



# Chicago Metropolitan Agency for Planning

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## MEMORANDUM

**To:** CMAP Freight Committee

**From:** CMAP Staff

**Date:** December 4, 2017

**Re:** Local approaches to freight planning in metropolitan Chicago

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Building on GO TO 2040's recommendations to support an efficient freight network, CMAP staff have completed several research efforts over the past two years to better understand the region's freight land use issues. A series of Policy Updates investigated recent [industrial development trends](#) in the Chicago region, how those compare to [trends in the rest of the country](#), and the locations and profiles of major [freight-supportive land use clusters](#). Staff delved further into freight land use issues in a [memo](#) to the CMAP Freight Committee, which subsequently received a summary of [municipal interviews](#) discussing the tools and strategies that local governments use to address land use issues.

This memorandum summarizes recent staff research into local approaches to plan for freight - via planning for industrial development, workforce, or truck or rail infrastructure - as provided in locally adopted land use plans. Most communities plan to preserve their industrial areas, with a smaller percent planning to build out or redevelop towards other uses; most of the expansion in industrial development is planned for the outer edge of the region, particularly in Will County. As a whole, municipalities should consider planning for infrastructure specifically related to freight movement by truck and rail, as well as conduct workforce planning and address quality of life impacts.

This research will help to inform the policy recommendations in [ON TO 2050](#), as well as the separate Regional Strategic Freight Direction, which is expected to be approved this winter.

## Identifying communities for analysis

In order to identify the communities with major freight activity to be included in the analysis, CMAP staff began with the freight-supportive land use clusters developed in the 2016 Policy Update. A total of 129 municipalities and Chicago community areas (CCAs) overlap with the

freight land use clusters, but only 123 had significant industrial land area, which was defined as at least 20 percent of total land area dedicated to industrial uses. For these 123 communities, CMAP staff then reviewed local plans adopted over the last ten years. Some

Eighty communities adopted a total of 90 plans that identified specific areas for industrial development. In addition, 80 communities – some overlapping – adopted 88 plans discussing policy recommendations, tools, or strategies related to freight issues. CMAP staff reviewed these plans to understand major policy issues, including issues related to trucking or rail infrastructure, and an overall policy direction to retain, expand, or redevelop away from industrial land uses. Staff attempted to categorize planning approaches by the type of industrial development – i.e., light, medium and heavy – but found that industrial zoning categories vary significantly across municipalities in both quality and level of detail provided, making analysis by industrial building type and related industries difficult to complete.

**Table 1. Number of plans reviewed by freight cluster**

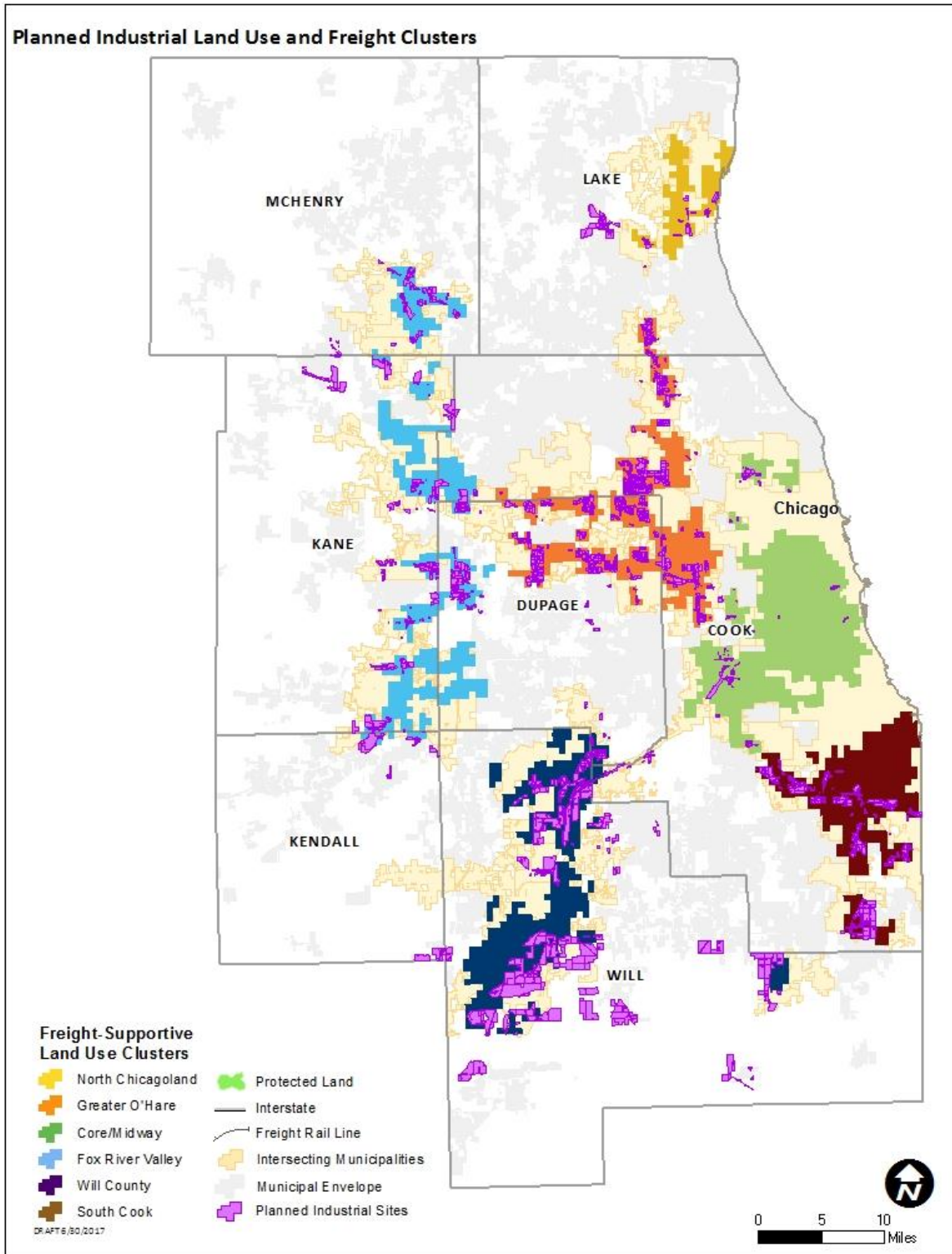
	Number of municipalities and CCAs with significant industrial land area	Number of municipalities and CCAs included in spatial analysis		Number of municipalities and CCAs included in qualitative analysis	
		No. of munis/CCAs	No. of plans	No. of munis/CCAs	No. of plans
Greater O’Hare	31	26	26	28	29
Will County	20	13	23	15	17
Core / Midway	22	12	12	12	15
Fox River Valley	15	15	15	13	15
South Cook	18	9	9	9	9
North Chicagoland	6	5	5	3	3
Unspecified	11	0	0	0	0
<b>TOTAL</b>	<b>123</b>	<b>80</b>	<b>90</b>	<b>80</b>	<b>88</b>

## Spatial analysis

Figure 1 shows planned industrial sites as identified in local plans for municipalities and communities that overlap with the freight-supportive land use clusters. Some communities also plan for new industrial development to occur outside of, but in close proximity to, the current clusters. Most notable is the Will County cluster, where significant industrial development is planned in the relatively undeveloped southern half of the county, particularly along truck routes.

Communities in the Fox River Valley cluster plan industrial build up in small sections to the immediate west of the current cluster that lie along freight rail and/or truck routes. In the North Chicagoland cluster, communities have also planned for mild growth of industrial zones in areas that have easy access to both freight rail and truck routes. Small areas to the south of the current Greater O’Hare cluster are also planned for build-up along I-355.

Figure 1. Planned industrial sites compared to the region's freight-supportive land use clusters



The distribution of planned industrial acreage as identified in the local plans reviewed for this analysis is somewhat consistent with the current distribution of industrial lands among the freight-supportive land use clusters. However, there are two notable exceptions to this trend. The first is the Will County cluster, which currently contains 25 percent of industrial lands among the clusters, but is planning for 46 percent of the new industrial development. This cluster has seen large growth in industrial developments, particularly warehousing and distribution in recent years, and benefits from ready access to major transportation facilities and large parcels of available land for development.

**Table 2. Planned industrial land acreage**

	Planned industrial land as identified in locally adopted plans (acreage)	Planned industrial land as identified in locally adopted plans (percent)	Total industrial land located in freight-supportive land use clusters (square miles)	Total industrial land located in freight-supportive land use clusters (percent)
Will County	34,720	46%	30.9	25%
Greater O'Hare	14,565	19%	26.0	21%
Fox River Valley	12,432	17%	22.5	18%
South Cook	6,732	9%	14.8	12%
North Chicagoland	4,897	7%	6.1	5%
Core/Midway	1,487	2%	21.8	18%
TOTAL	74,834	100%	122.1	100%

The second is the Core/Midway cluster, which currently contains 18 percent of the industrial lands among the clusters, but only contains 2 percent of planned industrial development. While the reason for this difference is unclear, it is important to note that most of this cluster is located in the City of Chicago, which has 26 designated [Industrial Corridors](#). Efforts are currently underway to modernize the City's planning for the Industrial Corridors, beginning with the [North Branch](#) Industrial Corridor. More specific plans and priorities should emerge over the next several years.

## Industrial plan analysis

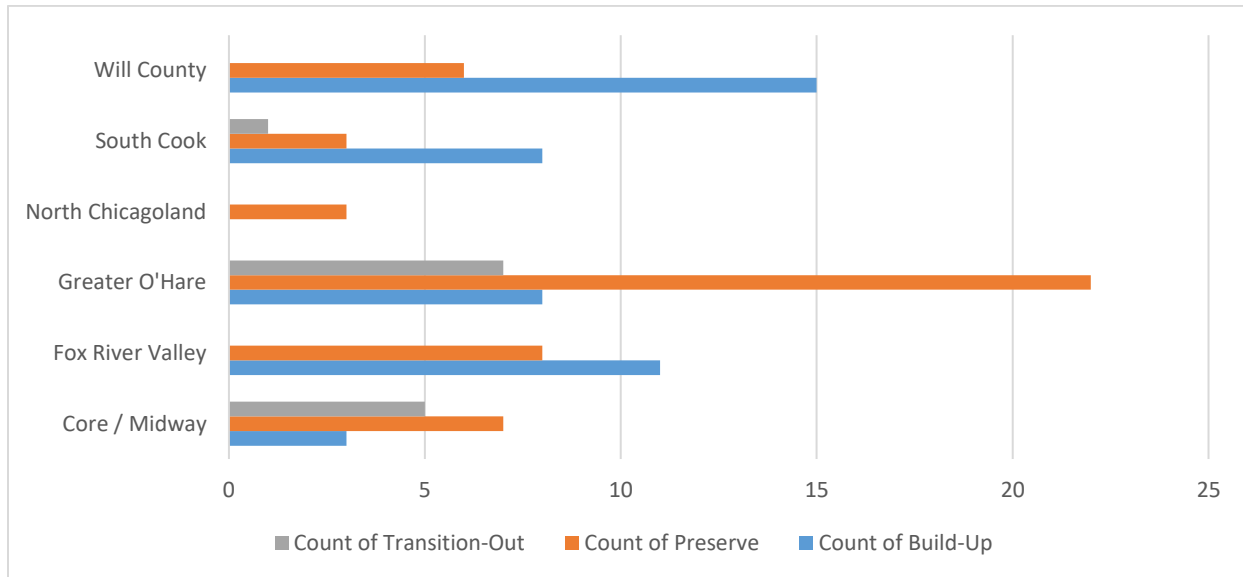
Staff reviewed the local plans for the overall direction of industrial land use, discussion of freight mobility, and discussion of community concerns or quality of life issues related to freight. Although industrial development represents a key economic development strategy for some the region's communities, very few plans reviewed address human capital issues such as workforce development or transit options for commuters accessing freight and industrial places of employment. Also, very few plans discuss the financing of projects.

## Land use goals

The local plans were reviewed for the overall direction of industrial development that they recommend: expansion, preservation, or transition to other uses. Note that some communities plan for multiple approaches, for example preserving industrial lands in already-developed areas but expanding industrial development into greenfield sites.

Across all plans reviewed, 45 communities, or just over half, plan to build up their industrial land, and 50 communities, or just over 60 percent, plan to preserve their current industrial land uses. Many plans in the Will County and Fox River Valley clusters include expansion of industrial areas, with some municipalities in these clusters specifying an interest in developing warehouse, distribution, and logistics industries. The Greater O'Hare cluster has the highest count of plans to preserve industrial land use.

**Figure 2. Industrial Plans by Freight Cluster**



Only 13 communities, or about 18 percent, plan to transition away from industrial land to commercial and mixed-use developments. Half of these communities lie in the Greater O'Hare cluster, and less than half lie in the Core/Midway cluster. Most of these communities also plan to maintain overall industrial land acreage by concentrating industry along currently developed corridors and transitioning out some industrial lands.

## Improving freight movement and local quality of life

Industrial development depends heavily on reliable transportation infrastructure to ensure the fluid movement of goods. Just over a third of communities, only 29, address truck routes or traffic in their plans. Many of these communities indicate a desire to improve access management to major highways, designate truck routes, or improve intersections. Notably, in the Will County cluster and to a lesser extent the Greater O'Hare cluster, communities seek to widen highways and roads to accommodate increased traffic due to trucks. Communities across

the region also point to traffic congestion from trucks as negatively affecting community residents and businesses.

About a fifth of communities included in the study (18 communities) address rail freight. Many simply note projects that are slated as part of the longstanding [CREATE program](#) of rail improvements. Five communities plan to improve at grade highway-rail crossings by installing signals or gates. Other common concerns include new rail spurs or upgrades, grade separation projects at key locations, and connections to intermodal facilities.

**Table 3. Number of communities by freight cluster**

	Included in analysis	Discusses truck issues	Discusses rail issues	Discusses community impacts/quality of life
Greater O’Hare	28	10	3	3
Will County	15	7	6	7
Core / Midway	12	1	1	2
Fox River Valley	13	6	5	6
South Cook	9	4	2	0
North Chicagoland	3	1	1	0
<b>TOTAL</b>	<b>80</b>	<b>29</b>	<b>18</b>	<b>18</b>

While freight-supportive development provides many benefits to the region’s residents, it can also negatively impact the quality of life for the communities that host it. About a fifth of communities discuss quality of life issues in their plans, including disruptive noise, views, and odors, increased traffic, and pollution. Most of these plans comment on negative externalities to communities and/or propose alternative zoning that requires screening and buffering of unappealing sites. Notably, communities in the Fox River Valley and Will County clusters, which have many local plans that identify new industrial expansion, have the strongest focus on quality of life factors.

## Potential recommendations

This analysis reveals that almost most municipalities in the region’s freight-supportive land use clusters include freight topics in planning for the future, but few address the broader, multi-faceted issues of industrial development in a comprehensive way. Municipalities in the region could consider planning for truck movement, freight rail, workforce, and quality of life impacts, in addition to traditional concerns such as identifying areas for industrial development. Based on this analysis, potential recommendations specific to each cluster could include the following:

### Greater O’Hare

- Consider workforce or quality of life considerations in future planning. Consider inter-municipal planning and collaboration for prioritizing industrial areas to preserve and how to redevelop existing industrial lands to meet current and future industry needs.

**Core/Midway**

- Consider truck route planning, rail issues, and quality of life concerns in this area. Carefully consider which locations are most appropriate for transitioning away from industrial uses and the policies necessary to facilitate this transition.

**South Cook County**

- Focus on retaining industrial uses, in part through truck routing and rail improvements, and redevelopment to modern industrial needs. Include human capital and quality of life considerations.

**Will County**

- Plan comprehensively for land use change related to new industrial development, including infrastructure improvements, workforce issues, and local quality of life.

**Fox River Valley**

- Communities could consider workforce, truck routing, or quality of life considerations in future planning. Incorporate inter-municipal planning and collaboration to preserve and build up industrial lands.

**North Chicagoland**

- Communities could consider workforce, truck routing, or quality of life considerations in future planning.

## Appendix: List of Local Freight Plans Reviewed

Municipality	County	Year	Plan Name
Addison	DuPage	2013	Addison - Comprehensive Plan
Algonquin	McHenry	2008	Algonquin - Downtown Planning Study
Alsip	Cook	2013	Alsip - Comprehensive Plan
Bartlett	Cook/DuPage/Kane	2007	West Bartlett Road Corridor Plan
Batavia	Kane	2007	Batavia - Comprehensive Plan
Batavia	Kane	2015	Focus Area Plan - West Town
Bellwood	Cook	2013	Bellwood - Comprehensive Plan
Bensenville	Cook/DuPage	2015	Village of Bensenville - Comprehensive Plan
Berkeley	Cook	2009	Berkeley - Comprehensive Plan
Berwyn	Cook	2012	Berwyn - Comprehensive Plan
Blue Island	Cook	2012	Blue Island - Comprehensive Plan
Broadview	Cook	2006	Broadview - Comprehensive Plan
Buffalo Grove	Lake	2016	Economic Development Strategic Plan
Calumet City	Cook	2014	Calumet City - Comprehensive Plan
Carol Stream	DuPage	2016	Carol Stream - Comprehensive Plan
Carpentersville	Kane	2007	Comprehensive Plan
Cary	McHenry	2013	Cary - Economic Development Plan
Cary	McHenry	2015	Cary - Comprehensive Plan
Channahon	Will	2008	Channahon - Comprehensive Plan
Chicago	Cook	2015	Chinatown Community Vision Plan
Chicago	Cook	2015	West Pullman Corridor Plan
Chicago	Cook	2014	Fulton Market Innovation District Plan
Chicago	Cook	2010	Halsted Triangle Plan
Chicago Heights	Cook	2015	Comprehensive Plan
Chicago Ridge	Cook	2012	Comprehensive Plan
Crest Hill	Will	2014	Crest Hill - Comprehensive Plan
Crystal Lake	McHenry	2012	Crystal Lake - Comprehensive Plan
Des Plaines	Cook	2007	Comprehensive Plan
Dixmoor	Cook	2015	Dixmoor - Planning Priorities Report
Dolton	Cook	2013	Comprehensive Plan
East Dundee	Kane	2010	Comprehensive Plan
Elk Grove Village	Cook	2011	I-CR Master Plan
Elmhurst	DuPage	2009	Comprehensive Land Use Plan
Elwood	Will	2008	Comprehensive Plan
Forest Park	Cook	2014	Picture Yourself Here - Village of Forest Park
Fox River Grove	McHenry	2007	Fox River Grove - Comprehensive Plan
Frankfort	Will	2010	Frankfort - Comprehensive Plan
Franklin Park	Cook	2015	O'Hare Industrial Corridor Plan



<b>Municipality</b>	<b>County</b>	<b>Year</b>	<b>Plan Name</b>
Green Oaks	Lake	2014	Rondout Area Redevelopment Plan
Gurnee	Lake	2017	Comprehensive Plan
Hanover Park	Cook	2012	Comprehensive Plan Update; Village Center TOD Plan
Hanover Park	Cook/DuPage	2010	Hanover Park - Comprehensive Plan Update
Harwood Heights	Cook	2011	Village of Harwood Heights - Strategic Comprehensive plan
Homer Glen	Will	2007	Homer Glen - Comprehensive Plan
Itasca	DuPage	2015	Itasca - Comprehensive Plan
Joliet	Will	2010	Joliet Arsenal Area Transportation Plan Update
Joliet	Will	2007	South Side Comprehensive Plan
Justice	Cook	2030	Vision Plan
Lansing	Cook	2014	Comprehensive Plan
Lemont	Cook/Will	2014	Lemont - Comprehensive Plan
Lincolnshire	Lake	2012	Lincolnshire - Comprehensive Plan Update
Lincolnwood	Cook	2014	Devon-Lincoln TIF Plan
Lockport	Will	2009	Downtown Master Plan
Lockport	Will	2014	I-355 Corridor Master Plan Update
Lombard	DuPage	2014	Lombard - Comprehensive Plan
Lyons	Cook	2015	Lyons Comprehensive Plan
Manhattan	Will	2008	Manhattan - Comprehensive Plan
Maywood	Cook	2015	Comprehensive Plan
Melrose Park	Cook	2015	Broadway Ave Corridor Plan
Monee	Will	2013	Monee - Comprehensive Plan Update
Montgomery	Kane/Kendall	2014	2035 Comprehensive Plan
Mount Prospect	Cook	2007	Comprehensive Plan
New Lenox	Will	2009	New Lenox - Future Land Use Plan Update
Niles	Cook	2013	Niles - Comprehensive Plan
North Aurora	Kane	2015	North Aurora - Comprehensive Plan
North Chicago	Lake	2016	City of North Chicago Comprehensive Plan
Northlake	Cook	2013	Northlake - Comprehensive Plan
Prospect Heights	Cook	2014	City of Prospect Heights - Comprehensive Plan
Richton Park	Cook	2014	Richton Park - Comprehensive Plan
Riverdale	Cook	2014	Village of Riverdale, IL - Comprehensive Plan
Romeoville	Will	2017	Comprehensive Plan Update
Roselle	DuPage	2016	Comprehensive Plan
Rosemont	Cook	2015	Rosemont Comprehensive Plan
Schiller Park	Cook	2017	Schiller Park - Comprehensive Plan
St. Charles	DuPage/Kane	2013	St. Charles - Comprehensive Plan
Summit	Cook	2015	Village of Summit - Comprehensive Plan
University Park	Will	2014	University Park - Comprehensive Plan

<b>Municipality</b>	<b>County</b>	<b>Year</b>	<b>Plan Name</b>
Villa Park	DuPage	2006	North Avenue Redevelopment Project Area
West Chicago	DuPage	2006	West Chicago - Comprehensive Plan Map
Westchester	Cook	2014	Village of Westchester - Comprehensive Plan
Wheeling	Cook	2013	Village of Wheeling - Industrial Lane Redevelopment Plan
Wood Dale	DuPage	2013	Wood Dale - Vision Plan
Woodridge	DuPage/Will	2007	Woodridge - Comprehensive Plan