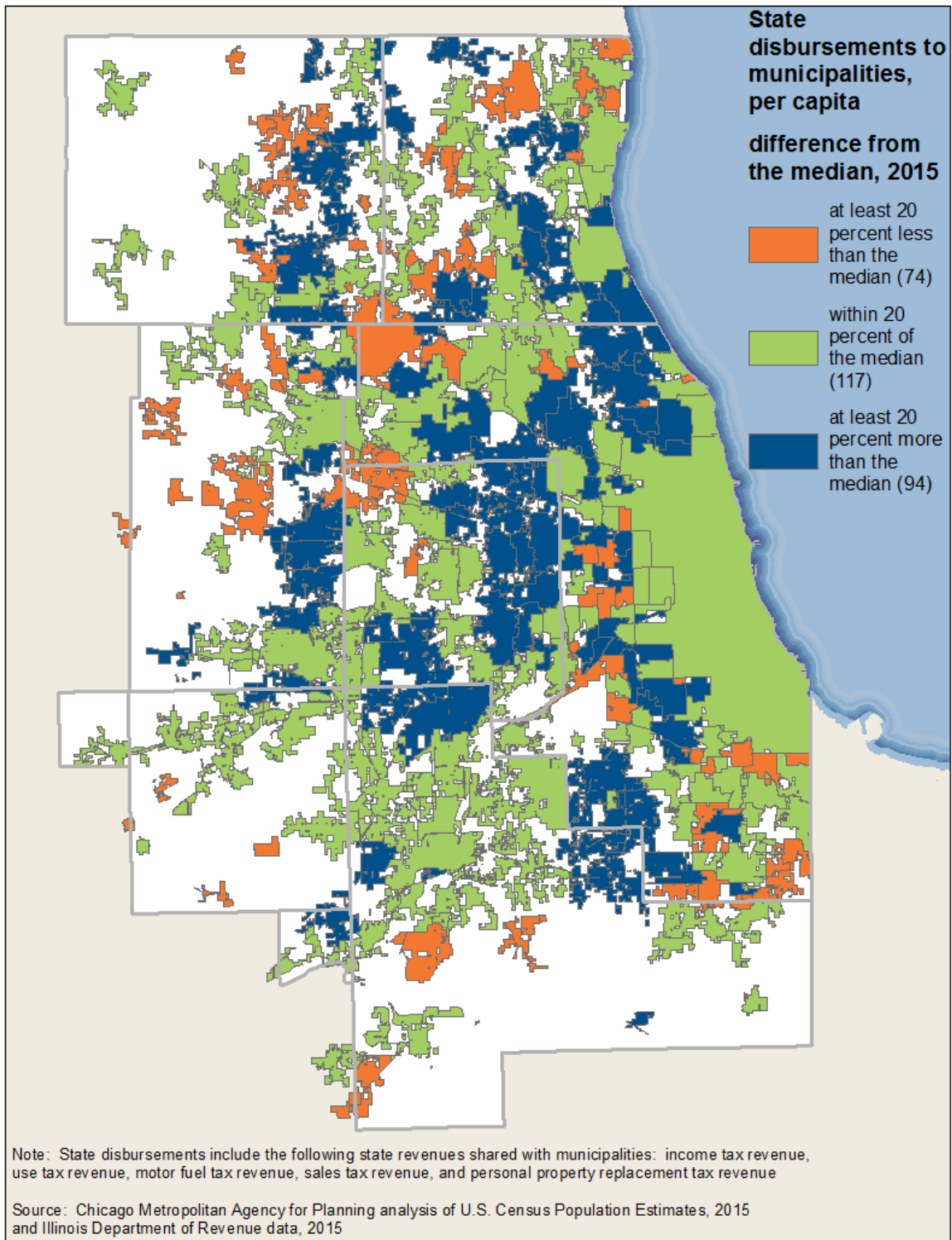
*The following strategies will aid implementation of this recommendation. Each will be accompanied by action steps for CMAP, local governments, civic organizations, transportation providers, or the state and federal governments.*

- Proactively coordinate economic development efforts
- Provide incentives based on alignment with local and regional goals, anticipated program outcomes, and trade-offs
- Prioritize building economic development expertise of municipal staff and officials

***Develop tax policies that support successful communities and regionally beneficial land uses***

The region requires a tax system that provides ample opportunity for municipalities to raise revenues that support their plans, goals, and desired development patterns. The current tax system can provide the most local fiscal benefit for retail development and leave municipalities with few options to support regionally beneficial land uses like industrial or office centers. Tax policies also have a broad impact on the ability of local jurisdictions to provide services and keep infrastructure in a state of good repair. At a minimum, local governments may struggle to maintain infrastructure in a state of good repair, provide desired services, or ensure that staff and elected officials have the training and resources to be effective and innovative.

Municipalities with a long history of disinvestment often have a severe mismatch between local revenues and potential tax base, creating prohibitively high tax rates and furthering the cycle of disinvestment. Taken together, these policies can circumscribe the ability of communities to plan for or implement reinvestment, economic activity, and a strong quality of life. *The Governance chapter will also include this recommendation.*



*The following strategies will aid implementation of this recommendation. Each will be accompanied by action steps for CMAP, local governments, civic organizations, transportation providers, or the state and federal governments.*





Develop new infrastructure funding solutions to support the multijurisdictional nature of development and supportive transportation networks

Reform tax policies to sustain economically beneficial land uses and local costs for supportive infrastructure

Municipalities should implement user fees

***Match regional and local housing supply with the type of housing that residents want***

By 2050, all residents in our region should have housing choice, defined as the ability to find a quality affordable home that fits each household’s preferences, including proximity to jobs, transportation, and other amenities, throughout all stages of life. To reach that vision, stakeholders throughout the region will need to take steps to address barriers that prevent the market from meeting the demand of current and future residents. A disconnect between the housing residents want and what is built undermines the region’s growth prospects. Housing choice will help make our housing stock resilient in the face of changing residential demand.

*The following strategies will aid implementation of this recommendation. Each will be accompanied by action steps for CMAP, local governments, civic organizations, transportation providers, or the state and federal governments.*

Create and disseminate best practices on community acceptance efforts

Plan for future housing needs and align with zoning, entitlement processes, building codes and inspections to promote development of a greater range of housing types

Plan for housing types that support aging in community for the region’s growing senior population

Continue improving the efficiency and effectiveness of housing subsidy programs

CMAP should evaluate which federal statutes and regulations negatively affect development of diverse housing choices

***Pursue new investment and assistance solutions for disinvested areas***

Some parts of the region have been left behind by growth over the last several decades, and have often lost substantial population, jobs, businesses, and resources. Promoting growth in these areas will require collaborative and comprehensive investment at all levels of government and civic organizations. Targeted infrastructure investment is just the first step to foster growth. Weak markets and negative perceptions limit development in these areas, thus growth will build on careful analysis of potential. High tax rates may limit market-driven development, and reconsidering tax policies to support disinvested areas may be required. Coordinating on economic development can help foster new jobs within formerly struggling areas. Providing new housing options can promote affordability. The region must also identify new solutions



and leverage additional resources to build up disinvested areas and create progress on inclusive growth.

Disinvested areas fully encompass the economically disconnected areas – with high concentrations of low income, minority, and limited English proficiency residents - defined within ON TO 2050, supplementing this geography by identifying adjacent commercial and industrial areas that have experienced a loss of economic activity over a sustained period of time. These solutions to promote new market-driven investment and vital places differ from those targeted to promote economic opportunity for residents of EDAs. ON TO 2050 also identifies strategies to build the assets and capacity of the region’s under-resourced municipalities and communities. These combined individual, built environment, and community-driven solutions are required to comprehensively promote inclusive growth.

*The following strategies will aid implementation of this recommendation. Each will be accompanied by action steps for CMAP, local governments, civic organizations, transportation providers, or the state and federal governments.*

Identify and target appropriate resources and solutions to promote reinvestment in declining or disinvested areas

Target assistance to disinvested areas experiencing rapid new development to preserve affordability, quality of life, and community character

Build capacity for disinvested areas to compete for infrastructure investments

Build municipal, non-profit, and private sector capacity in disinvested areas

ACTION REQUESTED: Discussion

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