

July 22, 2025

To: Lake County Public Works

From: Eric Waggoner, Director, Lake County Planning, Building & Development

Re: Request to Amend the Lake County/Village of Hawthorn Woods Sewer Services Agreement to provide sewer services to an additional service area.

In 2008 and as amended in 2015, the Public Works and Transportation Committee adopted a policy (“Considerations and Principles”) that requires changes in sewer agreements be evaluated for “both direct and indirect effects from both a policy and practical perspective”. The policy identifies several factors when evaluating the revisions to retail sewer service agreements.

The Considerations and Principles policy requires that the project be evaluated for consistency with the Regional Framework Plan and consistency with relevant local plans. The Framework Plan contains visions, goals, and policies that can be summarized into general objectives, which are outlined below. Following are staff’s comments regarding the Village of Hawthorn Woods’ proposed sanitary sewer extension.

Subject Area Descriptions and Consistency with County and Local Land Use Designations: Hawthorn Woods has submitted a request to Lake County Public Works to provide sewer service to the subject parcel to accommodate future development.

Site description: 56 acres of an area designated as “Kemper Ridge”, south of N. Old McHenry Road, north of Illinois (IL) Route 22, abutting the JCC Sunrise Day Camp to the east. Two triangular parcels on Old McHenry Road are occupied by a residence and farmland. The two parcels furthest south are occupied by a landscape contracting operation concentrated on the portion closest to Route 22. The southern half of the property is immediately east of a duplex development (Westbury Subdivision) and shares a border along its northern half with the Kemper Lakes golf course and the Wentworth Subdivision (containing single family residences on 1/5 acre lots), all in the Village of Kildeer. The parcel’s southern half shares its eastern border with two adjoining large, undeveloped parcels in Kildeer and Long Grove containing a lake complex and significant wetland areas.

Proposed Land Use: The Village of Hawthorn Woods has a preliminary submittal from a developer for residential annexation and development of the site with a mix of duplexes and townhomes. (4 units per acre)

Current Zoning: Unincorporated Lake County. General Office (GO), Agricultural (AG) (23520 N Old McHenry Rd), and Estate (E) (23552 N Old McHenry Rd and 23666 N Old McHenry Rd). Refer to map in appendix.

Hawthorn Woods Future Land Use (2014): Not included. This is a proposed annexation.

Lake County Future Land Use (2004): Mixed Use, Residential Single-family Medium lot (1 to 3-acre lot density) Refer to map in appendix.

Overall Assessment: Any concerns about the potential impact of Kemper Ridge’s current mixed-unit type development proposal (consisting of small-lot single family detached, duplex, and four-plex/townhome units) on the surrounding community should be evaluated in part on the basis of current and changing local conditions as well as community needs. Residential development within the Village and the surrounding communities of Kildeer and Long Grove has historically been low-density on large lots. This large lot character supports an element of community identity, as it reinforces a rural “sense of place” within the area. Partly in light of this value in maintaining community character, the villages of Long Grove and Kildeer have sent letters to the Village of Hawthorn Woods objecting to the density of the Kemper Ridge proposal. However, the lack of diversity in housing typologies may be an impediment to “aging in place” among village residents and could be a barrier to entry and/or represent a lack of choice for the area’s younger workforce, as generally acknowledged in the comprehensive plans and policies adopted by these three villages. In light of these challenges, the area’s development pattern has more recently begun to evolve in a manner that addresses the lack of housing diversity in Hawthorn Woods and its surrounding communities, and the proposed development of Kemper Ridge would continue this trend. In 2019, immediately adjacent to the parcel to the west, the Village of Kildeer approved two small-lot developments (the Wentworth single-family detached subdivision and the Westbury duplex subdivision) at a density and layout generally consistent with the current Kemper Ridge proposal. From the standpoint of protecting the area’s rural sense of place, the proposed development is buffered from nearby larger lot subdivisions to the east of Old McHenry Road, by both large, resource-restricted parcels to the east and southeast, the JCC Sunrise Day Camp to the east and northeast, and two arterial roads (Old McHenry Road and Route 22).

The current proposal incorporates a point of access on both IL Route 22 and Old McHenry Road, distributing the impact of traffic generated by the development onto the two roads and reducing any concerns regarding emergency vehicle access.

The proposal must comply with access-related requirements from the respective highway authorities (IDOT and LCDOT) as well as relevant impact fee requirements and would be subject to the Village’s publicly-vetted development review process.

The northern half of the subject property is conterminous with the formerly planned IL Route 53 corridor. IDOT-owned property abuts the subject property immediately to the east of the subject property’s southern half, and IDOT also owns property to the north of Old McHenry Road and to the south of IL Route 22. Collectively, these parcels provide for potential future connectivity as a greenway corridor. The current development plan for Kemper Ridge (dated 6-3-25) incorporates a 10’ multi-use path through a proposed open space easement along the western edge of the

development (outside the development's internal road network with the exception of one crossing-point at a 4-way stop in the southern portion of the development), thereby facilitating safe connectivity with said greenway corridor. The scenic quality of this north-south multi-use path is enhanced by its placement within an open space easement of large dimensions (while as narrow as 50 feet in some sections, the open space easement widens out to over 150 feet in multiple locations). The path is proposed at a width that accommodates safe pedestrian and bicycle travel while the open space easement provides a large conservation buffer adjacent to the Wentworth and the Kemper Lakes golf course to the west. The PUD should incorporate provisions designed to partner with the designated 53 greenway authority to guarantee future connectivity to the greenway corridor north and south of the subject property and accommodate improvement and continued maintenance of the path.

Consistency with the Framework Plan Objectives

1) *The Framework Plan encourages commercial development that meets the shopping, services and employment needs of local residents.*

This area will be developed as residential only.

2) *The Framework Plan encourages the protection of prime agricultural lands from premature development; and the protection of priority open space, natural and cultural resources and community character.*

This development encourages the protection of open space and natural resources with the inclusion of an adjacent multi-use path within an open space easement.

3) *The Framework Plan encourages growth to be directed to locations where infrastructure capacity is available or committed to be available in the near future.*

Sewer infrastructure is available through the County and the property has direct access to an improved road system.

4) *The Framework Plan supports the revitalization of residential, commercial and industrial areas.*

This new area seeking extension of service would bring new residential units into the Village's jurisdiction on a currently underutilized property.

5) *The Framework Plan supports the integration of mixed land uses and transportation systems to provide more choices in housing, shopping, communities, and transportation.*

Any final development plan approved by the Village should incorporate the multi-use path in the same or comparable location (and within the same or larger open space easement) as the current plan under review at the Village.

6) *The Framework Plan encourages an appropriate range of housing types.*

The proposed development envisions a range of housing types. Higher density development proposed in the amendment also support the Village's stated plan policy of increasing the diversity of its housing stock given the needs of a changing population.

Impact on County Roads and Other Services

During the municipal development review process, both the Illinois and Lake County DOTs will have an opportunity to review the impacts of proposed development on County and State Road systems and require any necessary roadway improvements.

Available and Committed Capacity of the Sewer System

Lake County Public Works has determined that capacity is available for the expansion area within the agreement amendment.

Alternative Proposals Put Forth by an Applicant or Government Entity

Staff is not aware of any proposed alternatives.

Impact on Other Affected Public Bodies

The County's sewer system has sufficient capacity to serve the proposed development. The development would also be subject to area impact fee requirements (including schools) as part of the Village's development review process.

Fiscal and Related Benefits

The site is currently underutilized; any new development would raise the total area EAV.

Level of Support/Opposition to the Proposal

As noted above, the Village of Hawthorn Woods has received letters from the villages of Long Grove and Kildeer objecting to the project's proposed density. The larger area surrounding and including Kemper Ridge has also historically been subject to a series of intergovernmental agreements whose overlapping complexity bears mentioning: In 1972, Lake County and the Village of Long Grove entered into an agreement for sewer service whose boundaries extend into the middle third of the Kemper Ridge property. That agreement entitled the Village to sewer service from the County and precluded service to another municipality absent Long Grove's consent. The 1972 agreement did not contain an expiration date; nonetheless, many underlying conditions and constraints associated with sewer service have changed in the half century since. Hence, earlier this year, Lake County Public Works informed the Village of Long Grove that a new agreement needs to be created.

More recently in 1996, the villages of Hawthorn Woods and Long Grove entered into an intergovernmental boundary agreement which placed the Kemper Ridge property within the Hawthorn Woods side of the future annexation boundary line and explicitly ceded subdivision control to the Village of Hawthorn Woods for the area encompassing Kemper Ridge. That boundary agreement was renewed by the parties as recently as 2016 and is therefore considered

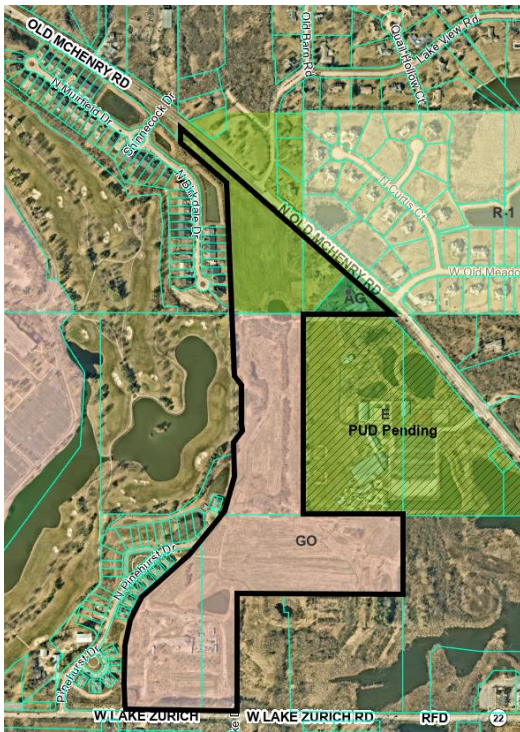
more relevant to the parties' mutual intent with respect to jurisdiction and development authority over the property.

The proposal is subject to the Village's formal development review process and accompanying opportunities for public input.

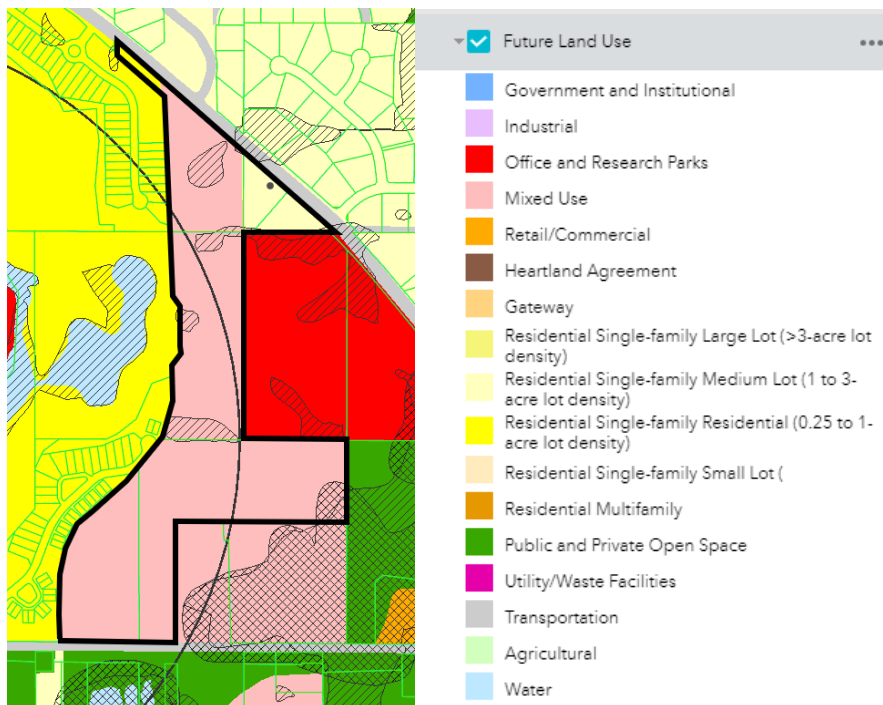
Specific Environmental Concerns

None that are known.

Maps



Lake County Zoning Map



Lake County Future Land Use Map