# THE YORKVILLE PLAN

CONNECTING OUR PAST TO THE FUTURE

## United City of Yorkville Comprehensive Plan Update
## Steering Committee Draft

## June 8, 2016

THE LAKOTA GROUP.

# ACKNOWLEDGEMENTS

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# PLAN ACRONYMS

AADT – Annual Average Daily Traffic
CDBG – Community Development Block Grant
CLG – Certified Local Government
CMAP - Chicago Metropolitan Agency for Planning
CUSD - Community Unit School District
FAR – Floor Area Ratio
FEMA – Federal Emergency Management Agency
FHWA - Federal Highway Administration
FPA - Facility Planning Area
GIS – Geographic Information System
HUD – U.S. Department of Housing and Urban Development
IEPA – Illinois Environmental Protection Agency
IDNR – Illinois Department of Natural Resources
IDOT – Illinois Department of Transportation
IHPA – Illinois Historic Preservation Agency
IHDA - Illinois Housing Development Authority
IL - Illinois Railway
KCSCS - Kendall County Soil Conservation Service
NRPA - National Recreation and Parks Association
PCA - Primary Conservation Area
PUD - Planned Unit Development
RTA - Regional Transportation Authority
SCA - Secondary Conservation Area
TIF – Tax Increment Financing
TOD - Transit Oriented Development
YBSD - Yorkville-Bristol Sanitary District

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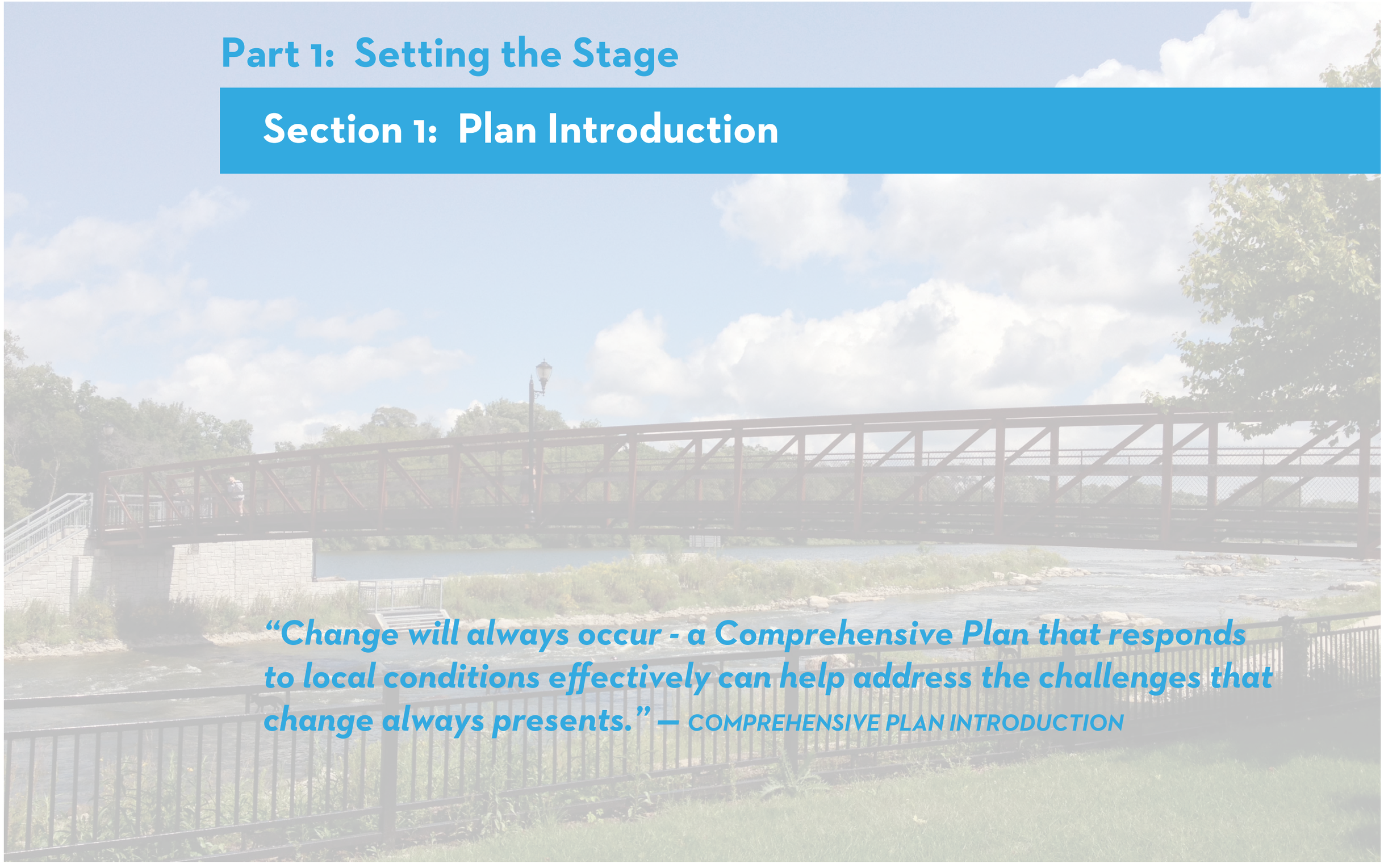

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# Part 1: Setting the Stage

## Section 1: Plan Introduction



*"Change will always occur - a Comprehensive Plan that responds to local conditions effectively can help address the challenges that change always presents."* — *COMPREHENSIVE PLAN INTRODUCTION*

# SECTION 1 - PLAN INTRODUCTION

**This document is the United City of Yorkville's first update to its Comprehensive since 2008 and represents a new set of policies and strategies to guide the community's growth and development in the years ahead. This Comprehensive Plan is the result of considerable study and analysis of the community's existing conditions — physical appearance, economic climate, streets and infrastructure, and quality of life elements, such as its schools, shopping districts, and parks and open spaces.**

In 2014, the United City of Yorkville, in collaboration with Yorkville citizens and stakeholders, initiated a two-year-long process to update its 2008 Comprehensive Plan. This updated Comprehensive Plan comes at a time when the Chicago metropolitan region is emerging from one of the more significant economic recessions in recent decades with many communities like Yorkville seeking ways to enhance the overall quality of life for their residents while addressing the issues of growth and development, changing economic conditions, infrastructure needs and limited financial resources.

This Comprehensive Plan was developed to provide a new strategic vision and direction for Yorkville – one that capitalizes on its existing assets, including its traditional downtown core and neighborhoods, location along the Fox River, existing commercial areas, manufacturing base, schools and community services – while considering planning strategies for renewed but sustainable growth, revitalizing the downtown, diversifying its industrial and employment base, and adding new recreational and open space amenities. Furthermore, this Plan is being prepared with extensive community participation throughout the planning process. Specific questions were asked of Yorkville residents and stakeholders: What makes Yorkville a good place to live and work? What parts of Yorkville should be maintained, preserved or changed? What amenities in the neighborhoods, commercial districts or parks should be enhanced or added? What makes up Yorkville's future industrial and manufacturing base? What should Yorkville's image and brand identity be within the region?



*Bicentennial Riverfront Park and the Fox River, Downtown Yorkville*

Yorkville is known in the Chicago area for its housing opportunities, location near natural resource and recreational amenities, schools and proximity to regional transportation services, including Interstate 88. Its location near Aurora and other Fox Valley suburbs also provides the community with access to the region's employment centers, and other educational institutions and cultural attractions. However, like many Chicago outer-ring suburbs, Yorkville has several challenges that will require new approaches and solutions. For example, due to the 2008 economic recession, recently planned residential subdivisions have yet to be fully built-out; commercial activity has failed to materialize on land zoned for such uses, and parking and brownfield issues need to be addressed before any substantial redevelopment activities can take place in Yorkville's traditional downtown district. In addition, new infrastructure investments may be needed to support any future development activity.

***"Yorkville is known in the Chicago area for its housing opportunities, location near natural resource and recreational amenities, schools and proximity to regional transportation services, including Interstate 88."***

The United City of Yorkville has made significant strides in recent years to update its land use regulations, spur development activities in its commercial areas and residential subdivisions, and to enhance its municipal services to better meet the quality of life needs for its residents. Yorkville stakeholders recognize that in order to adequately address the issues that matter the most to them, it must continue to explore all opportunities for growth and development that build on its existing assets, including its people, businesses and institutions.

With these opportunities and challenges in mind, the United City of Yorkville has understood that a new Comprehensive Plan can serve as the road map for undertaking new initiatives and in coordinating the efforts and activities of other key partners, such as the Park and Library departments, School District, business and property and owners, local industries and other organizations, agencies and entities. A fully up-to-date Comprehensive Plan can also help to make more informed decisions on critical issues related to land use, transportation, and capital improvements, issues that can have significant impacts on how Yorkville develops in the future. Change will always occur — a Comprehensive Plan that responds to local conditions effectively can help address the challenges that change always presents.

## COMPREHENSIVE PLAN PURPOSE

In 2014, the United City of Yorkville, in collaboration with Yorkville citizens and stakeholders, have initiated a process to prepare an update to its Comprehensive Plan. The *2016 Comprehensive Plan* represents the community's consensus and vision for Yorkville's future. Therefore, the Comprehensive Plan should serve as a guidebook that will assist local planners and government officials determine and understand the appropriate types of development that should be permitted and encouraged in the City, realizing that each new development creates a lasting impact on the City's design character and urban form. The Plan should also influence policy decisions in a broad range of areas including, but not limited to, the following:

- Land Use
- Transportation
- Infrastructure and Utilities
- Environmental and Agricultural Preservation
- Economic Development,
- Recreation and Open Space, and
- Housing.

In summary, the Comprehensive Plan serves several key purposes:

- ***Future Vision.*** This Comprehensive Plan will serve as an important document in informing current and future community stakeholders about Yorkville's long term vision. Above all, preparing a Comprehensive Plan represents a collaborative process between the United City and its citizens in determining Yorkville's future.



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- ***Land Use Framework.*** The Plan provides a land use strategy that seeks to promote the highest and best uses of land while reducing land use conflicts and increasing the benefits the land can provide in terms of residential and employment opportunities, transportation options, clean water, and recreational and open space. Benefits must also be enduring and sustainable so that current and succeeding generations of Yorkville residents can enjoy an enhanced quality of the life. In addition, the Plan sets forth broad strategies that can be used to review and refine current and future community development initiatives, as well as adjust zoning and land use regulations that ensure such projects are in conformance with the goals, policies and objectives set forth in this Comprehensive Plan.

- ***Public Investment Guide.*** The Yorkville City Council should use the Comprehensive Plan to guide decision-making regarding investments in infrastructure, community facilities, and other capital improvements. The Plan can also be used in seeking grants and other sources of financial assistance at the regional, state and federal levels.

- ***Private Investment Guide.*** Developers, industries, entrepreneurs and others interested in investing in Yorkville can use the Comprehensive Plan to gain insight into the City's development and land use policies. Such investors also view sound comprehensive planning as critical to ensuring the viability and long-term success of their investments in the community.

- ***Community Engagement Tool.*** The process in creating this Comprehensive Plan will provide an opportunity for local leaders, stakeholders and residents to understand and evaluate community strengths and weaknesses, and to craft strategies and recommendations for addressing critical planning issues. Future implementation and planning efforts for Yorkville's residential, commercial, industrial, and open space and park areas as recommended in this Comprehensive Plan will also provide additional opportunities to engage Yorkville's stakeholders on important development issues.

- ***Implementation Strategy.*** A detailed implementation strategy proposed in the Comprehensive Plan will prioritize specific planning actions, outline roles and responsibilities between the United City of Yorkville and other agencies, organizations and entities, and identify other stakeholders and groups that could participate in implementation efforts now and into the future.

This Comprehensive Plan is intended to guide the community for the next five to ten years at which point an update should be considered by the United City of Yorkville. The Comprehensive Plan should be re-evaluated periodically in light of changing conditions so that it remains the true vision of the community.

## RELATIONSHIP TO THE GO TO 2040 REGIONAL COMPREHENSIVE PLAN

The Chicago Metropolitan Agency for Planning (CMAP) is the official regional planning organization for the northeastern Illinois counties of Cook, DuPage, Kane, Kendall, Lake, McHenry, and Will. The Agency developed and now guides the implementation of ***GO TO 2040***, metropolitan Chicago's first comprehensive regional plan in more than 100 years. To address anticipated population growth of more than 2 million new residents, ***GO TO 2040*** establishes coordinated strategies that will help the region's 284 communities address transportation, housing, economic development, environmental, and other quality-of-life issues.

Although this Comprehensive Plan is not funded by CMAP, it is the desire of Yorkville elected leaders and officials that the Yorkville Comprehensive Plan is aligned with the regional planning goals represented in ***GO TO 2040*** and to take into account the larger regional economic and social changes and forces that may have an impact on Yorkville's future.

***GO TO 2040*** states that *"municipalities are critical to the success of GO TO 2040 because of their responsibility for land use decisions, which create the built environment of the region and determine the livability of its communities. The most important thing that a municipality can do to implement GO TO 2040 is to take this responsibility very seriously."* By developing a new comprehensive plan, Yorkville has taken responsibility for guiding its future and demonstrated its commitment to helping shape the future of the region as well.

***"With these opportunities and challenges in mind, the United City of Yorkville has understood that a new Comprehensive Plan can serve as the road map for undertaking new initiatives and in coordinating the efforts and activities of other key partners, such as the Park and Library departments, School District, business and property owners, local industries and other organizations, agencies and entities."***

***"A fully up-to-date Comprehensive Plan can also help to make more informed decisions on critical issues related to land use, transportation, and capital improvements, issues that can have significant impacts on how Yorkville develops in the future."***

# PLANNING PROCESS

Yorkville's first Comprehensive Plan was completed in 1974 with updates in 1994, 2002, 2005, and 2008. The 2002 Comprehensive Plan guided growth and decision-making for the community north of the Fox River, while the 2005 Comprehensive Plan provided a land use and development framework for the land area south of the Fox River.

In the summer of 2007, the Yorkville Plan Commission determined that given recent population growth – in which the City's population had increased two-fold since the 2000 Census – both the 2002 and 2005 Comprehensive Plans needed updating. The Plan Commission also recognized that both Comprehensive Plans should be merged into one cohesive document that address land use issues for the entire Yorkville Planning Area (see opposite page). The 2008 Comprehensive Plan was subsequently adopted at the October 28, 2008 City Council meeting.

In August 2014, the United City of Yorkville, along with community stakeholder groups and residents, initiated a two-year planning process to update the 2008 Comprehensive Plan given the recent national economic recession. The key purpose of the new Plan is to create a long-term vision and planning framework for addressing key land uses issues and the slow-down in residential and commercial development as a result of the 2008 recession. The Plan's other purposes include enhancing the community's overall economic vitality, physical appearance and image within the Chicago metropolitan region.

A Comprehensive Plan Steering Committee, representing a broad-based segment of community stakeholders, including local property owners and residents, industries, merchants, civic institutions, governmental agencies, and City leaders and officials, was formed in January 2015 to help guide the Plan's development.

Beyond determining a future vision for Yorkville, the Comprehensive Plan Update also assessed current conditions and proposed strategies and recommendations for the following Comprehensive Plan elements:

- **Land Use.** Existing community land uses were evaluated and specific issues, constraints, and opportunities were identified to facilitate appropriate land use patterns and physical development within and near Yorkville's corporate boundaries.

- **Regulatory Tools.** Research was conducted to understand and recommend new zoning and regulatory tools that manage and direct community growth and revitalization in ways that promote economic diversity and attractive places and neighborhoods.

- **Transportation Systems.** Yorkville's current roadway network and physical conditions were documented and analyzed as a method for exploring opportunities for achieving network efficiencies, roadway changes, and pedestrian enhancements.

- **Infrastructure and Capital Improvements.** An overview assessment of the City's sanitary, public utilities, and stormwater management systems, was conducted to consider strategies for long-term system maintenance, future capital improvements, and effective growth management.

- **Neighborhoods and Housing.** The condition of Yorkville's residential neighborhoods and the existing housing stock was assessed and analyzed in order to determine appropriate planning strategies that address local housing needs through new construction, housing rehabilitation, and infill development.

- **Commercial Areas and Corridors.** Planning and development issues along Yorkville's commercial areas and corridors were examined, including building and storefront improvements, business and real estate development, and urban design enhancements. Additionally, the Comprehensive Plan Update assessed Downtown Yorkville planning issues in depth and proposed short and long-term revitalization and development strategies.

- **Economic/Market Assessment.** Market trends for commercial, residential, and industrial development were analyzed as a basis for proposing strategies and recommendations regarding Yorkville's future land use pattern and development scenarios.

- **Parks and Open Space.** Yorkville's "green infrastructure" of existing parks and natural systems were identified as opportunities to protect and enhance such systems for future open space needs and sustainable design initiatives that reduce stormwater run-off and promotes cleaner air and water.

- **Placemaking.** Methods for "placemaking" Yorkville – gateway monuments, wayfinding and identity signage and public art – were considered in order to "bind" the newly-developing areas of the community with its traditional Downtown and residential core, and to promote its image as a vibrant and growing community within the Fox Valley and Chicago metropolitan regions.

- **Community Capacity and Implementation Strategy.** The current capacity of governmental agencies and other organizations and entities, including non-profit groups and religious and educational institutions to help implement various aspects of the Comprehensive Plan Update was also examined. In turn, a detailed implementation strategy was created that prioritizes specific planning actions, outlines roles and responsibilities between the



*Kendall County Courthouse in Downtown Yorkville*



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United City of Yorkville and other agencies, organizations, and entities, and identifies other stakeholders and groups that could participate in implementation efforts now and into the future.

- **Community Engagement.** A planning process involving a broad and diverse section of community stakeholders was undertaken in order to generate consensus for the Comprehensive Plan's long-range development vision, and short and long-term planning and strategies.

To facilitate the creation of the Comprehensive Plan Update, the United City of Yorkville engaged a multi-disciplinary planning team that included the following firms:

- **The Lakota Group**
  *(Land Use, Downtown, Neighborhoods, Open Space, Urban Design and Placemaking)*
- **Goodman Williams Group**
  *(Market Assessment)*
- **T.Y. Lin International**
  *(Transportation Engineering)*

## PLANNING AREA

Illinois Municipal Code states that a Plan Commission has the authority to prepare and recommend a comprehensive plan for present and future growth and redevelopment to be adopted by the City. The Comprehensive Plan, *"may be made applicable, by the terms thereof, to land situated within the corporate limits and contiguous territory not more than one and one half miles beyond the corporate limits and not included in any municipality"* (65 ILCS 5/11 - 12 - 5).

Given this and the existing and proposed boundary agreements with surrounding municipalities (Millbrook, Montgomery, Oswego, Plano, and Sugar Grove), the United City of Yorkville Planning Area is generally, US Route 30 to the north, Boundary Agreement lines with the Villages of Montgomery and Oswego (north of the Fox River) and Grove Road (south of the Fox River) to the east, Helmar Road to the south, and Eldamain Road (north of the Fox River) and Highpoint Road (south of the Fox River) to the west. This area encompasses approximately 47,726 acres, or approximately 74.6 square miles (see Figure 1.1 to the right).

**Figure 1.1: Planning Area Map**

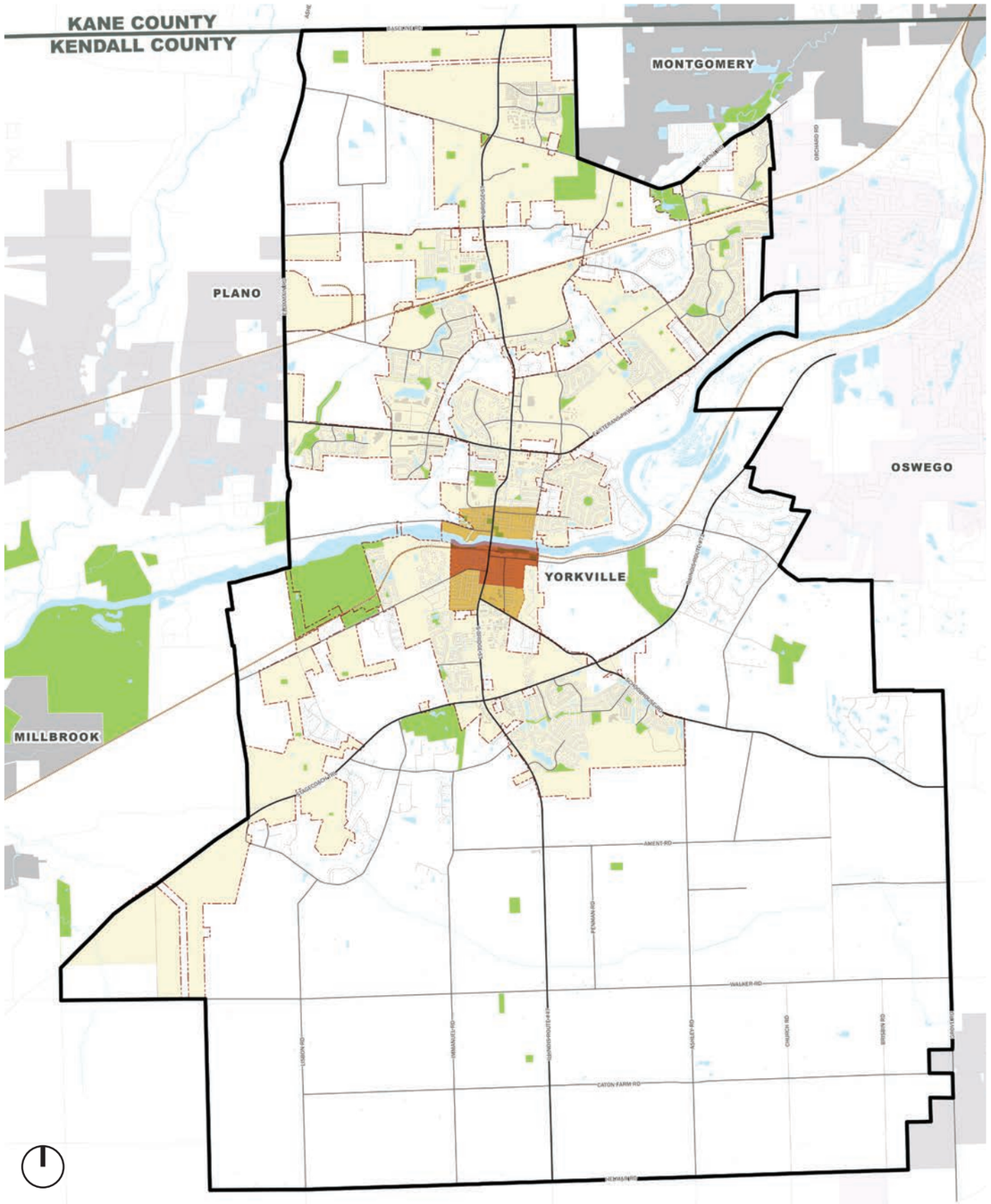



*Figure 1.1 - Planning Area*

# PROJECT TIMELINE

The planning process for creating the Comprehensive Plan Update involved three distinct phases: a *"State of the City"* phase where an assessment of existing conditions was conducted by the planning team and a preliminary set of planning goals were developed with input from the community; a *"visioning"* phase where preliminary planning strategies and concepts were developed and presented for community feedback; and, a final *"plan-making"* phase in which planning goals, strategies, and implementation action were developed by the planning team in collaboration with the community, and accepted and adopted by the Yorkville Plan Commission and Yorkville City Council. The first phase was initiated in September 2014; the last phase of the planning process was completed in August 2016 (see Project Timeline below and on following page).

## PHASE 1: STATE OF THE CITY (SEPTEMBER 2014 - JULY 2015)

The first phase comprised a comprehensive assessment of Yorkville's existing conditions in the following areas: land use, transportation, infrastructure, parks and open space, community facilities, neighborhoods and housing, and commercial and industrial areas. The planning team also reviewed relevant planning documents and policies, assessed the community's existing demographics and economic development activities, and defined challenges and opportunities on achieving short-term and long-range planning and development goals.

Phase 1 also included various focus group and stakeholder interview sessions to gain public input and insight regarding critical planning issues. Field work activities were also conducted. Field work, document analyses, and review of interview and focus group session proceedings were incorporated into a *State of the City Report*. The Report was subsequently reviewed by the Steering Committee with final draft delivered to the United City of Yorkville in July 2015.

Phase 1 included the following specific activities:

- **Project Start Meeting and City Tour (September 19, 2014)**
  A meeting with City staff was conducted to initiate the planning process and to discuss specific items related to the overall project schedule, and the scheduling of stakeholder and focus group interview sessions.

- **Previous Plans/Studies Review**
  A review of previous comprehensive plans, planning reports, facility studies, demographics, and local development regulations was conducted by the planning team. These reports and studies are summarized in Section 3 on Community Context.

- **Stakeholder Listening Sessions (October - December 2014)**
  Several interview and focus group sessions were conducted over a two-month period with various community stakeholders, including City officials and department heads and the local schools.

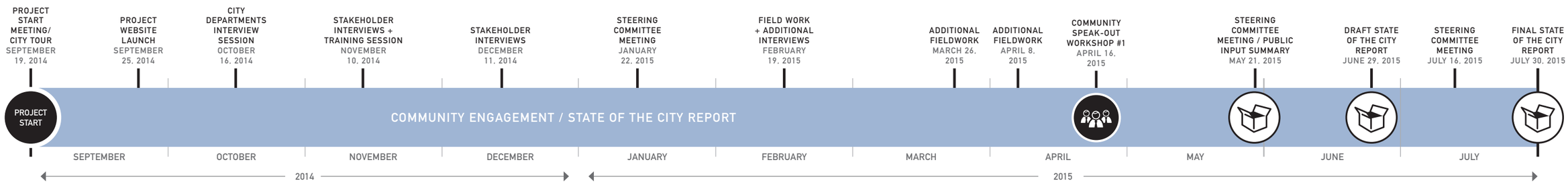
- **Team Fieldwork**
  The planning team visited Yorkville several times between September 2014 and March 2015 to observe and assess existing conditions within the community.

- **Community Speak-Out (April 16,2015)**
  A community workshop was organized and conducted on April 16, 2015 to solicit feedback through interactive exercises from the community on critical community planning issues. Over 30 people attended the workshop.

- **State of the City Report**
  Following the assessment and analysis of planning issues and existing conditions, the planning team prepared the *State of the City Report,* which summarizes Yorkville's key strengths, challenges, and opportunities for its long-range development and growth.

After the *State of the City Report* was delivered and feedback received from the Steering Committee and Yorkville community, the following two phases were undertaken to complete the planning process:

**Figure 1.2: Project Timeline (pages 12-13)**






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## PHASE 2: COMMUNITY VISIONING (AUGUST 2015 - JANUARY 2016)

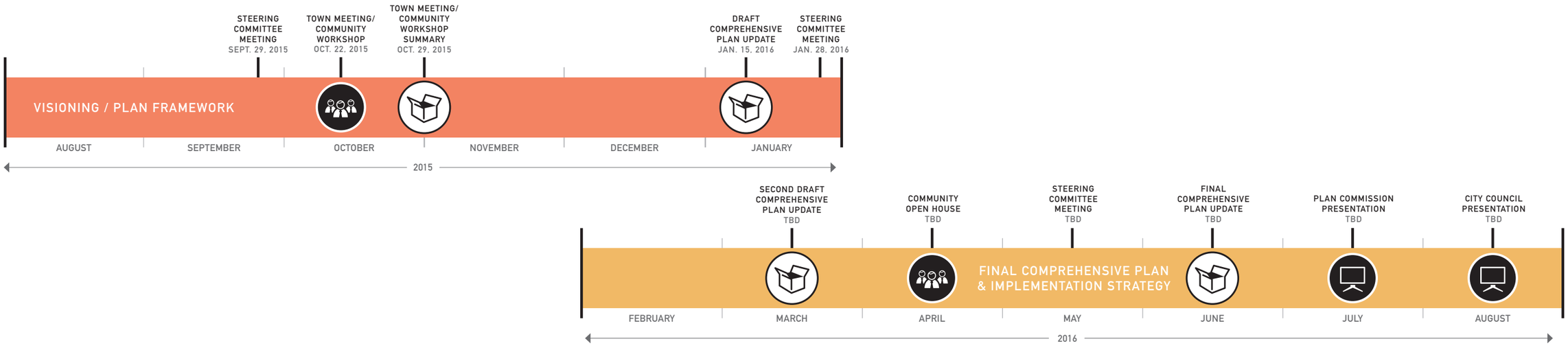
The second phase of the planning process involved the creation and development of specific planning concepts and land use strategies that address Yorkville's land use, physical appearance, transportation and infrastructure issues. As part of the visioning process, planning strategies were presented during a community workshop held on October 29, 2015 at Yorkville City Hall. Afterward, planning concepts were revised and reformatted as an online survey for community comment. Strategies were subsequently revised and incorporated as part of the Draft Comprehensive Plan document, which was submitted to the United City of Yorkville in January 2016.

## PHASE 3: FINAL COMPREHENSIVE PLAN UPDATE (JANUARY 2016 - AUGUST 2016)

The final phase of the planning process included the refinement of preliminary planning concepts and implementation strategies into a Final Comprehensive Plan Update. Additional community workshops were also conducted to gain additional feedback on Plan recommendations from Yorkville residents and stakeholders. Specific development concepts and illustrations were also prepared as part of a revised Comprehensive Plan for feasible development sites along Illinois Route 47 both north and south of the Fox River. The Comprehensive Plan Update was adopted by both the Plan Commission and the City Council in August 2016.



*Community "Speak-Out" Workshop #1*



# KEY PLANNING ISSUES

The following is a summary of key planning issues that were addressed through the comprehensive planning process. They are based on a review of existing conditions, various stakeholder and focus group interview sessions, and community feedback generated through on-line surveys and workshops. Key planning issues were determined through an analysis of infrastructure systems and growth management concerns in relations to the City's municipal and Planning Area boundaries, the Yorkville-Bristol Sanitary District Facility Planning Area (FPA), and the United City's existing land use and zoning. Specific policy questions determined by the City and the Steering Committee and addressed by the Comprehensive Plan are also summarized below.

## ISSUE #1: DOWNTOWN YORKVILLE

The lack of a vibrant Downtown district was identified by both workshop and on-line survey participants as one of the top three planning issues facing Yorkville today. Participants also commented that Downtown Yorkville also contributed significantly to Yorkville's small town character and charm and that recreational and heritage tourism opportunities should be pursued as part of an overall Downtown revitalization and development framework.

***Downtown Yorkville Policy Questions:***

***Should Downtown accommodate new development and, if so, should building heights be limited in the Downtown.***

***Should the City take an active role in cleaning up the Downtown "brownfield" site located east of Illinois Route 47?***

***Should the City take an active role in addressing parking in the Downtown? Would a parking deck be a reasonable parking management solution or should parking in the Downtown be limited to surface lots?***

***What role should the Fox River waterfront play in revitalizing Downtown?***

## ISSUE #2: COMMUNITY DESIGN CHARACTER

Community stakeholders regard Yorkville's semi-rural and small town character as an asset that should be maintained and preserved while balancing new residential growth, and retail and commercial development that serves the needs of local residents. In this post-2008 recession period, with a slower-growth development pace now the norm, the City will have opportunities to guide the type and character of future development that ensures Yorkville's semi-rural character is preserved in its residential, commercial and industrial areas. Land use policy could also preserve scenic vistas of natural features or agricultural landscapes.

***Community Design Character Policy Questions:***

***Should the City take an active role in preserving a rural character? If so, which areas of the City should be a priority?***

***Should new developments be required to preserve natural features or agricultural areas?***

***Would the City be open to new development types, such as conservation subdivisions?***

***How can the City utilize its best character traits — open spaces, agricultural land and "small town" feel — to "placemake" Yorkville as a distinct destination within the region?***

***Would the City need to develop new land use regulatory tools to accomplish community design goals?***

## ISSUE #3: FUTURE GROWTH

Over the last two decades, the United City of Yorkville has grown in a somewhat scattered, leap-frog manner with partially-completed residential and commercial subdivisions developed at the far edges of the community interspersed with farm and agricultural land. However, in recent years, development activity has slowed considerably, due mainly to the economic recession of 2008; as a consequence, there has been inefficient provision of municipal services — the extension of water main, storm and sanitary sewer into undeveloped areas of the City that are costly to maintain. On other important growth questions, future growth in the southern areas of Yorkville is largely constrained by a ridge line that travels in an east-west direction along Illinois Route 71. The area north of this ridge drains to the Fox River while the area to the south drains to Illinois River; extending infrastructure south across the ridgeline would therefore be costly. Future growth would be less constrained to the north but is unlikely in the near-term due to market factors.

***Future Growth Policy Questions:***

***Should the City encourage development on existing parcels in established development areas than facilitating new development that would require he extension of infrastructure services?***

***Should the City build new infrastructure south of the ridgeline along Illinois Route 71 to facilitate new development?***

***Should the City underwrite infrastructure in residential and commercial subdivisions that need such improvements to complete them?***

***Where should Yorkville's future growth take place?***

## ISSUE #4: UNINCORPORATED AREAS

Subdivisions within close proximity to Yorkville have been built in unincorporated Kendall County without input or approval from the United City of Yorkville. Going forward, these areas may constitute future annexations into Yorkville. While the City does not have land use jurisdiction in unincorporated areas since Kendall County has exercised its zoning authority, Yorkville does have influence on development that occurs within their planning area boundary through its subdivision controls. Additionally, unincorporated areas that are less than 60 acres in size and are completely surrounded by the City are eligible to be incorporated into Yorkville under State of Illinois annexation law. Yorkville could better control its future development boundaries by annexing these areas; in turn, these areas could also be better served through United City of Yorkville municipal services. Most likely, a cost-benefit analysis would be performed to determine the financial advantages of annexation.

***Unincorporated Areas Policy Questions:***

***Should Yorkville work with Kendall County to have unincorporated areas annex into the City as a condition of their development approvals?***

***Should areas of less than 60 acres that are surrounded by the United City of Yorkville be incorporated into the City?***




*Bristol-Kendall Fire Protection District Station #3*



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***Should Yorkville implement a policy of working with property owners in unincorporated areas of close proximity to pursue annexation of these areas?***

## ISSUE #5: BICYCLE TRANSPORTATION NETWORK

Yorkville's current *Integrated Transportation Plan* relies upon developers to complete the trail network and, given the lack of development activity, many proposed trails have not been completed and the system remains unconnected. Therefore, gaps currently exist in the City's bicycle transportation network. While many new subdivisions have good conditions for walking and bicycling within the subdivision itself, it is difficult to travel between subdivisions especially when they are separated by County or State Highways with little to no bicycle or pedestrian accommodations. Additionally, the City has not adopted a policy of promoting on-street bicycle facilities. Future roadway connections within Yorkville's Planning Area boundary present an opportunity to set aside space to accommodate bicycle, pedestrian, and automobile pathways.

***Bicycle Transportation Policy Questions:***

***Which bicycle connections or routes within Yorkville should be high priorities?***

***Are on-street connections acceptable if they can be safely designed?***

***What types of bicycle and pedestrian accommodations should be installed along Yorkville's trails and roadways?***

***Should the City have a Complete Streets policy to ensure that adequate space is preserved for collector and arterial roadways to accommodate automobiles, bicycles, and pedestrians?***

## ISSUE #6: ACTIVE RESIDENTIAL SUBDIVISION DEVELOPMENTS

At the time of this Comprehensive Plan, eight residential subdivision developments are currently being developed in Yorkville, representing 1,366 entitled homes. With approximately 74 building permits being issued a year, the 515 homes not yet built represent a supply of entitled homes that will take eight years to complete.

***Active Residential Subdivision Developments Policy Questions:***

***Should the City take an active role in completing unfinished residential subdivision developments?***

***Which unfinished residential subdivision developments should be priorities for completion?***

***Are there any unentitled subdivisions that should be re-platted for different subdivision types or even re-zoned for different land uses? Should entitlements on yet-to-be-started residential subdivisions expire?***

## ISSUE #7: COMMERCIAL AREAS AND RETAIL SALES

According to recent retail sales figures, retail sales are being lost to neighboring communities, such as Oswego, Montgomery and Joliet – for retail categories such as grocery stores, general merchandise and full-service restaurants. Neighboring communities have captured a significant portion of commercial growth during the two decades before the economic recession of 2008. Currently, there may not be enough "roof-tops" to support substantial commercial development in the near-term.

***Commercial Areas and Retail Sales Policy Questions:***

***Where should new retail development take place in Yorkville? Should Yorkville re-zone some commercial areas that may not see future commercial development?***

***What types of business and economic development initiatives should be undertaken to broaden and diversify Yorkville's retail base?***

## ISSUE #8: HOUSING

Housing data shows that nearly 60 percent of homes in Yorkville were built between 2000 and 2009. A large percentage of homes in Yorkville also fall within the $200,000 to $299,000 price range. An oversupply of homes at the same age and within the same price range limits the types of housing products that attract a broader range of home buyers. Apartments and rental housing could also provide housing opportunities for households who may not be able to secure a first-time mortgage, as well as for seniors who desire to live in a semi-rural setting.

***Housing Policy Questions:***

***What areas in Yorkville should be zoned for multi-family residential development?***

***What types of multi-family residential housing products should be encouraged in Yorkville?***

***Should higher residential density be allowed for developments which preserve natural features or agricultural areas?***

## ISSUE #9: INFRASTRUCTURE SYSTEMS

The existing sanitary system is nearing its capacity. At some point, as population continues to grow in the future, the system will need to be expanded. Collaboration with the Yorkville-Bristol Sanitary District Facility Planning Area (FPA) should be ongoing so there is a clear understanding of the remaining capacity and need to expand as the City makes land use decisions. Additionally, the water treatment plant is nearly 10 years old and an updated comprehensive evaluation of the water treatment system is needed to guide land use and policy decisions.

***Infrastructure Systems Policy Questions:***

***Should the City collaborate with the Yorkville-Bristol Sanitary District to commission new studies and assessments to determine future facility needs, and costs and revenues associated with infrastructure system enhancements?***

***Should the City promote new development that can tap into existing main sanitary and water lines before the main lines are extended?***

## ISSUE #10: PARKS AND OPEN SPACE

When asked about their level of satisfaction with the quality of Yorkville parks, recreational facilities, and programs, community stakeholders stated through workshop and online surveys and questionnaires that they were mainly satisfied with the Yorkville park system. Additionally, when asked about what other park facilities and services are needed in Yorkville, the top responses were indoor activities (sports, recreation center, youth programs, or children's museum), dog parks, and walking/hiking trails. Enhanced Fox River recreation (canoeing, kayaking, etc.) and walking/cycling trails were also the top responses when asked to prioritize initiatives as part of recreational tourism program for Yorkville.

***Parks and Open Space Policy Questions:***

***Should the City invest more resources into parks and open space development?***

***Should the City consider establishing a Parks District as opposed to maintaining a Parks Department?***

***What aspects of recreational tourism should be pursued in Yorkville?***



*Factory Adapted as Housing in Downtown Yorkville*

## ISSUE #11: SCHOOLS AND COMMUNITY FACILITIES

Presently, if all the undeveloped residential lots in Yorkville were developed, the local school population could grow to 9,000 students from 5,300 at the time of this Comprehensive Plan. This would require expansion of existing schools or the construction of new schools, including a second High School. In addition, all other community facilities – such as City Hall, the Library, the Bristol-Kendall Fire Protection District and the Police Department currently have adequate facilities.

***Schools and Community Facilities Policy Questions:***

***Where should new schools be located in Yorkville?***

***What City facilities should receive advance planning even in light in current needs and development trends?***

## ISSUE #12: LAND USE REGULATIONS

Current zoning designations are reflective of past comprehensive plans that reserved significant portions of Yorkville for residential and commercial development. The land use framework proposed in these past plans were based on the assumptions of continued, fast-paced residential and commercial growth, which did not materialize after the 2008 economic recession. A number of zoning districts appear to have been designated with specific development plans anticipated, which, however, did not occur. Zoning and land use districts should be reviewed and revised to better reflect current development trends and to more effectively guide development in the most appropriate locations. Additionally, the City's existing subdivisions regulations should be reviewed and revised to reflect current best practices in subdivision design.

***Land Use Regulation Policy Questions:***

***Should the City update its existing zoning map, and if so, which areas in Yorkville should be revised?***

***What aspects of the City's subdivision codes should be changed and updated?***

***What other zoning and land use regulatory tools are needed to achieve better site and development design in Yorkville?***



*Downtown Yorkville*

# KEY COMPREHENSIVE PLAN STRATEGIES AND INITIATIVES

While the *Comprehensive Plan Update* provides a long-term land use planning framework – a direction for how the Yorkville community should grow and develop over the next ten years – there are several key initiatives that should serve as Yorkville's planning agenda in the next five years when this Comprehensive Plan is updated. This planning agenda includes initiatives related to Downtown Yorkville's, residential subdivisions, parks and open space, and urban design and placemaking. These initiatives all serve to enhance community quality-of-life, economic competitiveness, and image and appearances.

## REVITALIZING DOWNTOWN YORKVILLE

Past planning efforts have explored the potential for redeveloping the Downtown District, including the installation of new public spaces that can help catalyze new investment. This Comprehensive Plan outlines Downtown revitalization strategies that focus more on short-term historic preservation-based and "clean and green" efforts – such as facade rehabilitation and general property improvements – along with strategic investments in streetscape, urban design and parking enhancements. These efforts will help to improve Downtown's overall visual appearance, its pedestrian environment and its attractiveness to locate new businesses in its existing building fabric. Expanding Bicentennial Riverfront Park is also a key open space strategy for the Downtown, making it a key attraction for local residents and visitors to Yorkville. In the long-term, redevelopment of key Downtown subareas with new mixed-use and residential developments can help add new commercial floor space as well as new housing opportunities for those who seek to live near the Fox River and in a traditional downtown setting.

## GUIDING FUTURE GROWTH

As mentioned previously, the economic recession of 2008 changed the growth trajectory for Yorkville – at least in the foreseeable future, the community will experience more modest and incremental residential and commercial growth. In the present term, Yorkville has a number of residential subdivisions that are incomplete or have yet to start; others are near completion and should be the focus of City efforts to facilitate their continued development. Going forward, opportunities exist to re-shape Yorkville's land use and growth patterns to concentrate both residential and commercial development in areas that are already developing and to reposition others – especially residential subdivisions that have yet to be platted or receive their entitlements – for alternative land uses, such as open space or agricultural land, land that could also be reserved for development over the long-term. The Comprehensive Plan recognizes these opportunities by organizing residential subdivisions according to four "tiers" ranging from subdivisions that are nearing completion to ones that should be re-positioned; each tier has its own planning strategies for addressing residential growth issues specific to that tier of residential subdivisions.

It should be noted that the Land Use Strategy and growth scenarios presented in this Comprehensive Plan do not consider the construction of the Prairie Parkway, which is unlikely to be funded or built by the Illinois Department of Transportation, or other related transportation agencies, in the foreseeable future.

## DIVERSIFYING THE HOUSING MIX

Yorkville's existing housing stock is largely homogeneous: detached single-family housing mostly priced between $200,000 to $300,000. Townhomes, duplexes, and apartments are housing products that could be encouraged in Yorkville to meet local housing needs, including senior and affordable housing.. Some subdivision could also be re-positioned to offer such housing products.

## PROMOTING ALTERNATIVE SUBDIVISION DESIGN

The majority of Yorkville's residential subdivisions are conventionally-designed with long curvilinear streets and standard-sized lots and housing designs. Alternative approaches to conventional subdivision design are proposed for areas in Yorkville that have unique topographical and scenic features – features that are worth maintaining from an environmental quality standpoint. Conservation and estate residential



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design, as such approaches are often termed, also provides flexibility in the types of housing products that could be offered in such developments. Neo-Traditional Design, which emphasizes gridded street patterns with slightly higher residential densities could be employed in a future Transit-Oriented Development (TOD) zone for a proposed Metra train station in Yorkville's northeast side. Along with more diversity on housing products, these subdivision design types also help to enhance Yorkville's physical appearance, and potentially promote Yorkville as a community with distinctive living environments.

## UNDERTAKING COMMUNITY PLACEMAKING

During the planning process, local residents often commented that they associated their place of residence with their subdivision's name rather than Yorkville. Others alluded to Yorkville's "placelessness" given how the community's most recent developments lack identity and connection to Yorkville's traditional residential and commercial core along the Fox River. Strategic investments in "placemaking" initiatives through gateway and identity signage enhancements, public art, and other streetscape and landscape treatments, can help provide a better visual identity and unity to Yorkville.

## MANAGING CORRIDOR LAND USE

Yorkville has four main transportation corridors: Illinois Route 47 (Bridge Street), Illinois Route 34 (Veterans Parkway), Illinois Route 71, and Eldamain Road. Both Routes 47 and 34 include a mix of commercial, industrial and residential land uses with varying development character; Eldamain Road and Illinois 71 are less developed and offer more opportunities to shape their future land use character and physical form. Going forward, with a new land use framework and incremental growth direction in mind, planning strategies along these corridors should focus on concentrating certain land uses in appropriate locations, implementing visual character and placemaking enhancements, re-zoning some areas to lower density residential use, and protecting open spaces, and scenic vistas wherever appropriate.

## ENHANCING THE PARKS AND OPEN SPACE SYSTEM

Yorkville is currently well-served by parks, although there is a need for indoor recreational facilities and other amenity improvements in the existing park system. A key park space proposal in this Comprehensive Plan is the expansion of Bicentennial Riverfront Park both east and west of the Downtown, which could become a signature park facility and regional attraction for Yorkville. An indoor facility could potentially be located on Yorkville's north side adjacent to the Raging Waves Water Park. Apart from these recommendations, A Yorkville Parks District could be established to help provide the funding mechanism to help support additional park facilities as they develop over time through specific initiatives and as set-asides through new development.

## BUILDING THE TRANSPORTATION NETWORK

Yorkville's transportation system, including its State and County-owned roads, as well as the pedestrian network, is generally in good condition. The Illinois Department of Transportation (IDOT) recently widened and improved Illinois Route 47; the Department also has improvement plans in place for several other roadways under its jurisdiction. According to Yorkville stakeholders, local roads could be the focus of future capital investments by the City. Going forward, the City should also focus investment on its bicycle and trail system, which, recently, relied on subdivision development to implement its construction. As an alternative, the City should revise its bike plan to incorporate on-street facilities – a less costly alternative than a shared-use trail. Other roadway and intersection improvements, especially within Downtown Yorkville, should also be pursued to promote a safe and comfortable walking environment in Yorkville.

## PLANNING FOR FUTURE METRA STATION

The Metra commuter rail agency is currently undertaking planning studies to determine the feasibility of a Metra commuter station in Yorkville. While the station's feasibility has yet to be determined, the Comprehensive Plan recommends Yorkville's Future Land Use Map to include a Transit-Oriented Development (TOD) district so that the area could be reserved for future residential and commercial development oriented to the train station. A specific zoning overlay may also need to be created to guide development if the station is determined to be feasible.

## MAINTAINING COMMUNITY INFRASTRUCTURE

Yorkville's infrastructure systems, including its water and sanitary systems, need new updated plans to consider maintenance issues and facility upgrades. In particular, the wastewater treatment facility, owned and managed by the Yorkville-Bristol Sanitary District, is near capacity and expansion is needed to accommodate future growth. In addition, given the impact the Sanitary District has on growth in Yorkville, any expansion of such facilities, and the extension of sewer lines, needs to be closely developed and coordinated with the City and where future development is expected to occur.

## ADDRESSING ANNEXATION POLICIES

The United City of Yorkville has adopted boundary agreements with most of its surrounding municipalities, with the exception of the City of Joliet, which has already annexed land within Yorkville's Planning Area. An agreement with Joliet should be a high priority; all other agreement should be updated in the near future. Apart from the boundary agreements, a consistent policy is needed for subdivisions in the immediate incorporated areas that are expected to be annexed into the City at some point in the future. These subdivisions, for the most part, are not being developed according to Kendall County's subdivision standards; the City could exercise its extraterritorial zoning powers to ensure to ensure that such areas are developed to the City's subdivision design standards.

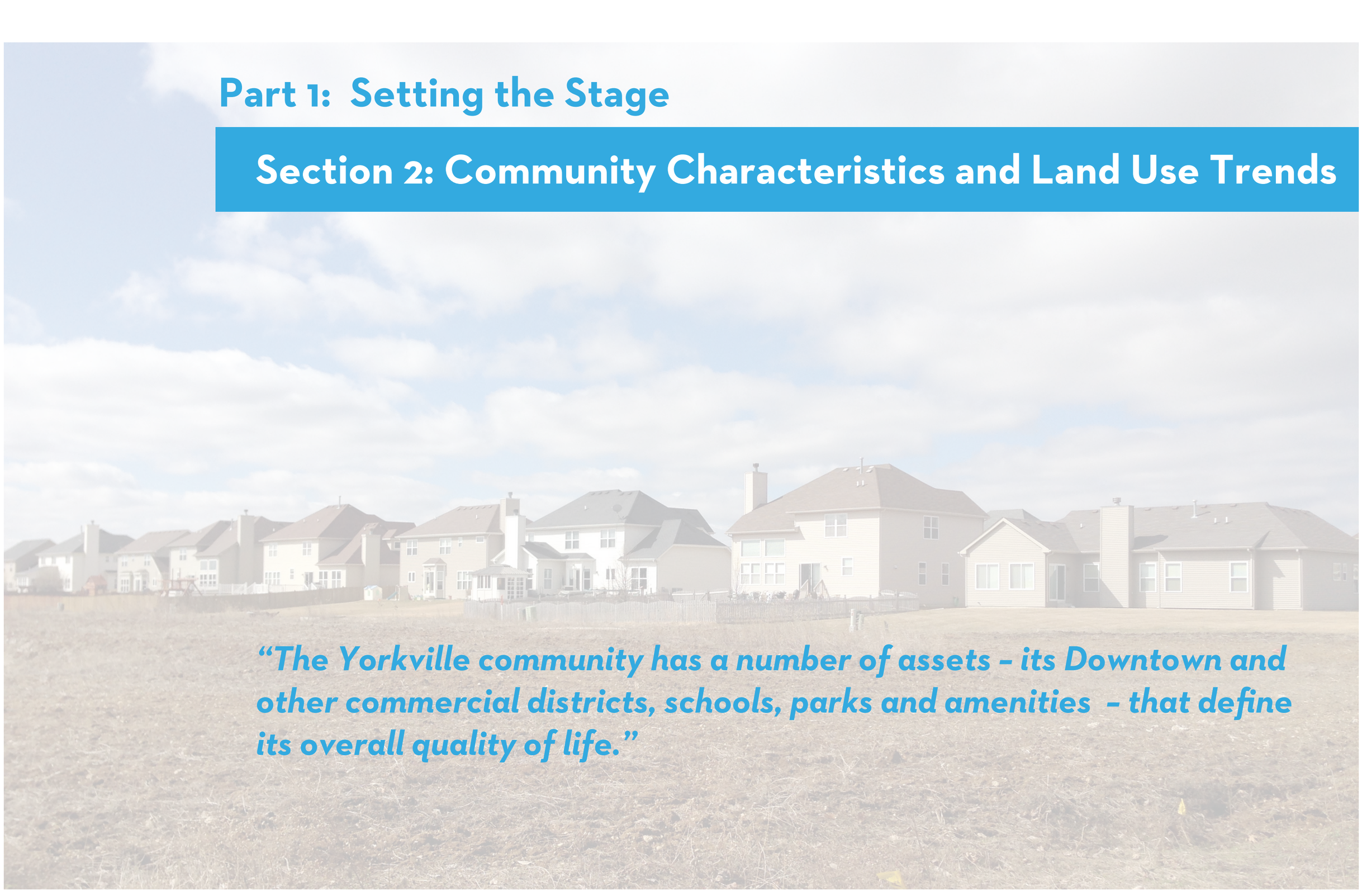
## HOW THIS PLAN IS ORGANIZED

The *United City of Yorkville Comprehensive Plan Update* is organized in two main parts. Part One, "*Setting the Stage,*" provides background information on community conditions, including existing land use, demographics, and market information, as well as the community engagement program employed to gain feedback from Yorkville residents and stakeholders on planning issues and strategies. Part One is comprised of three sections of which Section 1: Plan Introduction, is included.

Section 2, *Comprehensive Plan*, is comprised of nine sections outlining planning goals, policies and strategies for Yorkville's Downtown, residential areas, other shopping districts, industrial parks, corridors, transportation network, and City infrastructure systems. The last section, Stewardship and Implementation provides information and direction for implementing the Comprehensive Plan.



# Section 2: Community Characteristics and Land Use Trends



*"The Yorkville community has a number of assets – its Downtown and other commercial districts, schools, parks and amenities – that define its overall quality of life."*

# SECTION 2 - COMMUNITY CHARACTERISTICS & LAND USE TRENDS

**A Comprehensive Plan is a document prepared by the Plan Commission which sets forth policies for the future development of the community. It is the result of considerable study and analysis of existing physical, economic, and social characteristics, and includes a projection of future needs and conditions. The value and purpose of a Comprehensive Plan is to rationally and objectively identify the timing and location of land and infrastructure development - something that zoning and subdivision regulations alone cannot accomplish.**

## CONTEXT

The Yorkville community has a number of assets – its downtown and other commercial districts, schools, parks and amenities – that define its overall quality of life. It is these assets that the United City of Yorkville seeks to maintain and enhance in order to attract new residents, businesses and investment and in turn, diversify the tax base and provide for an increasing level of community services and amenities in the long term.

### SHOPPING DISTRICTS

Yorkville's shopping areas are generally comprised of the traditional downtown core located along Illinois Route 47 between the Fox River and East Fox Street, and the newer auto-oriented commercial areas along Illinois Routes 34 and 47 corridors between Beecher Road west to East Countryside Parkway on the east and Kennedy Road north to Landmark Avenue to the south. Downtown Yorkville is home to a number of dining and entertainment establishments housed in traditional commercial buildings, the historic Kendall County Courthouse and other governmental offices, and a number of buildings housing light industrial and manufacturing companies. Downtown also offers access to the Fox River from Bicentennial Riverfront Park and the Marge Cline Whitewater Course, a significant recreational attraction for the community. The Illinois Route 34 commercial corridor provides a wide diversity of shopping and dining opportunities in various commercial developments. Stores and retail venues located here include Starbucks and Panera Bread, Jewel-Osco, Menards, Home Depot, Target, Kohls and other small and mid-sized brand retailers. Smaller shopping strips and commercial centers are also found in other areas of Yorkville providing service and convenience-related retail.

### PARKS AND OPEN SPACE

In addition to Bicentennial Riverfront Park, the United City of Yorkville manages 45 different parks encompassing 276 acres of land and open space. The parks provide a variety of recreational opportunities ranging from ball fields and basketball courts, playgrounds and unstructured play spaces, trails, and picnic areas and boat launches. In addition, there are a number of private parks operated by local homeowners associations. In close proximity to Yorkville are several state and county-owned parks and forest and nature preserves, including Silver Spring State Park and the Millbrook North and South, Millhurst Fen, Meremech Woods, Hoover and Harris County preserves. Other Kendall County-owned recreational lands include Subat, Lyon, Richard Young, Henneberry, and Pickerell-Pigott forest preserves, all within 20 to 30 minutes driving time of Yorkville. Yorkville is also adjacent to Saw Wee Kee Park along the Fox River and operated by the Oswegoland Park District. These facilities offer picnic areas, boat launches along the Fox River, lodging and summer camp facilities, and nature and educational centers. Although not a recreational center, the Farnsworth House, designed by noted architect Mies van der Rohe and owned by the National Trust for Historic Preservation, is a noted tourism destination in the region, located along a 62-acre site north of the Fox River less than five miles from downtown Yorkville.

### SCHOOLS

Yorkville is served by Yorkville Community Unit School District 115, which is comprised by six elementary schools for grades kindergarten through 6th, two middle and intermediate schools serving grades 7th through 8th and one high school. The district covers an 85 square mile service area and employs approximately 550 teachers and staff. As of the 2014-2015 school year, the School District has a combined enrollment of 5,576 students. The High School has recently completed a $22 million, 90,000 square foot facility expansion.

### COMMUNITY SERVICES

Several institutional and governmental entities and agencies serve the Yorkville community, including Kendall County, the United City of Yorkville, and the Bristol Kendall Fire Protection District. Kendall County maintains its administrative center and other departmental functions in downtown Yorkville, while its County Jail, Court Administration and Health Department are located at the West John Street/ Illinois Route 34 building complex. The United City of Yorkville maintains its offices, including its Police Department, in its Game Farm Road facility adjacent to the Public Library, High School, and High School Academy and Yorkville Grade School complexes. The Bristol Kendall Fire Protection District serves as the fire department for Yorkville and has three fire stations in Yorkville. The United States Post Office is located in northeast Yorkville at the intersection of East Countryside Parkway and McHugh Road.

In addition to governmental services, Yorkville is the location of the new Rush-Copley Medical Center along Illinois Route 34 (Veterans Parkway), which provides a range of medical services from emergency medicine to oncology, OBGYN, and occupational services. A campus of Morris Hospital and Medical Center is located at the intersection of Illinois Routes 47 and 71, offering services in primary and immediate care, diagnostic services, occupational medicine and physical therapy. Medical services are also provided by a



*Downtown Yorkville at the Fox River*



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number of smaller medical facilities and professional offices throughout Yorkville. Other nearby hospitals and medical facilities are located in Oswego, Aurora, Naperville, Plano, and Sandwich. Apart from medical services, Yorkville has 11 churches including Roman Catholic, Congregational, Baptist and Evangelical denominations.

## REGIONAL CONTEXT

Yorkville is one of 284 municipalities that comprise the Chicago metropolitan region, a region that extends geographically over eight counties and includes a population of approximately 8.3 million people. Yorkville is located 50 miles southwest of the City of Chicago, south of Interstate 88 (Ronald Reagan Memorial Highway) and Illinois Route 56, and north and west of Interstate 55 (Stevenson). Its corporate boundaries generally include Base Line Road (Illinois Route 30) to the north, Fairfax Way to the south, Galena Road to the northwest, Veterans Parkway and American Way Road to the east, Illinois Route 126 and Ashley Road to the southwest, West Fox Road and Popular Drive to the southwest, and Eldamain Road to the west. Yorkville is divided in two by the Fox River, which extends from Colgate, Wisconsin to the north to Ottawa, Illinois at the confluence of the Illinois River 31 miles to the southwest.

In addition to its relative proximity to the two Interstates and other arterials that connect Yorkville to adjacent and nearby suburbs and communities, the Chicago region's two airports, Midway International (44 miles) and O'Hare International (50 miles) are within one hour to 90 minute drive times. In addition, Yorkville is located near other small and mid-sized airports, including DuPage County, Joliet Regional, Cushing Airfield, the Aurora Municipal Airport, and the Hinckley Airport in DeKalb County. Yorkville is not currently served by Metra, the northeastern Illinois commuter rail system; the nearest station to Yorkville is 13 miles to the northeast located in the Aurora Transportation Center in downtown Aurora. Bus and other transit services are provided locally in Yorkville by Kendall Area Transit operated by Kendall County. Yorkville's transportation options and connections to other parts of Kendall County and Fox Valley region makes Yorkville fairly accessible and attractive for prospective businesses and residents to locate in the community.

## HISTORIC CONTEXT[3]

The Kendall County and Yorkville area was first settled around 1829 by pioneers and newcomers from the New York state and New England. Although the Blackhawk War of 1832 briefly slowed settlement, the prospect of cheap and fertile land for agriculture and navigable transportation along the Fox River and nearby trails continued to attract many to the area. The first reported permanent structure in Yorkville was built in 1833 by Earl Adams, located south of the Fox River, atop of the hill which is now home to the Kendall County Courthouse. During the same time, Lyman and Burr Bristol began to develop property north of the Fox River. During the years from 1834 to 1836 the community of Bristol, was platted north of the Fox River. In 1835, the Bristol brothers sold their claim on the south side of the Fox River to two cousins, Rulief Duryea and James Cornell, who were originally from New York. In the following year, Duryea laid out the village of Yorkville. In 1856, Captain F.M. Hobbs, laid out the village square in Bristol, which would later be incorporated in 1861 with Yorkville following in 1887. Yorkville's designation as the Kendall County seat in 1859 would guarantee the future growth and development of Yorkville and Bristol.

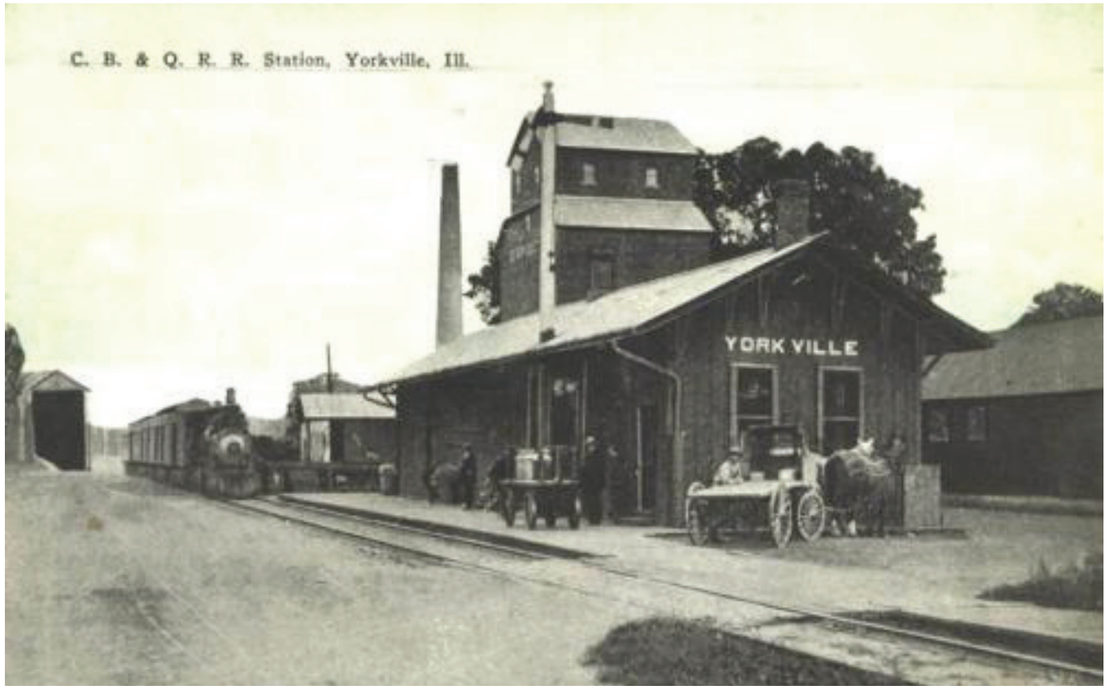
The advent of the railroad to Yorkville in the 1870s spurred the growth of downtown Yorkville with businesses that took advantage of the area's natural resources – businesses that included Squire Dingee's pickle factory, the Yorkville Ice Company, which sold the harvest from the Fox River, and the Renbehn Brothers button factory whose product was made from clam shell found in the Fox River. Several buildings in downtown Yorkville date from this period of development.

These communities continued to grow as similar, but separate entities for over 100 years. The two entities merged as the United City of Yorkville in 1957. The Kendall County Courthouse was originally built in 1864 on the same location it is today. Despite a fire in 1887, the exterior walls of the courthouse are still the same ones built in 1864. Kendall County offices have expanded since the Courthouse was originally built in 1864. Additions were added to the courthouse in the 1950s along with satellite buildings/office space built in 1975 across the street and a new jail, at US 34 and Cannonball Trail, opening in 1992. In 1997, a new courthouse was built to service Kendall County on US 34, and expansion plans are currently underway for the property on US 34 in 2008. The historic courthouse still remains in use serving as offices for other county departments.

## FORM OF GOVERNANCE

The United City of Yorkville was formed and incorporated by the amalgamation of the Villages of Bristol and Yorkville in 1957 and is currently governed by a Mayor-Council form of municipal government managed by a professional administrator. The City Council consists of eight alderman elected from four geographic wards. All alderman along with the Mayor serve four-year terms. The Mayor serves as Yorkville's Chief Executive Officer and votes only in the case of tie among the City Council alderman. In addition to the Mayor and the City Council, there are two other elected administrative posts, including the City Treasurer, responsible for managing the City's financial operations, and the City Clerk, the administrator of all municipal records. Yorkville is currently an Illinois non-home rule community.

Other administrative staff posts and departments that carry out specific functions of the United City include the Police Department, Community Development, Public Library, Engineering and Public Works, Employment and Finance, and Parks and Recreation. There are also several boards and commissions, including the boards of Police and Fire, Library and Parks, and the Planning Commission and Zoning Board of Appeals. There is a Police Pension Board. The City's economic development activities are managed by the Yorkville Economic Development Corporation but the Corporation will be dissolved by the end of 2015.




*Yorkville Train Station, Downtown Yorkville*

[3] *Adapted from the 2008 Yorkville Comprehensive Plan*

[4] *Yorkville, Illinois History Website, Kathy Farren. Retrieved June 2015*

[5] *Ibid*

[6] *Ibid*

[7] *Ibid*

# PREVIOUS PLANS AND STUDIES

Comprehensive plans and plans at the district and neighborhood level are vehicles to establish clear goals and policies for community land use and the development and revitalization of commercial, residential and industrial areas. The following is a review of past planning efforts and initiatives, which provide relevant background information and planning concepts related to transportation, capital improvements, parks and open space and urban design.

## 2014 SOUTH SIDE COMMERCIAL DISTRICT MARKET STUDY

In July of 2014, the United City of Yorkville commissioned The Retail Coach, LLC of Tupelo, Mississippi to prepare a *South Side Commercial District Market Study*. The intent of the *Market Study* was to provide *"a better understanding of the Yorkville South Side Commercial District's retail opportunity in order to provide a foundation for attracting new retail development."*

In its report, The Retail Coach defined a Yorkville South Side Commercial District Primary Trade Area that generally encompasses and area north to south from Illinois Route 34 to Illinois Route 52 and east to west from Schlapp and McKanna Roads to County Line Road and the Fox River. (Note that this trade area is not contiguous with Yorkville's municipal boundary.) The Market Study noted that the trade area population currently stands at 18,504 and is expected to grow to 18,991 by 2020. The median household income within the trade area stands at $76,610.

Using this trade area as a basis for its investigation, the Market Study provided several key conclusions and recommendations, summarized as follows:

- The trade area is currently underserved by retail.
- Retail categories in which particular opportunity exists within the trade area include the general merchandise, grocery, casual sit-down restaurant, pharmacy and drug store, and quick-service restaurant segments.
- While acknowledging the North Side would remain a preferred location for retailing for the foreseeable future, Retail Coach recommended the pursuit of South Side retail development, noting in the Market Study that *"[a]s residential growth continues to grow in the South Side Commercial District, retail growth will follow."*
- Retail Coach outlined a plan for Yorkville to engage retailers' interest in the South Side Commercial District. Broadly, this plan consists of a series of steps that include attending regional and national trade shows, continuing to foster close relationships with property owners, and taking a proactive, long-term approach while exercising patience and perseverance.
- The Market Study identified ten key undeveloped or underdeveloped properties within the South Side Commercial District to serve as a starting point for growth efforts. The properties, which range from 0.93 to 23.95 acres in size, are all located along the Illinois 47 and Illinois 71 corridors. The Study summarized physical attributes, traffic counts, and proximate retail for each site and provided conclusions regarding the highest and best use of each site.

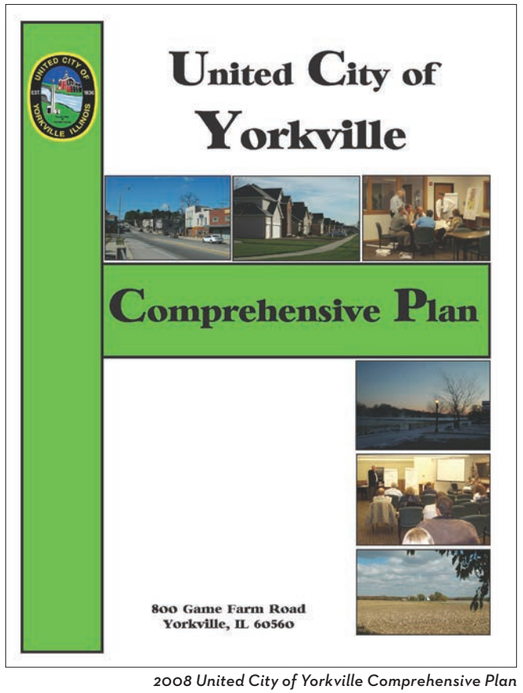
## 2009 DESIGN GUIDELINES

In 2009, the United City of Yorkville prepared a comprehensive set of Design Guidelines intended to "maintain the unique character and acknowledge the heritage of Yorkville." The Design Guidelines is also meant to "*provide flexibility while achieving a sense of continuity and visual harmony with the United City of Yorkville.*"

Preserving and maintaining open space, promoting connectivity between adjacent developments, and ensuring proper design transitions between different land uses are key objectives described in the Design Guidelines document. Other objectives include incorporating existing site characteristics and landscape elements within new developments, ensuring building facades and elevations are designed with articulation and visual interest, and enhancing the pedestrian environment with the careful installation of courtyards, plazas, trails and view corridors as part of new developments. Traffic and parking circulation, commercial signage, gateways and wayfinding, street lighting are also addressed.

## 2008 YORKVILLE COMPREHENSIVE PLAN

In 2008, the United City of Yorkville adopted an update to its Comprehensive Plan, which had been prepared in previous years in two parts, one plan for the planning area south of the Fox River and one for the north. It was the intent of the Comprehensive Plan to "create a vision and strategy for the management and growth over the next five to ten years," with a long-term vision that recognizes Yorkville *"as continu(ing) to embody the social and physical characteristics of a small town—epitomized by a sense of community and a charming, revitalized downtown."*




*2008 United City of Yorkville Comprehensive Plan*

The Comprehensive Plan was prepared with the involvement of a 30-member citizen steering committee, the City's Planning Commission and Yorkville elected officials and staff, and including a thorough analysis and assessment of various planning issues related to community demographics, natural resources, land use and transportation, and community facilities. Accordingly, the planning goals, policies and strategies of the Comprehensive Plan were organized around four major planning areas: land use, community facilities, infrastructure and natural resources. Apart from these major planning areas, the Comprehensive Plan does not provide a chapter on plan implementation actions and initiatives.

The Comprehensive Plan's land use strategy organizes land use in Yorkville into four residential land use classifications, two commercial, two industrial and office use districts, one mixed use classification, and two institutional categories, one for parks and open space and the other for public or quasi-public uses. A focus of the residential land use classifications is to "provide quality, distinct, and creative housing opportunities which preserve existing natural areas and emulate the unique character of the United City of Yorkville." In addition, future residential development should "provide a variety of housing types, as well as opportunities for citizens to interact with each other, their natural surroundings and the entire United City of Yorkville." Commercial land use objectives stress the need to promote "market-sensitive" development located in areas that meet the needs of adjacent residential neighborhoods; interestingly, downtown Yorkville is not assigned a particular land use classification nor addressed in detail in the plan document. Other aspects of the Comprehensive Plan provide recommendations on promoting quality new development, enhancing parks and environmentally sensitive areas, conserving water, improving neighborhoods, and planning efficiently and effectively for new infrastructure investments. Transportation and utilities are also accorded separate chapters.



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## 2008 PARKS AND RECREATION MASTER PLAN

In 2008, the Parks and Recreation Department completed a comprehensive assessment of its parks and open space system in order to create a long-term plan for future investments in parks and park facilities. As part of the assessment, an analysis of community demographics was undertaken along with a community mail survey administered by Northern Illinois University. In addition, all parks and park facilities were also inventoried. Major Master Plan recommendations include the future development of an indoor recreation facility and a new park south of the Fox River. Additional initiatives in creating new greenways and in linking bike trails together throughout Yorkville were other key recommendations made within the Master Plan.

## 2005 DOWNTOWN VISION PLAN

In 2005, a Downtown Vision Plan was prepared to help "improve the regional image and economic base" and viability of downtown Yorkville. The Plan evaluated several planning issues, including its housing, business and employment mix, and provided a listing of downtown strengths to its long-term revitalization, among them being its ready access to the Fox River waterfront, its intact street wall of historic commercial buildings, adjacency to traditional neighborhoods and its high traffic count along Illinois Route 47. Key weaknesses include its lack of newer commercial spaces, competition from nearby commercial areas, and the distances between the downtown district and outlying Yorkville subdivisions. Major plan recommendations focus on downtown streetscape improvements, the redevelopment of the Fox River waterfront with a plaza space and additional community facilities, the installation of a new "city green" along the east side of Illinois Route 47 and the construction of a new City Hall to the east of the city green. The Vision Plan provides several schematic concepts for downtown's long-term development; implementation actions and initiatives are not provided in the plan document.



*2005 Downtown Vision Plan*

## OTHER PLANS AND STUDIES

Other plans, studies and memorandums related to transportation and infrastructure were also reviewed as part of this analysis phase. These include documents from the City of Yorkville and other local and regional agencies.

- ***Chicago Metropolitan Agency for Planning (CMAP) GO TO 2040 Plan.*** The long-range transportation plan for the Chicago metropolitan planning organization provided the background for major regional transportation projects that will impact Yorkville. Two regional projects would affect Yorkville. The first is the proposed Prairie Parkway, which would travel through southwest Yorkville. Currently, planning for the Prairie Parkway is on hold and no funding has been earmarked for the project. The proposed improvement remains a part of the regional plan for future consideration. The second is the proposed extension of the Metra BNSF Line. A Yorkville commuter station would be planned along the line. Preliminary Engineering and an Environmental Assessment are currently being conducted by Metra. Both projects are listed in the unconstrained part of the plan. This means that while these projects are included in the long range plan, there is no funding available for implementation. The regional plan is updated every five years and the project status will be reconsidered at that time.

- ***Blackberry Creek Watershed Action Plan.*** In 2001, the Chicago Metropolitan Agency for Planning prepared an action plan for protecting the water quality and watershed health of the Blackberry Creek watershed, which includes much of the western portions of Yorkville's land area. The Action Plan proposes a combination of best management practices and educational initiatives to maintain and enhance the watershed's function and health.

- ***Illinois Department of Transportation (IDOT) Projects***. IDOT prepares a multi-year plan and manages a web page that serves as a resource for identifying studies and projects currently under way within Illinois. The multi-year plan and website were visited to obtain information for all projects and studies that will impact Yorkville. Conversations also were conducted with IDOT officials to determine the status of state projects.

- ***Kendall County Highway Department.*** The Kendall County Highway Department was interviewed as part of the planning process to identify and discuss all highway projects managed by the County that impact Yorkville. This included the identification of the Wikaduke Trail, a planned multi-county highway project located east of Yorkville that, when completed, will connect Interstates 55 to 80 through Will, Kane, DuPage, and Kendall Counties. The Eldamain Road Bridge over the Fox River, while planned, is not programmed for construction as of 2015.

- ***Boundary Agreements.*** Yorkville has boundary agreements with neighboring municipalities in order to manage growth and development. Yorkville has agreements with the municipalities of Plano, Sugar Grove, Montgomery, and Oswego.

- ***City of Yorkville Capital Improvement Program (2015-2019).*** The City of Yorkville's capital improvement program (CIP) was reviewed to identify all capital needs regarding transportation and utilities. City staff was interviewed as part of the planning process to identify capital needs.

- ***Integrated Transportation Plan (2009).*** The City of Yorkville prepared an Integrated Transportation Plan in 2009 that proposed a multi modal transportation network. This plan, which built off of recommendations from the City's 2008 Comprehensive Plan, was used to identify bicycle, pedestrian, and automobile needs for the City.

- ***City of Yorkville Memorandum: Eldamain Road Reconstruction – Intergovernmental Agreement, dated December 10, 2010.*** This memorandum provided information regarding the alignment of Eldamain Road through Yorkville.

# COMMUNITY PROFILE

The United City of Yorkville is located approximately 50 miles southwest of Chicago in Kendall County, Illinois, considered in the last decade to be one of the fastest-growing counties in the country.[1] Yorkville is currently the seat of Kendall County government with complexes located in downtown Yorkville and along Illinois Route 34 at John Street and Cornell Lane. Yorkville is located along the Fox River between the communities of Sugar Grove to the north, Montgomery and Oswego to the east, Plano to the west, and mostly unincorporated Kendall County land to the south. Yorkville's approximate land area, including land and water, is 20 square miles. Two of Illinois' largest cities – Aurora and Joliet – lie ten miles to the northeast and 20 miles to the southeast, respectively.

## DEMOGRAPHIC CHARACTERISTICS

According to the 2010 United States Census, Yorkville's population was 16,921, a more than two-fold increase since the year 2000 due to new residential development and growth. That growth, not surprisingly, came to an end with the housing market crisis and national recession that began in late 2007 and continued through mid-2009. Post-recession population gains have been much more modest, with the City adding, by current estimates, fewer than 1,000 new residents between 2010 and 2014. Growth for the next five years is projected by Esri Business Analyst to be somewhat more robust, however, with the City adding approximately 300 new residents per year, for an annual growth rate of 1.5 percent.

By current estimates, Yorkville is home to 6,240 households with an average size of 2.85 persons per household. Household size has risen slightly since 2000 when the average size stood at 2.76 persons, reflecting the City's growing attractiveness to families with children. Over the next five years, Yorkville is projected to add roughly 460 households, with the average household size rising to 2.87 persons. The estimated median age of Yorkville residents stands at 34.6 years, slightly higher than that of Kendall County as a whole at 33.7 years.

Interestingly, like many areas of the country, Yorkville's population is aging. By 2019, the median age within the City is expected to have risen to 35.1 years as the proportion of residents age 20 to 34 falls from 19.4 to 18.6 percent, while that of residents age 55 and above increases from 19.7 to 20.5 percent. Notably, the proportion of residents age 35 to 54 – the primary target market for much of the single family housing built over the last two decades within the City – is expected to remain essentially unchanged.

[1] *Kendall County Website. Kendall County, retrieved June 1, 2015*

[2] *Esri Business Analyst, Goodman Williams Group*

**Table 3.1: Demographic Trends Chart**

| | 2000 CENSUS | 2010 CENSUS | CHANGE 2000-2010 | 2014 ESTIMATE | 2019 PROJECTION | CHANGE 2014-2019 |
|---|---|---|---|---|---|---|
| **Population** | | | | | | |
| *Total Population* | *6,189* | *16,921* | *173.4%* | *17,878* | *19,313* | *8.0%* |
| *Median Age* | *33.2* | *32.4* | *-2.4%* | *34.6* | *35.1* | *1.4%* |
| **Households** | | | | | | |
| *Total Households* | *2,220* | *5,912* | *166.3%* | *6,240* | *6,701* | *7.4%* |
| Average Household Size | 2.76 | 2.84 | 2.9% | 2.85 | 2.87 | 0.7% |
| *Family Households* | *1,665* | *4,389* | *163.6%* | *4,773* | *5,112* | *7.1%* |
| Average Family Size | 3.22 | 3.31 | 2.8% | 3.27 | 3.29 | 0.6% |
| **Income** | | | | | | |
| *Total Households* | $60,391 | $82,007 | 35.8% | $90,653 | $100,891 | 11.3% |

*Source: U.S. Census Bureau and Esri Business Analyst (estimates and projections)*

THE MEDIAN AGE OF YORKVILLE RESIDENTS FELL THROUGH THE 2000S AS YOUNGER FAMILIES WITH CHILDREN MOVED TO THE CITY. HOWEVER, IN THE LAST FIVE YEARS IT HAS RISEN AS THESE FAMILIES HAVE AGED.

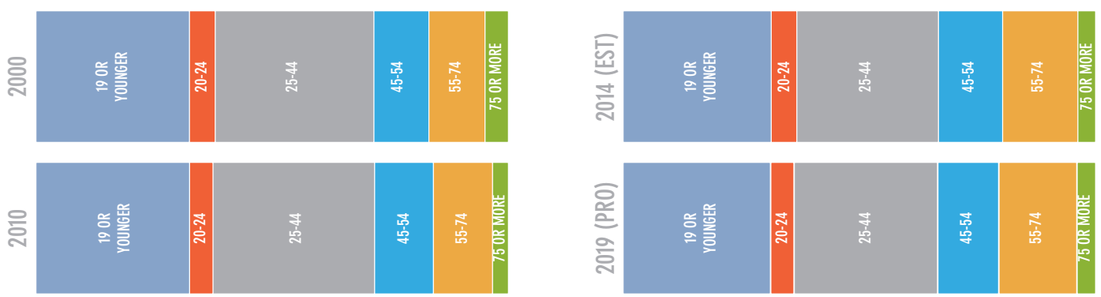
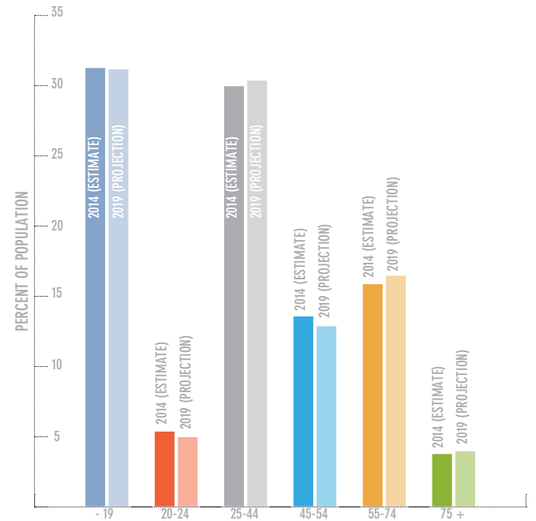



**Table 3.2: Resident Age Distribution Chart**

| | 2000 | 2010 | 2014 (est) | Change % 2000 - 2014 |
|---|---|---|---|---|
| *19 or Younger* | *2,006* | *5,491* | *5,593* | *+ 178.8* |
| *20 - 24* | *338* | *840* | *971* | *+ 187.3* |
| *25 - 44* | *2,081* | *5,793* | *5,362* | *+ 157.7* |
| *45 - 54* | *721* | *2,107* | *2,430* | *+ 237.0* |
| *55 - 74* | *736* | *2,120* | *2,849* | *+ 287.1* |
| *75 or More* | *307* | *570* | *672* | *+ 118.9* |
| **Median Age** | **33.2** | **32.4** | **34.6** | **+ 4.2** |

**Graph 3.1: Population by Age**






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## HOUSEHOLD CHARACTERISTICS

Yorkville exhibits considerable income strength, with a 2014 estimated median household income of $90,653. This is slightly higher than that of Kendall County, at $89,472, and considerably higher than the Chicago metropolitan area as a whole, at $62,118 (by 2013 Census estimates). Nearly two thirds of Yorkville households have incomes of $75,000 or more, and almost 45 percent have incomes of $100,000 or more. At the other end of the spectrum, less than 13 percent of households have incomes of $35,000 or less.

As illustrated in Figure 3.1, higher income households are most prevalent in the far eastern and southern portions of the City, where median household income stands above $100,000. In other areas, median income ranges from $75,000 to $100,000. In comparison to neighboring communities, Yorkville is in the middle of the median household income range. Figure 3.1 also outlines the highly irregular municipal boundaries of Yorkville, a result of the numerous annexations of farmland for planned and built subdivisions.

**Table 3.3: Household Income Distribution Chart**

| TOTAL HOUSEHOLDS | 2000 CENSUS | | 2014 ESTIMATE | |
|---|---|---|---|---|
| | 2,256 | 100.0% | 6,240 | 100.0% |
| <$15,000 | 124 | 5.5% | 205 | 3.3% |
| $15,000-$24,999 | 175 | 7.8% | 302 | 4.8% |
| $25,000-$34,999 | 193 | 8.6% | 268 | 4.3% |
| $35,000-$49,999 | 405 | 18.0% | 580 | 9.3% |
| $50,000-$74,999 | 652 | 28.9% | 986 | 15.8% |
| $75,000-$99,999 | 382 | 16.9% | 1,119 | 17.9% |
| $100,000-$149,999 | 246 | 10.9% | 1,742 | 27.9% |
| $150,000-$199,999 | 35 | 1.6% | 649 | 10.4% |
| $200,000+ | 44 | 2.0% | 389 | 6.2% |
| **Median HH Income** | **$60,391** | | **$90,653** | |

MEDIAN HOUSEHOLD INCOME ROSE 50% BETWEEN 2000 AND 2014. THE PERCENT OF YORKVILLE HOUSEHOLDS EARNING $75,000 OR MORE ROSE FROM 31% IN 2000 TO 63% IN 2014.

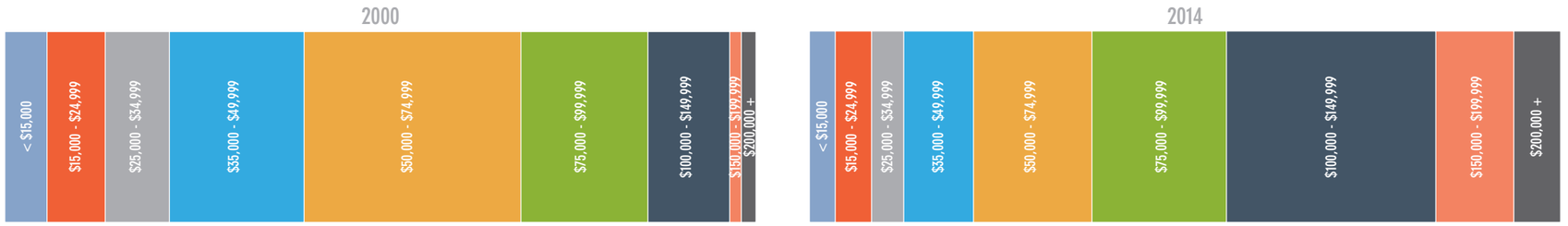
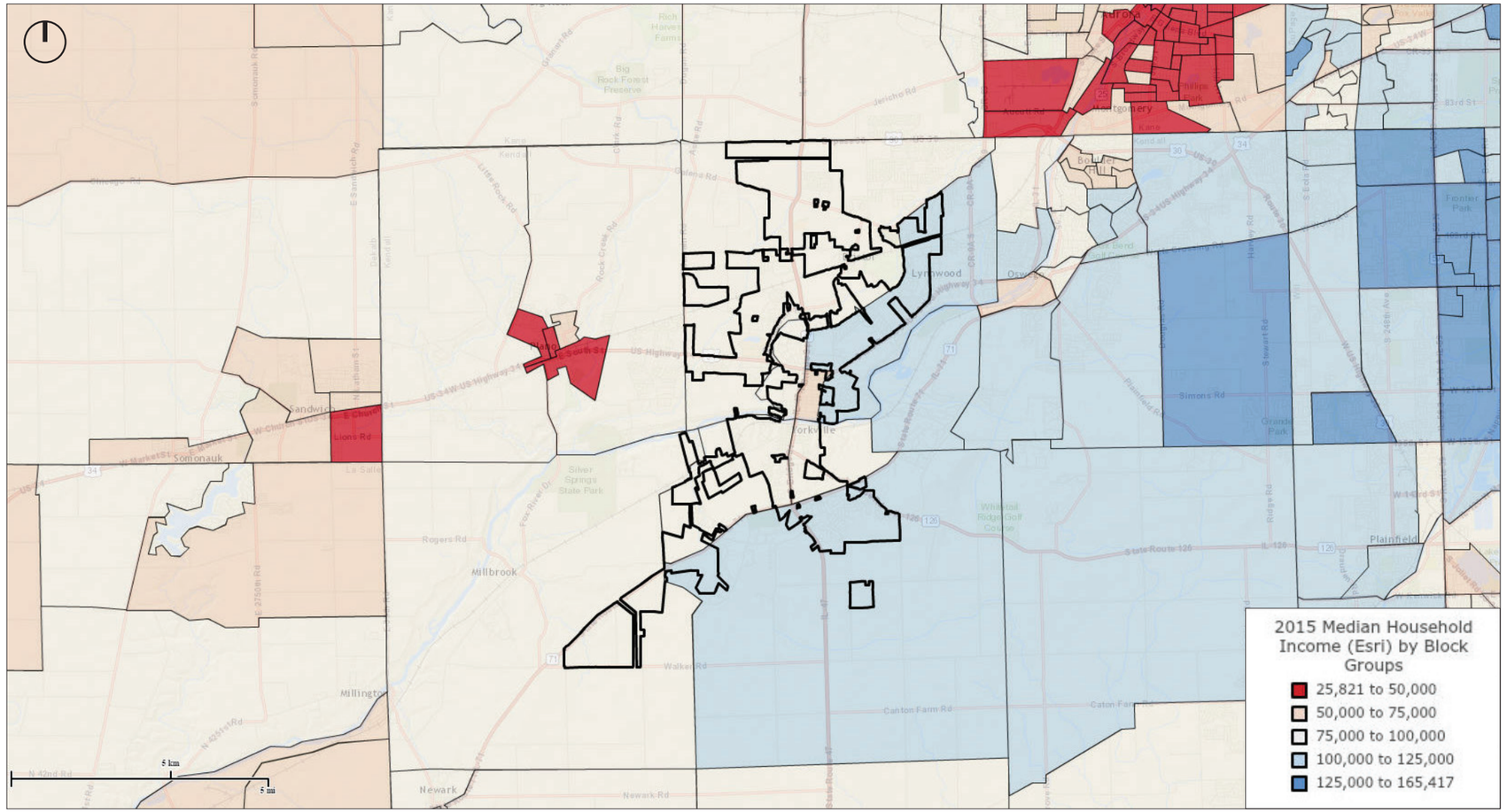



**Figure 3.1: 2015 Median Household Income by Census Block Group**




*Source: Esri Business Analyst Online*

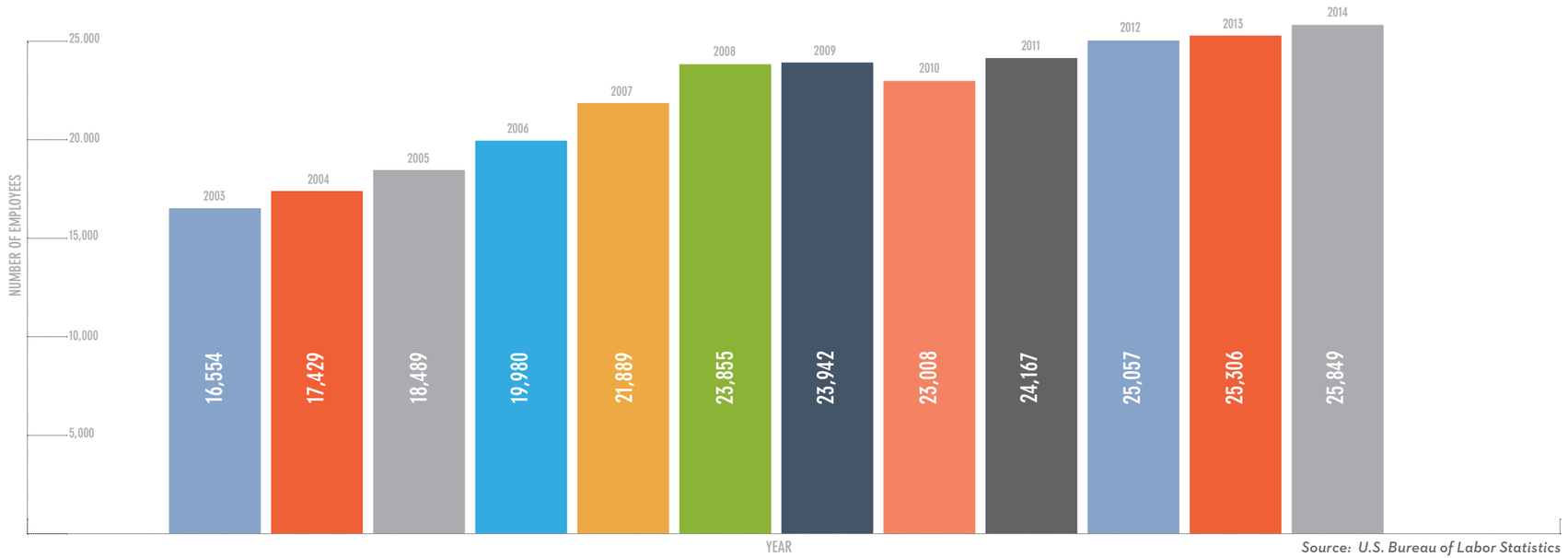
## EMPLOYMENT TRENDS

The most recent American Community Survey (ACS) estimates Kendall County had a resident workforce of 51,874 people in 2010. Of these, slightly more than 28 percent worked within the County itself, with the majority (nearly 72 percent) of residents commuting outside the County, primarily to DuPage, Kane, and Cook Counties for work.

Year-over-year employment growth in Kendall County flagged after 2008 as the regional economy, like the nation as a whole, suffered through the economic recession.

However, unlike many other counties in metropolitan Chicago, Kendall County experienced just one year of employment losses. After this, employment growth resumed. Indeed, the County has seen the addition of more than 2,800 jobs since cyclical labor market lows were experienced in 2010, with total employment now standing some 1,900 jobs higher than that reached in 2009 during the previous high.

### Graph 3.2: Trends in Nonfarm Employment - Kendall County, Illinois



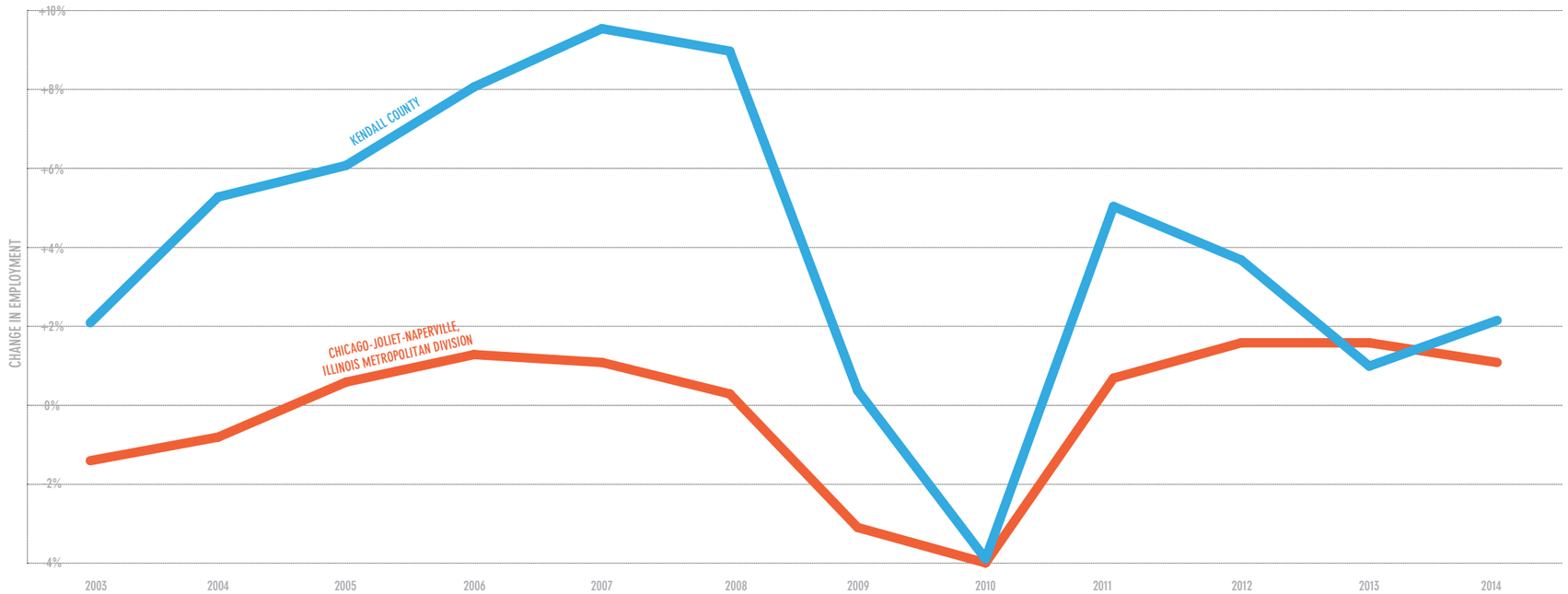

*Source: U.S. Bureau of Labor Statistics*

### Table 3.4: Kendall County Resident Workforce by County of Employment

| EMPLOYED IN | WORKERS | % |
|---|---|---|
| *Kendall* | *14,583* | *28.1* |
| *Du Page* | *13,626* | *26.3* |
| *Kane* | *10,242* | *19.7* |
| *Cook* | *6,429* | *12.4* |
| *Will* | *4,687* | *9.0* |
| *De Kalb* | *777* | *1.5* |
| *Grundy* | *394* | *0.8* |
| *McHenry* | *186* | *0.4* |
| *Other* | *950* | *1.8* |
| **Total** | **51,874** | **100.0** |

*Source: U.S. Census Bureau, 2006-2010 American Community Survey*

### Graph 3.3: Year-Over-Year Change in Employment - Kendall County and Chicago-Joliet-Naperville, IL Metropolitan Division




*Source: U.S. Bureau of Labor Statistics*

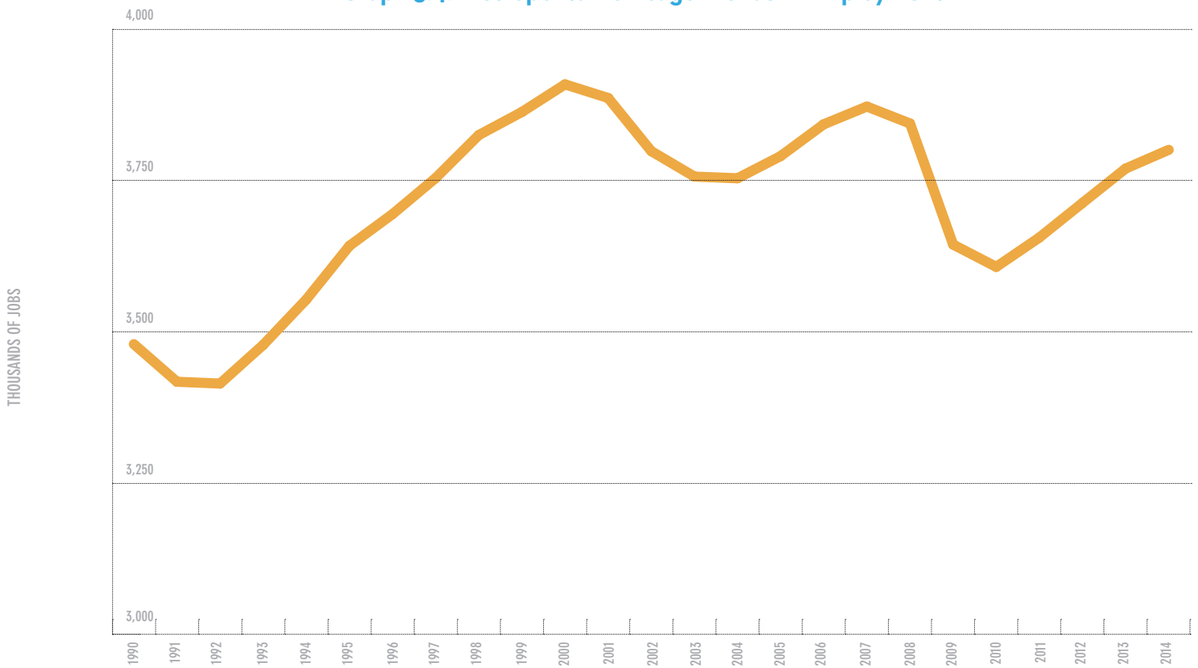


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However, it should be noted, given the importance of the regional labor market to residents of Kendall County, employment within the eight-county Chicago metropolitan area as a whole, has yet to fully recover from employment losses experienced in 2008 and 2009 and, as of the end of 2014, remained some 72,000 jobs below levels seen in 2007.

The largest private employer in Kendall County is heavy equipment manufacturer Caterpillar, Inc., which employees approximately 2,500 people at its Montgomery/Oswego facility. The Menards Distribution Center, located in Plano across Eldamain Road from the Yorkville's municipal limits, is the County's second largest employer, with 600 workers. The largest private employer in the City of Yorkville is Raging Waves Water Park, which employs 450 people seasonally. Wrigley Manufacturing Company, with 355 workers, is the City's second largest employer. Wrigley is planning to add 75 jobs in 2015 by expanding their capacity to produce Skittles at the Yorkville location. In the public sector, Kendall County employs 345 people at its offices and locations in Yorkville, while Yorkville School District Number 115 employs 550 teachers and staff.

**Graph 3.4: Metropolitan Chicago Trends in Employment**




*Source: U.S. Bureau of Labor Statistics*

**Table 3.5: Major Employers in Kendall County and Yorkville**

| COMPANY | # OF EMPLOYEES | INDUSTRY | LOCATION |
|---|---|---|---|
| Top Kendall County Employers | | | |
| *Caterpillar, Inc.* | *2,500* | *Manufacturing* | *Montgomery/Oswego* |
| *Menards Distribution Center* | *600* | *Distribution* | *Plano* |
| *Plano Molding* | *310* | *Manufacturing* | *Plano/Sandwich* |
| *Walmart* | *500* | *Retail/Commercial* | *Oswego/Plano* |
| *Wrigley Manufacturing* | *355* | *Manufacturing* | *Yorkville* |
| Top Yorkville Private Employers, 2012 | | | |
| *Raging Waves Water Park (seasonal)* | *450* | *Entertainment* | *Route 47* |
| *Wrigley Manufacturing Company LLC* | *355* | *Manufacturing* | *Route 47* |
| *Super Target* | *180* | *Retail/Commercial* | *Kendall Marketplace* |
| *Menards Mega Store Yorkville* | *140* | *Retail/Commercial* | *Yorkville Crossing* |
| *Jewel/Osco* | *130* | *Retail/Commercial* | *Yorkville Marketplace* |
| *Newly Weds Foods* | *130* | *Retail/Commercial* | *Route 47* |
| *Kohl's* | *115* | *Retail/Commercial* | *Kendall Marketplace* |
| *Boombah, Inc* | *90* | *Wholesale* | *Route 47* |
| *Hillside Health Care Center* | *90* | *Medical* | *Route 34* |
| *Home Depot* | *85* | *Retail/Commercial* | *Kendall Marketplace* |
| Top Yorkville Public Employers, 2012 | | | |
| *Kendall County* | *345* | *Public Service* | - |
| *Yorkville School District #115* | *550* | *Public Service* | - |
| *United City of Yorkville* | *145* | *Public Service* | - |
| *United States Postal Service* | *100* | *Public Service* | - |

*Sources: Economic Development of Kendall County, Yorkville Economic Development Corporation*

# EXISTING LAND USE

An important step in the formulation of a Comprehensive Plan is an analysis of existing land uses. This analysis not only identifies what and where particular uses have occurred, but highlights where future development might occur and where land use conflicts may exist or develop. The existing land use calculations provided in this chapter will also allow for a comparison with future land use calculations to determine the extent of land that is available for future land development.

This section describes the existing land use conditions within the United City of Yorkville, and provides a specific focus on the types of uses that exist in particular areas, its relevant zoning, and the overall quality of the built environment and surroundings. The information and data provided in this section has been obtained through field work and visual assessment, and analysis of existing land use maps and other data.

Land use is typically the central element of a comprehensive plan since it establishes the community's overall urban form and physical configuration, including where specific land uses are located and how transportation and infrastructure systems are designed and instituted to support those land uses. Yorkville's land use pattern and the physical conditions in which those uses are found serve as the basis point for determining a future land use map and land use policies that will guide both public and private users of the land.

Figures 3.2 and 3.3 exhibit the existing land use conditions within Yorkville's planning area. The map was prepared using the City's Geographic Information System (GIS) and field review of existing land use along with an analysis of entitled and proposed development areas and subdivisions within Yorkville. The Existing Land Use Map is used in understanding current land use conditions and in determining future land use directions.

Land use categories have been divided into seven land use classifications: Residential, Commercial, Office, Industrial, Public/Quasi Public, Park/Open Space, and Agricultural.

***Residential:*** Classifies all residential properties and developments and includes residential in agricultural areas which are on a separate parcel than the primary agricultural use.

***Commercial:*** Identifies all existing commercial areas including the downtown and corridor commercial areas.

***Office:*** Classifies all existing office uses, including areas along Illinois Route 47 and Schoolhouse Road.

***Industrial:*** Identifies all existing industrial areas.

***Public/Quasi Public:*** Classifies all existing governmental buildings and institutions, including the Kendall County government complexes, United City of Yorkville facilities, the Public Library, and local schools and churches.

***Park/Open Space:*** Identifies all existing parks, recreational facilities and conserved open space.

***Agricultural:*** Lands not classified as any of the previous existing land uses listed above is considered agricultural.

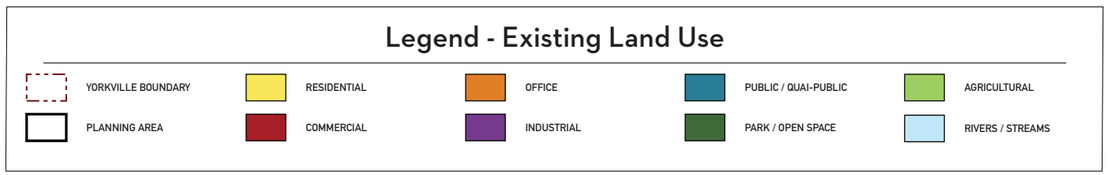



**Figure 3.2: Existing Land Uses North of the Fox River**

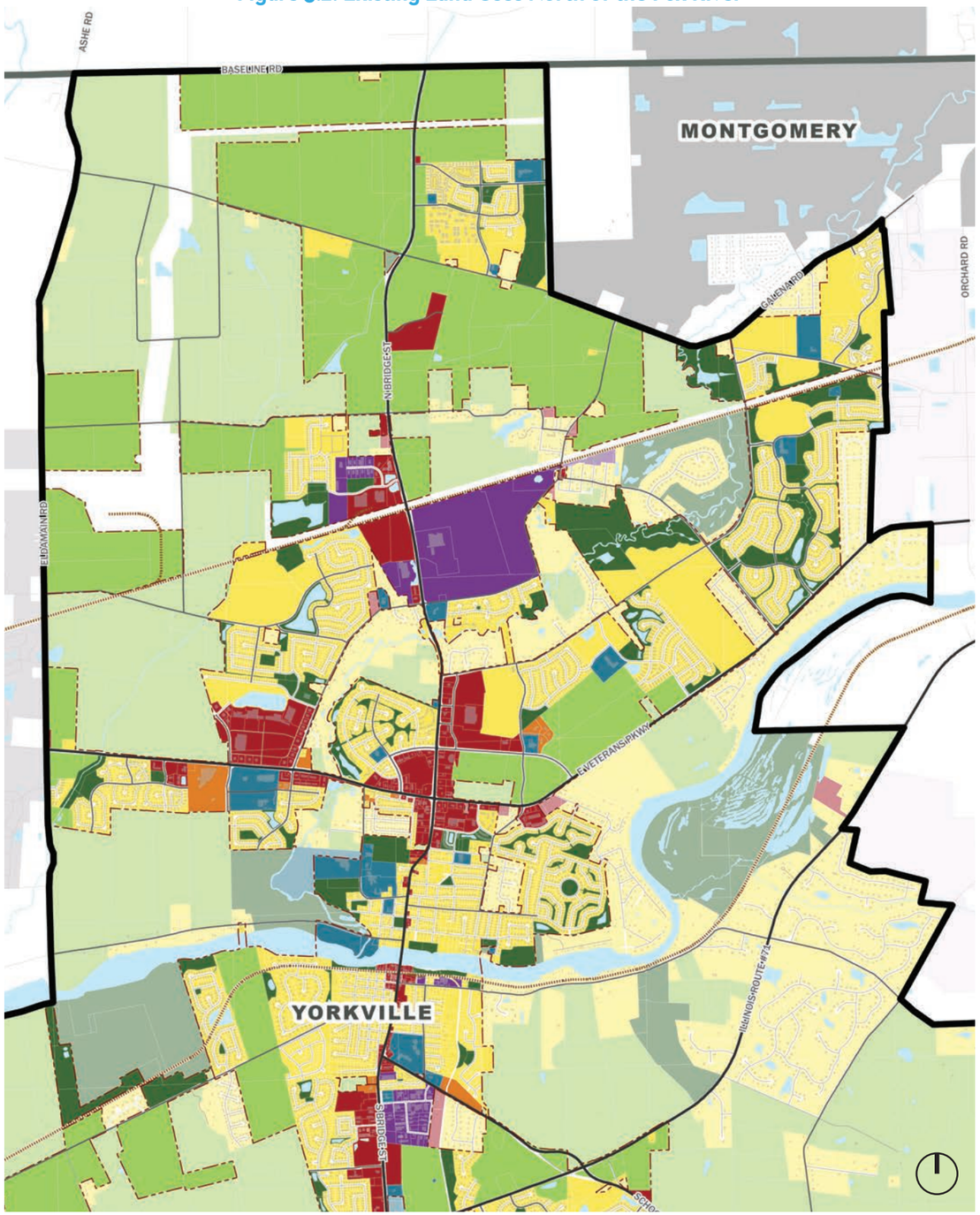



*Figure 3.2 - Existing Land Uses North of the Fox River*



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**Figure 3.3: Existing Land Uses South of the Fox River**

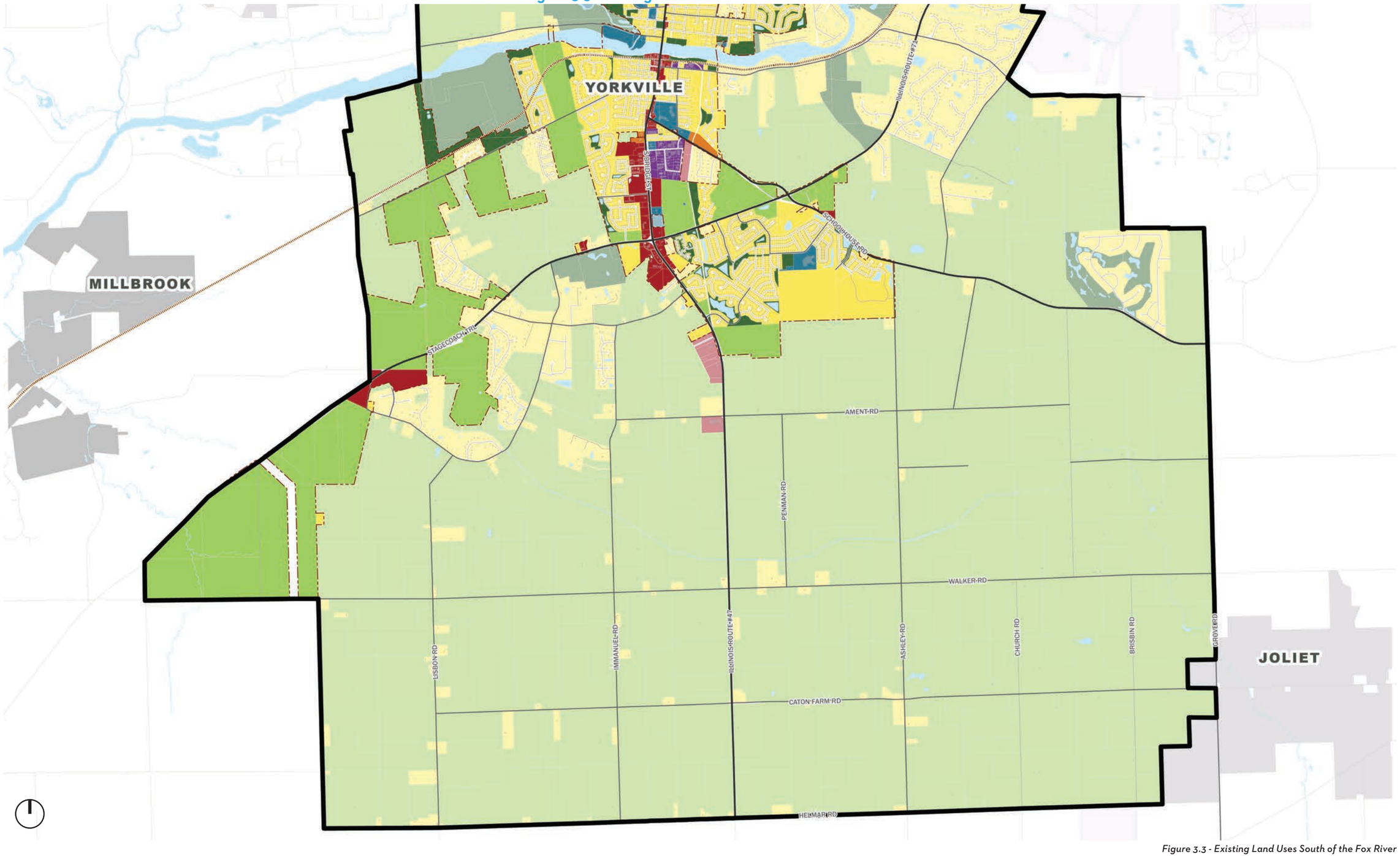



*Figure 3.3 - Existing Land Uses South of the Fox River*

## LAND USES WITHIN THE PLANNING AREA

Land use in Yorkville can also be described and analyzed according to what exists within the planning area and its Municipal Boundary, given that the Planning Boundary covers a more extensive land area. The distribution of various land uses within the Yorkville planning area are summarized in Table 3.6 and illustrated in Graph 3.5.

The predominate land use in the planning area is agricultural with 32,531 acres of land (71.9 percent), largely due to the inclusion of extensive agricultural land south of Yorkville's municipal boundaries to Helmar Road, east to Grove Road, and west along Stagecoach Road. A significant portion of agricultural land can also be found north and west of Yorkville's municipal boundaries to Baseline and Eldamain Roads. This percentage of agricultural land still largely reflects the agricultural nature of unincorporated Kendall County. Other significant land uses include residential at 8,494 acres (18.8 percent), reflecting the mostly residential character of incorporated Yorkville, and parks and open space at 2,526 acres (5.6 percent), which includes the municipal parks and recreational facilities along with Kendall County Forest Preserve land. Other land uses, including commercial, industrial and public/quasi-public, comprise less than five percent of the remaining land uses in the planning area.



*Residential Land Uses*



*Agricultural Land Uses*

**Table 3.6: Existing Land Uses within the Planning Area**

| LAND USE | AREA (ACRES) | PERCENTAGE |
|---|---|---|
| Planning Area | 45,251 | 100% |
| *Residential* | *8,494* | *18.8%* |
| *Business* | *932* | *2.1%* |
| Commercial | 849 | 1.9% |
| Office | 83 | 0.2% |
| *Industrial* | *419* | *0.9%* |
| *Public/Quasi-Public* | *349* | *0.8%* |
| School/Institution | 187 | 0.4% |
| Church | 52 | 0.1% |
| Government | 110 | 0.2% |
| *Park/Open Space* | *2,526* | *5.6%* |
| *Agricultural* | *32,531* | *71.9%* |

*Source: United City of Yorkville GIS*




**Graph 3.5: Existing Land Uses within the Planning Area**

*Graph 3.5 - Existing Land Use within the Planning Area*



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## LAND USES WITHIN THE MUNICIPAL BOUNDARY

The distribution of the various land uses within the Yorkville Municipal Boundary are summarized in Table 3.7 and illustrated in Graph 3.6.

Within the Municipal Boundary, agricultural use still predominates as the major land use although in less proportion at 5,348 acres (45.1 percent) than in the planning area. Residential land use is the second most predominate land use category at 3,940 acres (33.2 percent), again reflecting Yorkville's overall residential character. As opposed to the planning area, commercial, office and industrial land use account for a slightly larger portion of the overall land use pattern with commercial and office comprising 815 acres (6.9 percent) and industrial 410 acres (3.5 percent) of total land area. In addition, public/quasi-public, and parks and open space also encompass an increased portion of land area at 298 acres (2.5 percent) and 1,059 acres (8.9) respectively. Irrespective of the agricultural land within the Municipal Boundary, the overall Yorkville land use mix appears to be fairly balanced between residential, commercial, and public/quasi-public uses.




*Commercial Land Uses*

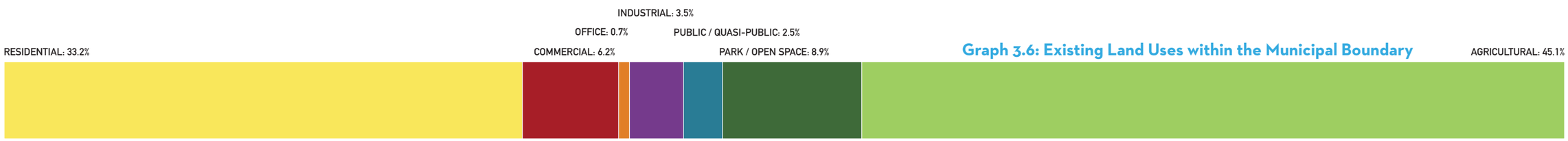


*Park/Open Space Land Uses*

**Table 3.7: Existing Land Uses within the Municipal Boundary**

| LAND USE | AREA (ACRES) | PERCENTAGE |
|---|---|---|
| Municipal Boundary | 11,870 | 100% |
| *Residential* | 3,940 | 33.2% |
| *Business* | 815 | 6.9% |
| Commercial | 732 | 6.2% |
| Office | 83 | 0.7% |
| *Industrial* | 410 | 3.5% |
| *Public/Quasi-Public* | 298 | 2.5% |
| School/Institution | 143 | 1.2% |
| Church | 52 | 0.4% |
| Government | 103 | 0.9% |
| *Park/Open Space* | 1,059 | 8.9% |
| *Agricultural* | 5,348 | 45.1% |

*Source: United City of Yorkville GIS*




**Graph 3.6: Existing Land Uses within the Municipal Boundary**

*Graph 3.6 - Existing Land Use within the Municipal Boundary*

# ZONING DISTRICTS

The United City of Yorkville adopted a new Zoning Ordinance on November 25, 2014. While there have been many individual text amendments to the Zoning Ordinance over the years, a revision of the entire ordinance has not been undertaken since the Zoning Ordinance was last adopted in its entirety in 1974.

Yorkville is has 17 different zoning district classifications, including:

- A-1 Agricultural District
- OS-1 Open Space (Passive) District
- OS-2 Open Space (Recreational) District
- E-1 Estate District
- R-1 Single-Family Suburban Residence District
- R-2 Single-Family Traditional Residence District
- R-2 Duplex, Two-Family Attached Residence District
- R-3 Multifamily Attached Residence District
- R-4 General Multifamily Residence District
- O Office District
- B-1 Local Business District
- B-2 Retail Commerce Business District
- B-3 General Business District
- B-4 Service Business District
- M-1 Limited Manufacturing District
- M-2 General Manufacturing District
- PUD Planned Unit Development District

**Table 3.8: Zoning Districts**

| ZONING DISTRICT | ACRES | % |
|---|---|---|
| Municipal Boundary | 11,942 | 100.0% |
| ***Residential Zoning Districts*** | ***7,259*** | ***61%*** |
| E-1 Estate District | 311 | 2.6% |
| R-1 Single-Family Suburban Residence District | 454 | 3.8% |
| R-2 Single-Family Traditional Residence District | 5,161 | 43.2% |
| R-2 Duplex, Two-Family Attached Residence District | 143 | 1.2% |
| R-3 Multifamily Attached Residence District | 740 | 6.2% |
| R-4 General Multifamily Residence District | 450 | 3.8% |
| ***Business Zoning Districts*** | ***1,296*** | ***11%*** |
| O Office District | 82 | 0.7% |
| B-1 Local Business District | 4 | 0.03% |
| B-2 Retail Commerce Business District | 84 | 0.7% |
| B-3 General Business District | 1125 | 9.4% |
| B-4 Service Business District | 1 | 0.01% |
| ***Manufacturing Zoning Districts*** | ***1,049*** | ***9%*** |
| M-1 Limited Manufacturing District | 663 | 5.6% |
| M-2 General Manufacturing District | 386 | 3.2% |
| ***Open Space Zoning Districts*** | ***303*** | ***3%*** |
| OS-1 Open Space (Passive) District | 92 | 0.8% |
| OS-2 Open Space (Recreational) District | 211 | 1.8% |
| ***A-1 Agricultural District*** | ***1008*** | ***8.4%*** |
| ***PUD Planned Unit Development District*** | ***919*** | ***7.7%*** |
| ***Forest Preserve*** | ***108*** | ***0.9%*** |

*Source: United City of Yorkville GIS*

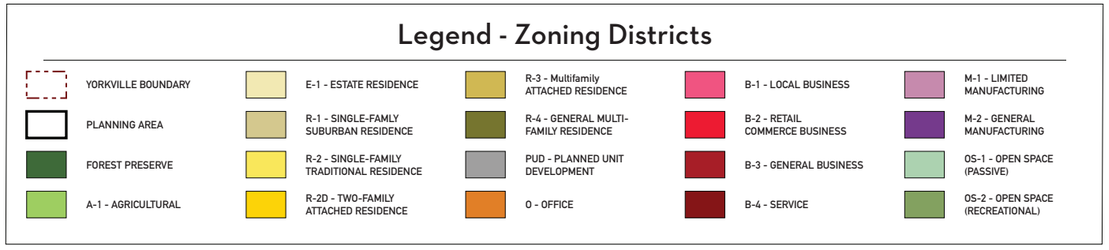



**Figure 3.4: Zoning Districts North of the Fox River**

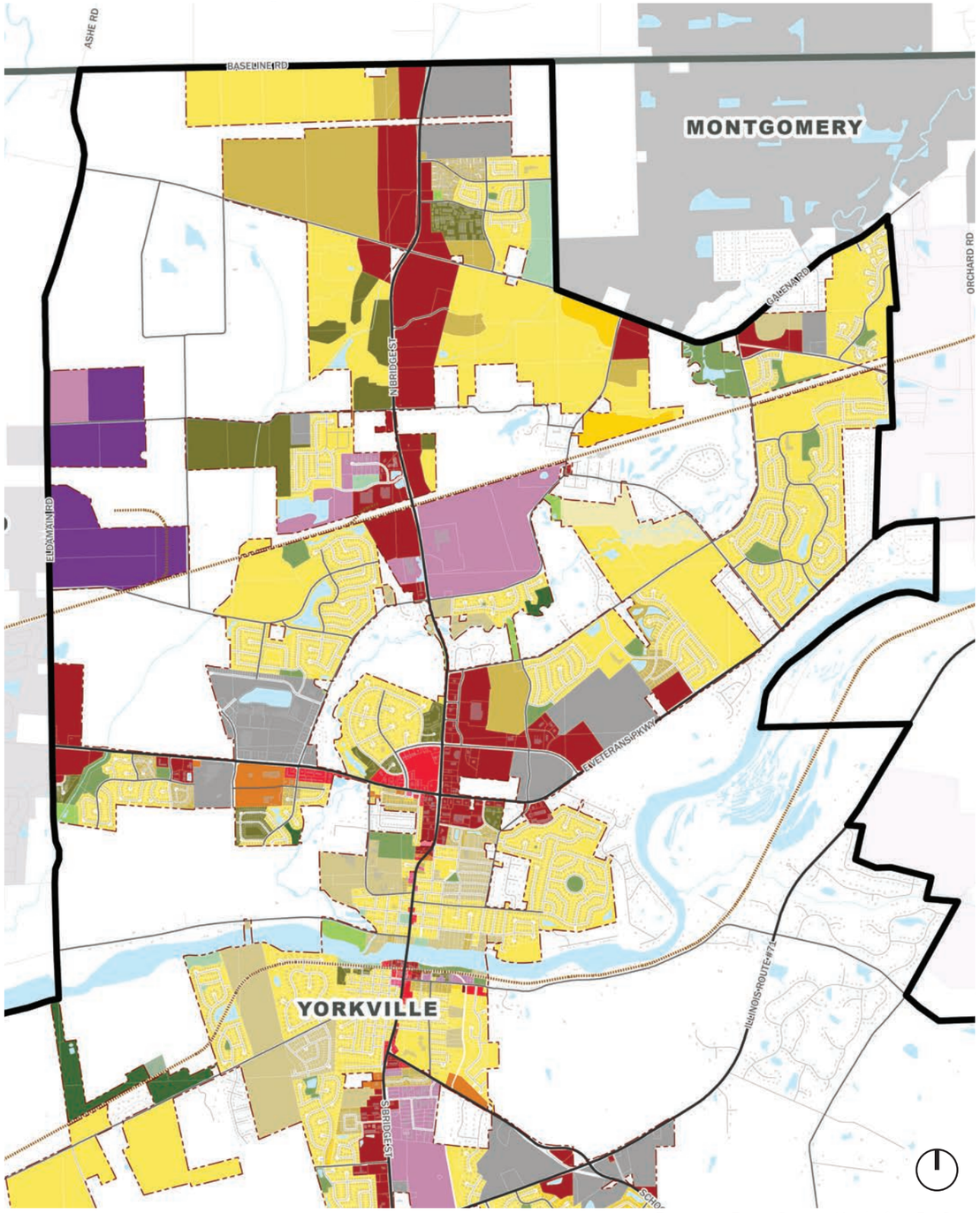



*Figure 3.4 - Zoning Districts North of the Fox River*



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**Figure 3.5: Zoning Districts South of the Fox River**

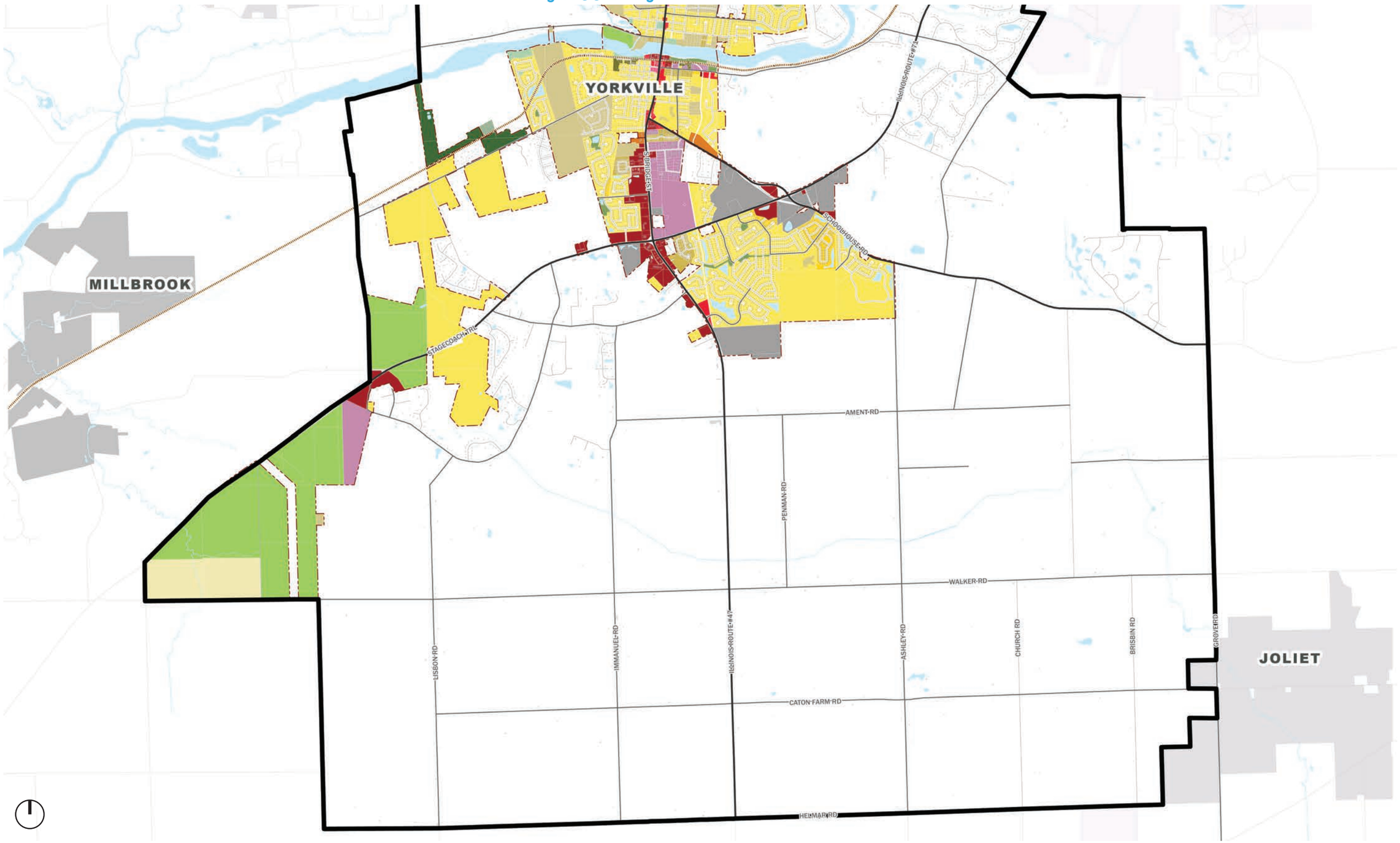



*Figure 3.5: Zoning Districts South of the Fox River*

# RESIDENTIAL LAND USE

Within the planning area, Yorkville's residential areas comprises 8,494 acres, which represents 18.8 percent of Yorkville's total land area. This section summarizes general residential land use and market conditions.

## EXISTING RESIDENTIAL AREAS

In general, Yorkville's single family residential stock represents the community's most significant land use in terms of acreage next to agricultural. Single family neighborhoods can largely be characterized as consisting of the traditional neighborhoods both north and south of the Fox River that developed from the mid to late-1800s, when Yorkville and Bristol were first founded, to the 1940s and 50s, and the relatively newer annexed developments located north, south, east and west of the Traditional Neighborhood Center.

The Traditional Neighborhood Center is bounded generally by Somonauk and Center Streets on the north, Liberty Street to the east, Orange and Blaine Streets to the south, and Morgan and Mill Streets south of the Fox River to the west and east respectively. In this area, the housing stock can be described as older, vernacular housing types and styles ranging from Gable-Fronts and Upright and Wings to Queen Anne's and Ranch homes that were mostly built after World War II. Split levels Ranches and newer homes can be found on select lots and locations. Lot sizes in the Traditional Neighborhood Center are typically 7,000 square feet with fairly consistent setbacks and building placement, although there is some informality to the arrangement of houses on each block. Infrastructure conditions, including sidewalks and streets, are in good condition although some sidewalks are missing on block faces that have steep grade differences. The housing stock in the Traditional Neighborhood Center is a unique character-defining area of Yorkville and provides a tangible link to the community's first years and decades of development. Such homes could be a selling point for those seeking housing stock near a traditional, walkable downtown and recreational amenities.

**Table 3.9: Existing Residential Land Use Areas**

| SUBDIVISION | KEY | ACRES | LOTS |
|---|---|---|---|
| *Grande Reserve* | *1* | *956* | *1,365* |
| *Whispering Meadows* | *2* | *297* | *295* |
| *Bristol Bay* | *3* | *292* | *626* |
| *Fox Hill* | *4* | *149* | *467* |
| *Autumn Creek* | *5* | *250* | *424* |
| *Prairie Meadows* | *6* | *139* | *164* |
| *Heartland Circle* | *7* | *129* | *261* |
| *Caledonia* | *8* | *85* | *145* |
| *Heartland* | *9* | *85* | *184* |
| *Kylan's Ridge* | *10* | *70* | *134* |
| *Blackberry Woods* | *11* | *60* | *139* |
| *Cannonball Estates* | *12* | *57* | *110* |
| *Kendall Marketplace* | *13* | *55* | *1* |
| *Cimarron Ridge* | *14* | *24* | *68* |
| *B&P Properties* | *15* | *14* | *1* |
| *Reserve at Fox River* | *16* | *8* | *1* |
| *York Meadow Apartments* | *17* | *8* | *1* |
| *Countryside Center* | *18* | *106* | *177* |
| *Countryside* | *19* | *21* | *144* |
| *Lynwood* | *20* | *-* | *112* |
| *Willowbrook* | *21* | *-* | *104* |
| *Woodworth Estates* | *22* | *33* | *92* |
| *Fox River Gardens* | *23* | *-* | *86* |
| *Bristol (Original Town)* | *24* | *44* | *85* |
| *Prairie Lands* | *25* | *26* | *82* |
| *Blackberry Creek North* | *26* | *45* | *77* |
| *Prairie Park* | *27* | *20* | *77* |
| *Longford Lakes* | *28* | *14* | *62* |

*Source: United City of Yorkville GIS*

***Figure 3.6: Existing Residential Land Use Areas North of the Fox River***

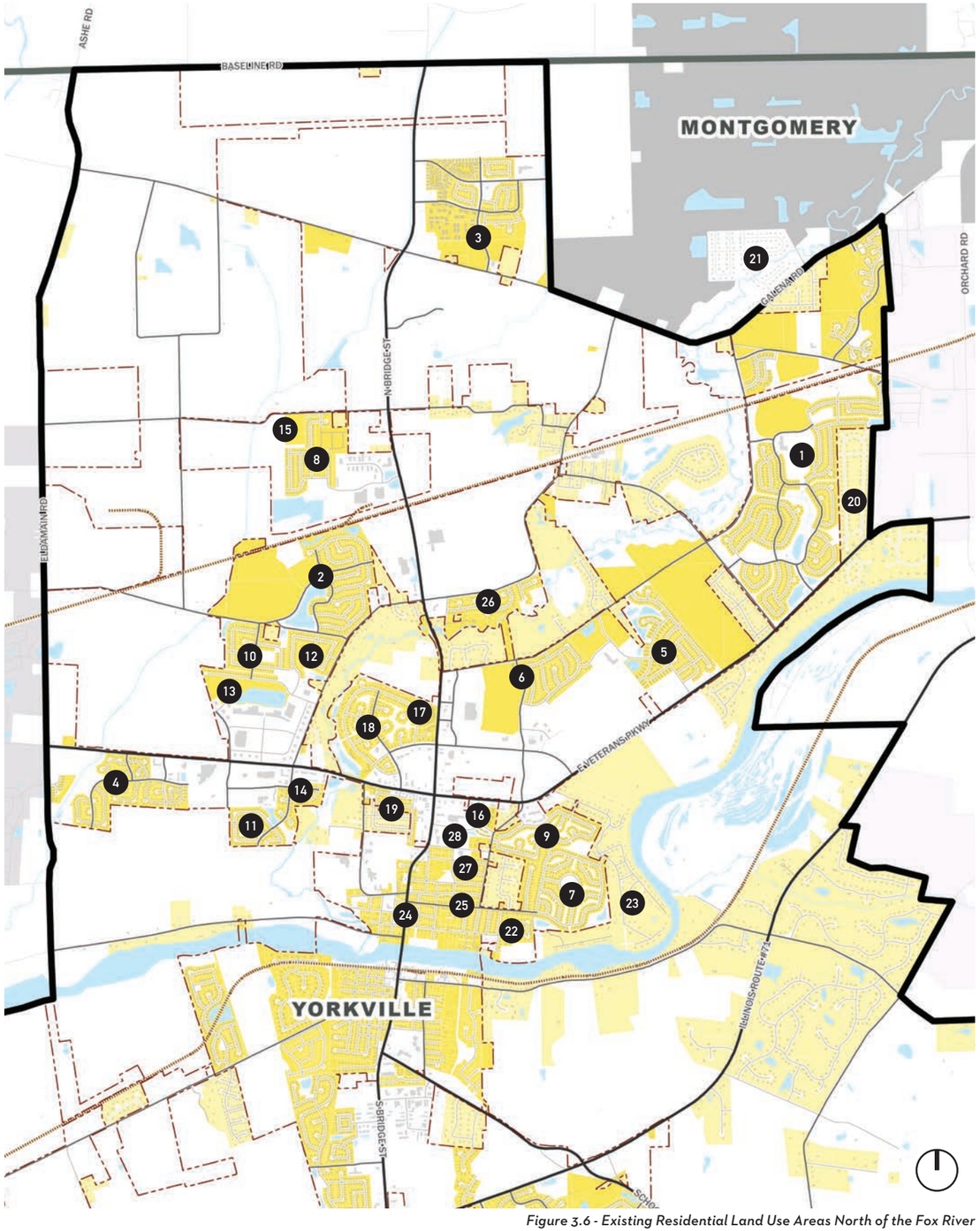



*Figure 3.6 - Existing Residential Land Use Areas North of the Fox River*



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Outside of the Traditional Neighborhood Center, the newer annexed residential developments date mostly within the last four decades and comprise a mix of housing types from single-family to attached duplexes and townhomes representing, for the most part, a mix between neo-Colonial and Ranch home styles. Lot sizes are larger than in the Traditional Neighborhood Center with 9,500 square foot lots found in most subdivisions such as Bristol Bay to 10,000 square feet in the Grande Reserve, Yorkville's largest residential subdivision. These areas include newer roads and sidewalks, most with parks and bike and recreational trails incorporated in the subdivision design. A few subdivisions include clubhouses and other amenities.

Streets and rights-of-way vary in the subdivisions with 70' right-of-ways on residential streets in Bristol Bay to 90' in Grande Reserve. This contrasts to 50' to 60' street right-of-way dimensions in the Traditional Neighborhood Center. The detail of residential design varies from subdivision to subdivision, some incorporating a higher level of landscaping and site treatments than others. Foundation plantings are sometimes missing and side elevations often do not include window openings, contributing to a monotonous appearance in some subdivisions.



*Traditional Single-Family Residential near downtown Yorkville*

## Table 3.10: Existing Residential Land Use Areas

| SUBDIVISION | KEY | ACRES | LOTS |
|---|---|---|---|
| *Raintree Village* | 29 | 298 | 654 |
| *Prestwick of Yorkville* | 30 | 192 | 108 |
| *Windett Ridge* | 31 | 158 | 259 |
| *Hudson Lakes* | 32 | 142 | 1 |
| *White Oak Estates* | 33 | 119 | 94 |
| *Rivers Edge* | 34 | 100 | 166 |
| *Greenbriar* | 35 | 76 | 174 |
| *Tanglewood Trails* | 36 | 68 | 1 |
| *Country Hills* | 37 | 66 | 168 |
| *Sunflower Estates* | 38 | 61 | 117 |
| *Kendallwood Estates* | 39 | 53 | 83 |
| *Wildwood* | 40 | 42 | 41 |
| *Fox Highlands* | 41 | 36 | 54 |
| *Briarwood* | 42 | 19 | 40 |
| *Wynstone Townhomes* | 43 | 13 | 1 |
| *Windmill Farms* | 44 | 9 | 1 |
| *Kleinwachter* | 45 | 5 | 1 |
| *Fields of Farm Colony* | 46 | - | 125 |
| *Farm Colony* | 47 | - | 89 |
| *Miller Subdivision* | 48 | 10 | 83 |
| *Foxlawn* | 49 | - | 82 |
| *Black's Addition* | 50 | 36 | 78 |
| *Yorkville (Original Town)* | 51 | 22 | 73 |
| *Oak Creek* | 52 | - | 64 |
| *Pavilion Heights* | 53 | - | 64 |
| *Prairie Garden* | 54 | 20 | 58 |
| *Timber Creek* | 55 | - | 53 |
| *Edgewood* | 56 | 10 | 48 |

*Source: United City of Yorkville GIS*

## Figure 3.7: Existing Residential Land Use Areas South of the Fox River

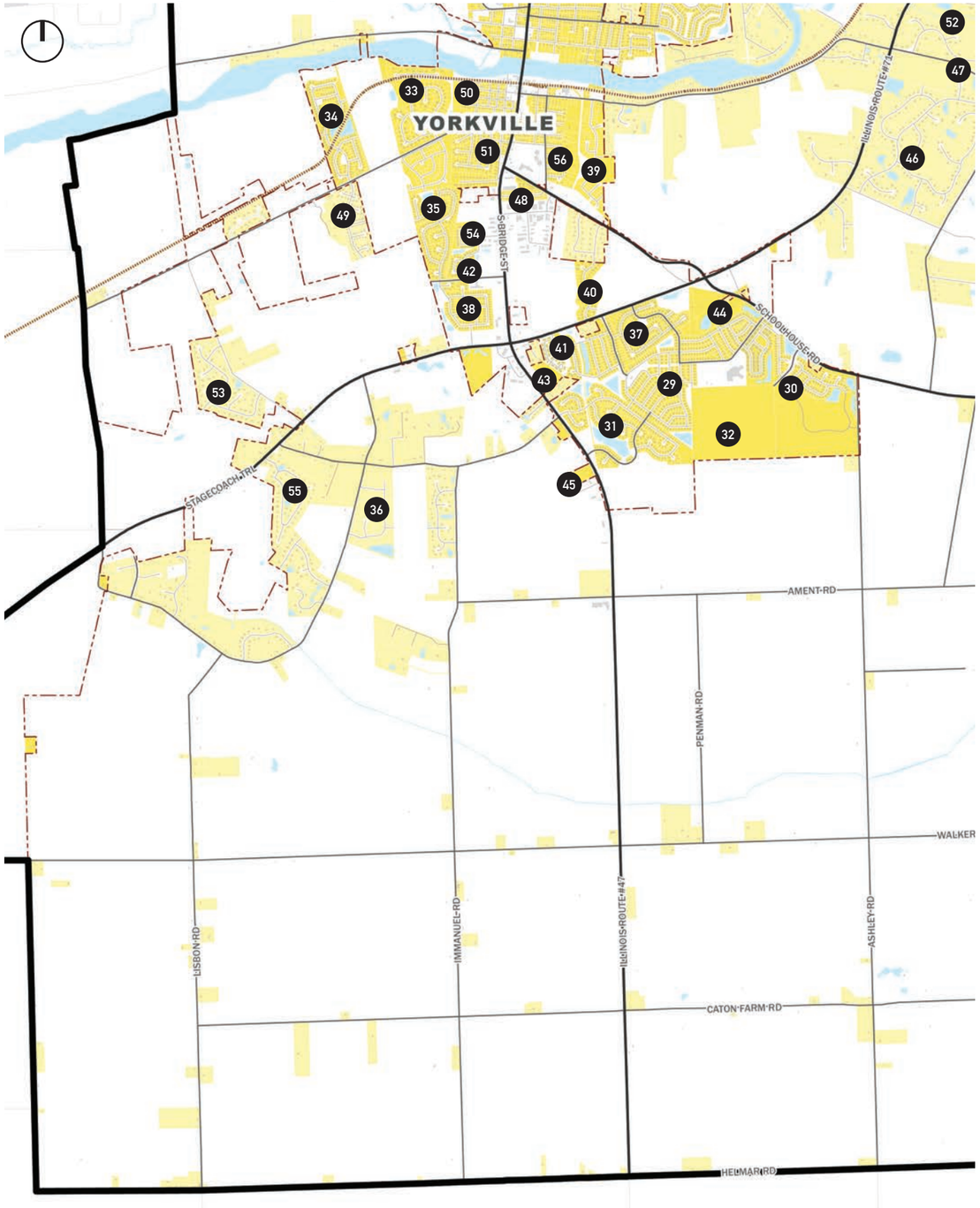



*Figure 3.7 - Existing Residential Land Use Areas South of the Fox River*

## HOUSING CONDITIONS AND RESIDENTIAL MARKET OPPORTUNITIES

This section examines the characteristics of the City of Yorkville's existing housing stock as well as housing unit occupancy and affordability. It further investigates recent residential construction trends and current conditions within the City's housing market. Conclusions are presented related to the needs, challenges, and opportunities of the residential sector in Yorkville.

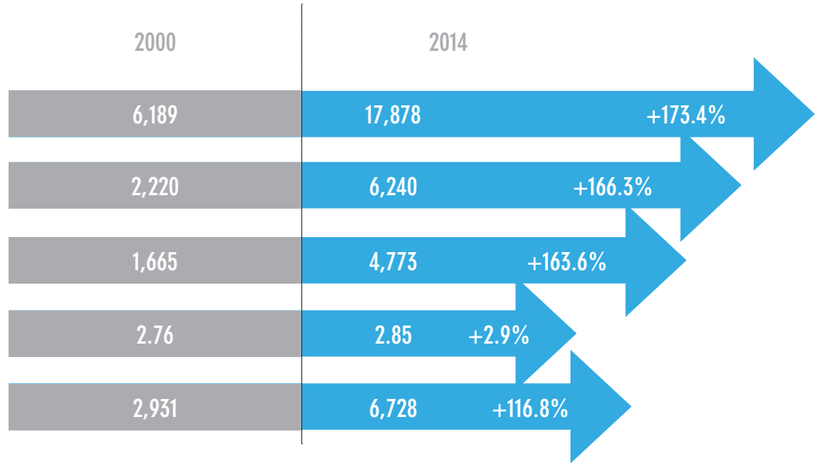
### HOUSING CHARACTERISTICS

Commensurate with the explosive growth of the City throughout the opening decade of the 21st century, nearly 59 percent of Yorkville's homes were built between 2000 and 2009. During this period, builders added an astonishing 3,700+ homes to the City's housing stock. Another 12 percent of homes within the City were built during the 1990s, when the outward-moving path of development within the Chicago metropolitan area first made serious inroads into Kendall County. Not surprisingly given its growth pattern, Yorkville has few older homes, with just 13.6 percent of the City's housing stock built prior to 1970.

**EXPLOSIVE GROWTH CHANGED THE FACE OF YORKVILLE IN THE DECADE OF THE 2000S. THE CITY ADDED NEARLY 11,000 RESIDENTS AND 3,500 HOUSING UNITS.**

| *Demographic Trends* | 2000 | 2010 | 2014 (est) | Change % 2000-2014 |
|---|---|---|---|---|
| Total Population | 6,189 | 16,921 | 17,878 | + 173.4% |
| Total Households | 2,220 | 5,912 | 6,240 | + 166.3% |
| Family Households | 1,665 | 4,389 | 4,773 | + 163.6% |
| Average Household Size | 2.76 | 2.84 | 2.85 | + 2.9% |
| Total Housing Units | 2,931 | 6,353 | 6,728 | + 116.8% |

*Source: U.S. Census Bureau*



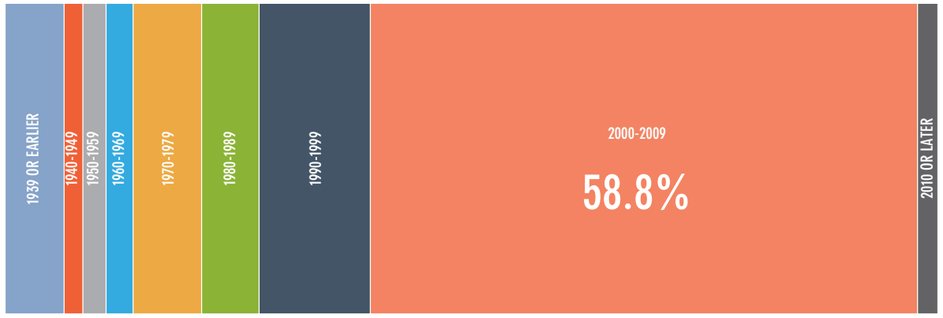



*Fox River Subdivision Multifamily Residential*

**NEARLY 60% OF HOUSING UNITS IN YORKVILLE WERE BUILT IN THE YEARS BETWEEN 2000 AND 2009.**

| *Housing Units by Year Built* | | |
|---|---|---|
| **Total Housing Units** | **6,304** | **100.0%** |
| 2010 or Later | 138 | 2.2% |
| 2000-2009 | 3,704 | 58.8% |
| 1990-1999 | 753 | 11.9% |
| 1980-1989 | 389 | 6.2% |
| 1970-1979 | 464 | 7.4% |
| 1960-1969 | 183 | 2.9% |
| 1950-1959 | 157 | 2.5% |
| 1940-1949 | 127 | 2.0% |
| 1939 or Earlier | 389 | 6.2% |

*Source: U.S. Census Bureau*






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By the most recent U.S. Census estimates, there are 6,304 housing units within the City of Yorkville, of which 5,835 are occupied. The resulting vacancy rate (7.4 percent) is somewhat higher than Kendall County as a whole, at 5.8 percent, but is not considered imbalanced.

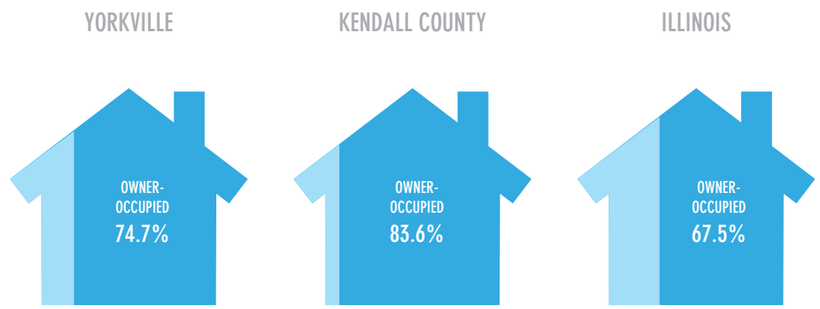
Yorkville's housing stock consists overwhelmingly of single family, detached units, which make up more than 60 percent of homes within the City. Single family attached units (i.e., "single address" attached forms such as duplexes and townhomes) make up another 18 percent of the City's housing units. Multifamily units make up just 21 percent of the City's housing units, while mobile homes and non-traditional housing forms have a negligible presence within the City.

Like other exurb an areas across the country, the vast majority of Yorkville householders own their homes. Nearly three quarters of occupied homes in Yorkville are owner-occupied, compared to just over two-thirds for Illinois as a whole. However, the City's rate of owner-occupancy is lower than Kendall County as a whole, where nearly 84 percent of homes are owner-occupied.

## NEARLY THREE QUARTERS OF YORKVILLE'S OCCUPIED HOUSING UNITS ARE OWNER-OCCUPIED. THIS IS HIGHER THAN ILLINOIS AS A WHOLE, BUT SIGNIFICANTLY LOWER THAN KENDALL COUNTY AS A WHOLE.

| *Housing Unit Tenure & Occupancy* | | | |
|---|---|---|---|
| | Yorkville | Kendall County | Illinois |
| **Total Housing Units** | **6,304** | **40,415** | **5,291,704** |
| Occupied Housing Units | 5,835 | 38,075 | 4,772,723 |
| *Vacant* | *469* | *2,340* | *518,981* |
| *Percent* | *7.4%* | *5.8%* | *9.8%* |
| *Owner-Occupied* | *4,360* | *31,847* | *3,220,038* |
| *Percent* | *74.7%* | *83.6%* | *67.5%* |
| *Renter-Occupied* | *1,475* | *6,228* | *1,552,685* |
| *Percent* | *25.3%* | *16.4%* | *32.5%* |

*Source: U.S. Census Bureau*






*Single-Family Residential in the Heartland Subdivision*

## MORE THAN 78% OF YORKVILLE'S HOUSING UNITS ARE SINGLE FAMILY HOMES.

| *Housing Units by Type* | | |
|---|---|---|
| **Total Housing Units** | **6,304** | **100.0%** |
| Single Family Detached | 3,803 | 60.3% |
| Single Family Attached | 1,134 | 18.0% |
| Multifamily | 1,329 | 21.1% |
| Mobile Home | 38 | 0.6% |

*Source: U.S. Census Bureau*



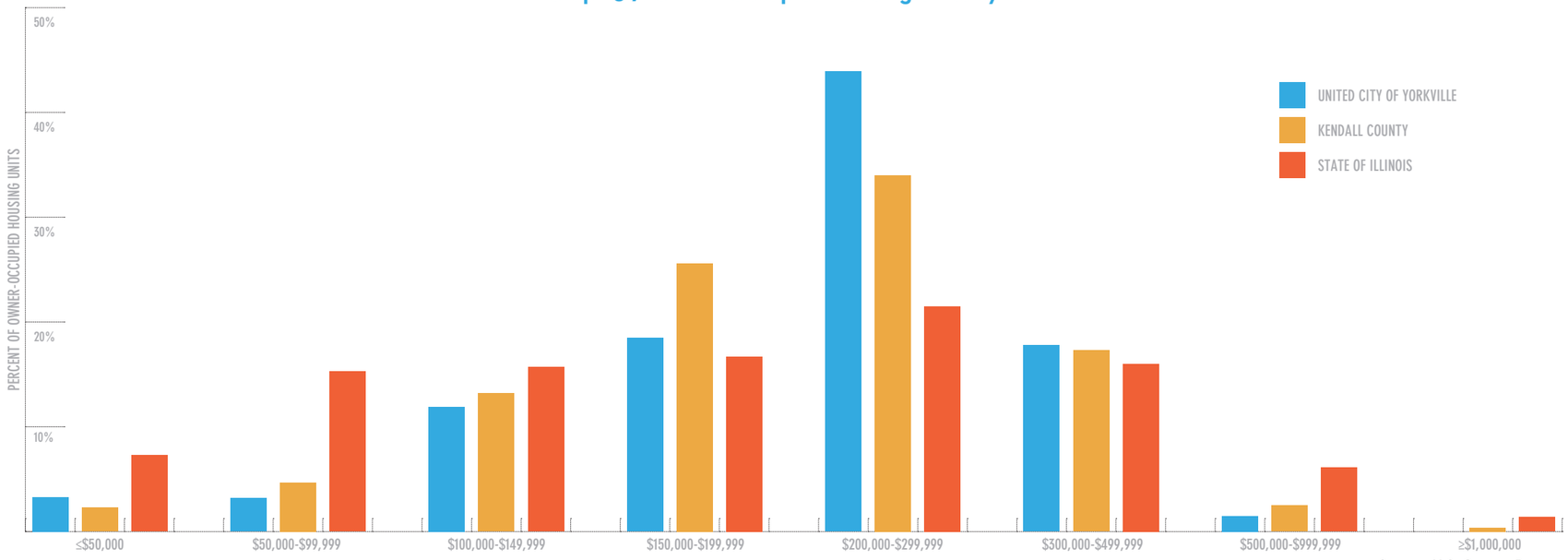
Yorkville's owner-occupied housing stock is comparatively high in value. By U.S. Census estimates, the median value of owner-occupied homes in Yorkville stood at $234,100 for the 2009-2013 period (adjusted to 2013 dollars). This is 11 percent higher than Kendall County as a whole and more than 28 percent higher than the State of Illinois. Reflective of the relative homogeneity of the City's housing stock, nearly 44 percent of all owner-occupied homes in Yorkville are valued between $200,000 and $300,000. Meanwhile, less than seven percent of homes in the City are valued at less than $100,000, compared to nearly 23 percent for the state as a whole. At the other end of the spectrum, Yorkville has very few homes valued at $500,000 or more.

## HOUSING COSTS AND AFFORDABILITY

Of Yorkville's 1,424 renter households, nearly 68 percent pay between $750 and $1,250 per month, while just 12.3 percent pay $1,500 or more per month. The estimated median monthly gross rent within the City stands at $1,064. Meanwhile, nearly 49 percent of owner households have housing costs (inclusive of mortgage principal and interest, property tax, insurance, utilities, and homeowners association fees) of $1,750 to $2,500 per month. Another 30 percent have housing costs above $2,500 per month, while the median for all 3,674 owner households City-wide is $2,149.

Government measures typically use 30 percent of annual income as a threshold for housing affordability. In other words, a home is considered affordable if its associated annual housing costs do not exceed 30 percent of the resident's annual household income. As shown in Table 3.12, data from the U.S. Census suggest that roughly 50 percent of Yorkville's renter-occupied homes are affordable to those who rent them, while 60 percent of owner-occupied homes are affordable for their owners. Roughly 24 percent of renter and owner households have a relatively low housing cost burden equating to 20 percent or less of annual income. However, nearly 39 percent of renter and 28 percent of owner households have a high cost burden equating to 35 percent or more of annual income.

### Graph 3.7: Owner-Occupied Housing Units by Value




*Source: U.S. Census Bureau*

### Table 3.11: Households by Monthly Housing Costs

| HOUSEHOLDS WITH CASH RENT | | | HOUSEHOLDS WITH A MORTGAGE | | |
|---|---|---|---|---|---|
| GROSS RENT | NO. | % | OWNERSHIP COST | NO. | % |
| Less than $500 | 70 | 4.9 | Less than $1,000 | 58 | 1.6 |
| $500 - $749 | 78 | 5.5 | $1,000 - $1,249 | 227 | 6.2 |
| $750 - $999 | 427 | 30.0 | $1,500 - $1,749 | 495 | 13.5 |
| $1,000 - $1,249 | 535 | 37.6 | $1,750 - $1,999 | 751 | 20.4 |
| $1,250 - $1,499 | 125 | 8.8 | $2,000 - $2,499 | 1,027 | 28.0 |
| $1,500 - $1,999 | 174 | 12.2 | $2,500 - $2,999 | 557 | 15.2 |
| $2,000 or More | 15 | 1.1 | $3,000 or More | 559 | 15.2 |
| **Total** | **1,424** | **100.0** | **Total** | **3,674** | **100.0** |
| ***Median*** | ***$1,064*** | | ***Median*** | ***$2,149*** | |

*Source: U.S. Census Bureau*

### Table 3.12: Households by Tenure & Housing Affordability

| ANNUAL HOUSING COST % OF | HOUSEHOLDS WITH CASH RENT | | HOUSEHOLDS WITH A MORTGAGE | |
|---|---|---|---|---|
| | NO. | % | NO. | % |
| Less than 20.0% | 339 | 23.8 | 872 | 23.7 |
| 20.0 - 24.9% | 257 | 18.0 | 824 | 22.4 |
| 25.0 - 29.9% | 114 | 8.0 | 500 | 13.6 |
| 30.0 - 34.9% | 165 | 11.6 | 464 | 12.6 |
| 35% or More | 549 | 38.6 | 1,014 | 27.6 |
| **Total** | **1,424** | **100.0** | **3,674** | **100.0** |
| ***At Affordable Level*** | ***710*** | ***49.9*** | ***2,196*** | ***59.8*** |

*Source: U.S. Census Bureau and Goodman Williams Group*



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## EXISTING HOME SALES TRENDS

The number of sales of existing homes in Yorkville listed and sold through the area Multiple Listing Service (MLS) fell dramatically after 2007 and remained at cyclical lows during the recessionary years of 2008 to 2009. The median price of homes sold likewise declined during these years. While the market has now recovered much of its strength in terms of overall sales volumes, median sale prices remain more than $50,000 below pre-recession levels. In this, Yorkville is not alone, as a similar pattern is seen in the surrounding municipalities of Oswego, Montgomery, and Plano.

## FORECLOSURE TRENDS

According to data from RealtyTrac, 160 homes are in some state of foreclosure within Yorkville – equating to one in every 424 housing units. This is roughly equivalent to the Kendall County rate of one in every 400 housing units. While foreclosures remain a challenge, new foreclosure filings have fallen dramatically in recent quarters. For April 2015, for example (the most recent month reported), the number of homeowners who received a foreclosure filing fell 31 percent compared to the previous year. From a wider area perspective, the number of homes in foreclosure in Yorkville is much lower than in Plano and Montgomery, but significantly higher than in Oswego.

**AFTER 2009, AREA SINGLE FAMILY HOME SALES BEGAN TO RECOVER, THOUGH MEDIAN SALES PRICES CONTINUED TO DECLINE THROUGH 2012. WHILE PRICES HAVE RISEN CONSIDERABLY SINCE THEN, THEY STILL REMAIN WELL BELOW 2007 LEVELS.**

*Median Sale Price of MLS-Listed Single Family Homes*

| | Montgomery | Oswego | Plano | Yorkville |
|---|---|---|---|---|
| 2007 | $192,000 | $245,000 | $172,250 | $251,200 |
| 2008 | $187,500 | $244,850 | $161,400 | $252,500 |
| 2009 | $158,700 | $210,000 | $120,000 | $209,000 |
| 2010 | $150,000 | $200,500 | $107,800 | $186,950 |
| 2011 | $125,000 | $194,000 | $88,500 | $166,500 |
| 2012 | $125,200 | $174,000 | $78,250 | $155,000 |
| 2013 | $135,000 | $190,000 | $89,900 | $185,000 |
| 2014 | $145,000 | $207,000 | $112,500 | $190,700 |

*Source: Midwest Real Estate Data*

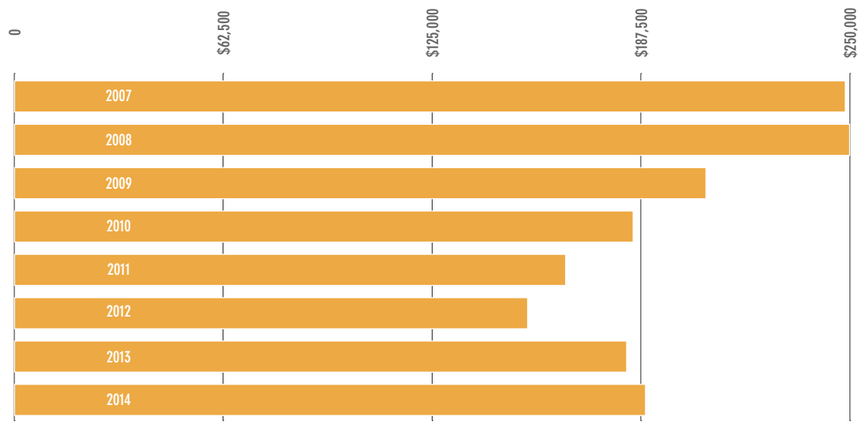



**Table 3.13: Foreclosure Trends**

| MUNICIPALITY | HOMES IN FORECLOSURE | | Y-O-Y CHANGE % |
|---|---|---|---|
| | TOTAL | RATIO | |
| *Yorkville* | *160* | *1 in 424* | *-31.0* |
| *Plano* | *107* | *1 in 296* | *-36.0* |
| *Montgomery* | *198* | *1 in 284* | *-13.0* |
| *Oswego* | *185* | *1 in 644* | *-55.0* |
| **Kendall Co.** | **N/A** | **1 in 400** | **-35.0** |

*Source: RealtyTrac*



*Traditional Single-Family Residential Housing in downtown Yorkville*

## RESIDENTIAL CONSTRUCTION TRENDS

With the onset of the building boom of the early 2000s, new home construction activity in Yorkville (as measured by residential building permit issuances) skyrocketed, with annual permit issuances growing from just 143 units in 2000 to nearly 700 five years later. Permitting levels peaked in 2006 at nearly 1,000 single and multifamily units, then fell dramatically with the impact of the housing market crisis. By 2010, the market had bottomed out, and just 42 permits were issued in total – a 95 percent drop peak to trough.

Construction volumes have yet to recover to anything approaching the building boom years and, in fact, have not risen above 100 units annually since 2008. Current levels thus represent a return to those last seen in the latter half of the 1990s.

Not surprisingly, given the relatively homogeneity of Yorkville's single family home stock, multifamily units have historically made up a very small percentage of new home construction within the City. After a period from 2005 to 2007, which saw the construction of the Reserve at Fox River income-restricted apartment development and a number of condominium flats in the Bristol Bay for-sale community, virtually no multifamily construction has occurred.

## THE NEW HOME MARKET TODAY

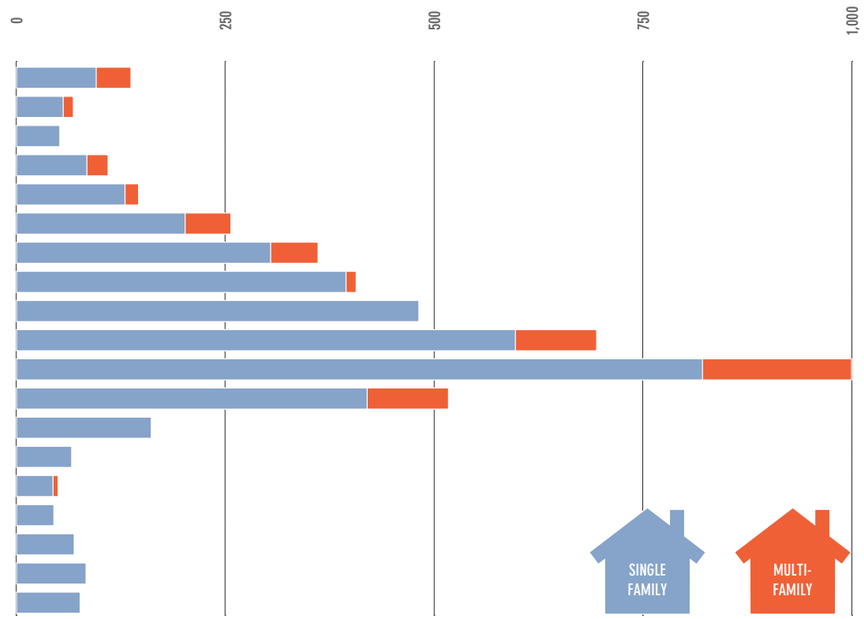
Yorkville has executed annexation agreements on 44 residential developments, most in the late 1990s and early 2000s. Of these developments, just 12 are fully built out. The remaining 31 developments fall into three categories:

- Those consisting of undeveloped agricultural land;
- Those with completed roadway and utility infrastructure that are considered dormant *(i.e., in which homes are not currently being built)*; and
- Those with completed infrastructure in which homes are currently being built, considered active.

**RESIDENTIAL CONSTRUCTION ACTIVITY IN YORKVILLE HAS RETURNED TO 1990S LEVELS. ALMOST NO MULTIFAMILY CONSTRUCTION HAS TAKEN PLACE IN THE CITY SINCE 2007.**

| *Building Permit Issuances* | | | |
|---|---|---|---|
| | Single-Family | Multifamily | Total |
| 1996 | 93 | 41 | 134 |
| 1997 | 54 | 12 | 66 |
| 1998 | 50 | 0 | 50 |
| 1999 | 82 | 25 | 107 |
| 2000 | 127 | 16 | 143 |
| 2001 | 198 | 54 | 252 |
| 2002 | 299 | 56 | 355 |
| 2003 | 388 | 12 | 400 |
| 2004 | 474 | 0 | 474 |
| 2005 | 588 | 96 | 684 |
| 2006 | 809 | 176 | 985 |
| 2007 | 413 | 96 | 509 |
| 2008 | 158 | 0 | 158 |
| 2009 | 64 | 0 | 64 |
| 2010 | 42 | 6 | 48 |
| 2011 | 43 | 0 | 43 |
| 2012 | 67 | 0 | 67 |
| 2013 | 81 | 0 | 81 |
| 2014 | 74 | 0 | 74 |

*Source: U.S. Census Bureau*






*Single-Family Residential Housing adjacent to Agricultural Land*



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In addition, the City has recently given final plat approval for Heartland Meadows, a 47-lot age targeted community to be developed by Marker Full Homes. Sales are expected to begin soon.

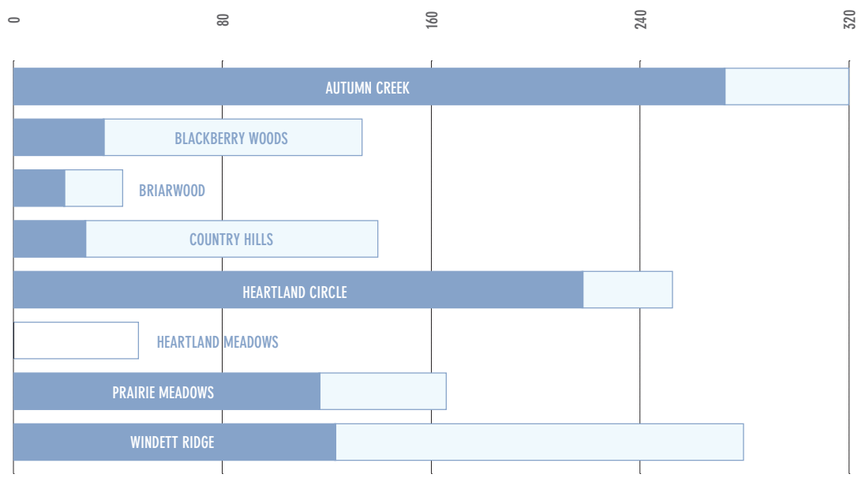
The seven developments that are active and one not yet started *(Heartland Meadows)* represent a total of 1,366 entitled units. As of the first quarter of 2015, 804 homes had been built in these developments, with 562 units remaining to be built. At post-recession construction levels, the remaining homes represent a supply of more than eight years.

Moreover, dormant developments for which roadway and utility infrastructure is in place (in whole or in part) represent another 7,406 entitled units among five different housing product types. Of that total, 5,628 units are not yet built – a volume that is extremely unlikely to be absorbed at any point within the foreseeable future. *(For perspective, from 2000-2009, during the height of the historic housing boom, 3,700 units were built in Yorkville in total).* Moreover, the total occupied housing stock in Yorkville currently stands at 5,835 units. In other words, Yorkville would effectively have to double its current housing stock in order to successfully absorb all the units planned in these dormant developments.

***"In Yorkville 5,628 entitled housing units are not yet built – a volume that is extremely unlikely to be absorbed at any point within the foreseeable future. For perspective, from 2000-2009, during the height of the historic housing boom, 3,700 units were built in Yorkville in total."***

**EIGHT RESIDENTIAL DEVELOPMENTS ARE CURRENTLY ACTIVE IN YORKVILLE, REPRESENTING 1,366 ENTITLED HOMES. AT POST-RECESSION CONSTRUCTION LEVELS, THE 515 HOMES NOT YET BUILT REPRESENT A SUPPLY OF MORE THAN EIGHT YEARS.**

| *Active New Home Developments* | | | | | |
|---|---|---|---|---|---|
| **Development** | **Product Type** | **Total Units Entitled** | **Units Built** | **Units Not Yet Built** | **Percent Built Out** |
| Autumn Creek | Single Family | 317 | 270 | 47 | 85.2% |
| Blackberry Woods | Single Family | 132 | 34 | 98 | 25.8% |
| Briarwood | Single Family | 41 | 19 | 22 | 46.3% |
| Country Hills | Single Family | 138 | 27 | 111 | 19.6% |
| Heartland Circle | Single Family | 250 | 216 | 34 | 86.4% |
| Heartland Meadows | Single Family | 47 | 0 | 47 | 0.0% |
| Prairie Meadows | Single Family | 164 | 116 | 48 | 70.7% |
| Windett Ridge | Single Family | 277 | 122 | 155 | 44.0% |
| Total | --- | 1,366 | 804 | 562 | 58.9% |




*Source: United City of Yorkville and Goodman Williams Group*

**Table 3.14: Residential Developments by Status**

| TOTAL RESIDENTIAL DEVELOPMENTS | 44 |
|---|---|
| *Completed* | *12* |
| *Active* | *7* |
| *Not Yet Started* | *1* |
| *Dormant* | *24* |
| *Undeveloped Land* | *15* |
| *Infrastructure in Place* | *9* |

*Source: City of Yorkville & Goodman Williams Group*



*Single-Family Residential Housing in the Fox Hill Subdivision*

Vacant lots within these dormant developments are primarily under ownership of private individuals or larger development entities. Two of the developments – Bristol Bay and The Highlands/Raintree Village – are owned by major national homebuilders (Centex and Lennar Homes, respectively). At the moment, it is uncertain when – if ever – any of the dormant developments will reopen.

For classification purposes, this analysis divided Yorkville's annexed residential developments into five geographical groups – east, west, north, central, southeast, and southwest. The groups correspond to geographically distinct areas of the City, but are not equal in terms of land area or number of developments.

Broadly speaking, the most intense development to occur within Yorkville during its robust growth years occurred within the east and southeast groups, located east of Illinois 47 along U.S. 34 and Illinois 71, respectively. These areas are home to some of the City's largest developments, including Grande Reserve, Autumn Creek, and Raintree Village. They were also some of the hardest hit areas when the housing crisis ensued, and developer and home builder bankruptcies and foreclosures have left hundreds of vacant lots in partially completed, dormant developments within these areas. However, four of the City's seven currently active developments are also located here (including its most active development, Autumn Creek).

The north group, aligning Illinois 47 and Baseline and Galena roads, consists largely of undeveloped land in active agricultural use. One exception is the large Bristol Bay community, which, after more than 770 homes were built in the early and mid-2000s, fell dormant with more than 1,300 entitled units remaining to be built.

The west and southwest groups (located off of U.S. 34 near Kendall Marketplace and to the west and southwest of downtown, respectively) include eight of the City's 12 completed developments, along with two of the seven active developments.

Finally, the central group consists generally of smaller developments located east of Illinois 47 and south of U.S. 34. This group includes the one development recently approved but not yet started *(the 47-unit age-targeted Heartland Meadows community).*

## RENTAL MARKET CONDITIONS

Yorkville's rental market consists of a small number of multifamily developments built as rental apartments. A larger number of detached and attached homes were originally developed as for-sale units but have subsequently been entered into the rental market by individual owners or real estate investment and property management entities.

***Multifamily Rental Communities***

Yorkville is home to several multifamily rental developments, including two market-rate communities and one income-qualified community, all located in close proximity to Illinois 47 and U.S. 34.

- York Meadow Apartment Homes is a 95-unit two-story garden-style apartment community located on East Kendall Drive and managed by T.J. Adam & Company. The community was built in 1991 and offers one, two, and three bedroom plans. Current market rents range from $980 to $1,700 per month, and all units feature an attached one-car garage.

- Yorkville Apartments is a 74-unit two and three-story garden-style apartment community located on Mulhern Court and also managed by T.J. Adam & Company. Built in 1986, the community currently offers two-bedroom apartments for $910 per month.

- Reserve at Fox River is a 132-unit three-story garden-style apartment community located at on Market Place Drive, adjoining the Yorkville Marketplace shopping center. The community, developed with support from the Illinois Housing Development Authority (IHDA) and managed by Dominium, offers income-qualified two and three bedroom plans. Current income limits are $40,740 for one occupant, $46,560 for two occupants, and $52,380 for three occupants.

***Other Rental Options***

Other options for Yorkville renters include a variety of single family detached and attached homes, as well as a limited number of lower-density multifamily condominiums, all originally built for the for-sale market. While these homes are located throughout the City, concentrations do occur in some areas. Principal among these are the townhome and flats (condominiums) located within the Bristol Bay community. Built in the mid and later 2000s, a number of these units have found their way to the rental market. Current monthly asking rents are generally from $1,000 for flats and $1,200 for townhomes.

## SENIOR HOUSING MARKET CONDITIONS

Senior housing options in Yorkville are limited, consisting of just two assisted living facilities, plus one skilled nursing center, as follows:

- Heritage Woods of Yorkville, located at 242 Greenbriar Road, opened in December of 2007. The facility consists of 87 studio and one-bedroom apartments offering assisted living. The facility is managed by BMA Management, Ltd.

- Countryside Village, located at 501 W. Kendall Drive, was built in 1977. The facility consists of 138 one-bedroom apartments, all of which are Section 8 assisted living units for seniors and persons with disabilities. The facility is managed by Oakbrook Corporation.

- Hillside Rehab and Care Center, located at 1308 Game Farm Road, offers a variety of skilled nursing, rehabilitation, and long-term care services, including hospice and memory care. The 79-bed facility is owned and managed by Helia Healthcare.

## HOUSING DEMAND, NEEDS, & OPPORTUNITIES

Market demand for new homes is a function of many factors. First among these is household growth, which broadly determines long-term housing need. Another factor to be considered in demand forecasting is unit loss due to obsolescence, abandonment, or disaster. Nation-wide, most markets experience unit loss equal to 0.26 percent of total housing stock per year. Finally, a smaller component of demand is the "extra" units needed to retain balance in the availability of vacant units in order to allow for efficient sales and leasing efforts. (This need is greater for rental homes than for owner-occupied homes.)

Assembling these factors together into a five-year forecast for Yorkville suggests that demand for new homes will equate to 557 units from 2015 to 2019, or an average of 111 annually. Given current tenure trends, it is expected that roughly 75 percent of demand will emanate from the owner-occupied sector, equating to 412 units overall for the forecast period, or 82 units annually. Likewise, 25 percent of demand will occur within the rental sector, equating to 146 units overall or 29 annually.



*Townhomes along Cummins Street*



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As this forecast suggests, overall demand for new homes in Yorkville is expected to remain relatively soft over the coming five-year period. However, near to mid-term opportunities do exist to responsibly bolster the residential market within the City while addressing the housing needs of potentially underserved populations. These opportunities include the following:

***Senior and Active Adult Housing Needs***
Shifting demographics within the City – most specifically the aging of the population – will play a primary role in determining housing needs over the near and mid-term period. Opportunities can be expected to strengthen over the coming five years in the following areas:

- Senior Housing: By 2019, more than 20 percent of Yorkville residents are expected to be age 55 or older. This includes nearly 800 residents age 75 or older. Yet the total current supply of service-oriented housing geared for seniors is just 225 assisted living units – of which just 87 are market rate – and 79 skilled nursing beds.

- Active Adult Housing: Similarly, age-restricted active adult housing geared toward those 55 and older is lacking within the City. (One exception being the recently approved Heartland Meadows development, which will bring 47 age-targeted single family homes to the market.) Additional active adult homes in small-scale, maintenance-free communities could help fill this gap. Appropriate product types include small-lot detached single family homes, along with duplex and fourplex configurations.

***Conventional Production Sector Opportunities***
In the conventional production sector (i.e., traditional single family attached or detached home developments, often referred to as "tract" housing) near to mid-term opportunities are more limited. However, Yorkville should continue to encourage the responsible build-out of currently active developments.

Additionally, a priority should be placed on the identification and recruitment of home builders and other entities interested in investing in currently dormant developments where development infrastructure is already in place. While it may be difficult, in the near term, to gain the interest of national home building companies (though two – Ryland Homes and Pulte, Incorporated – currently operate within the City), smaller local and regional builders (some of whom are already building in Yorkville and the surrounding areas), would be prime candidates. The current RENEW program, which provides building permit fee rebates on qualifying spec and model home construction, serves as a prime example of a creative City-led incentive that encourages responsible home building.

Regardless, the large number of entitled lots in these dormant developments dwarfs anticipated market demand. Reasonable expectations should be set, knowing that some of these developments are unlikely to be fully built-out in any but the most distant planning scenarios.

***Affordable Housing Needs***
Finally, our analysis of housing affordability within the City suggests that a need exists for more affordable housing options, particularly within the rental sector. As shown previously, 50 percent of renter households within the City may be hard-pressed to afford their current rents. Yet just one all-ages rental development providing rent assistance exists within the City. Additional high quality affordable rental units would thus help meet the needs of the low- to moderate-income population and satisfy a large portion of forecast demand for rental housing.

## LOOKING TOWARD THE LONGER TERM

Within a longer term planning framework (i.e., five years or longer), additional housing market opportunities emerge. Along with the potential acceleration of production market demand are the following, more location-specific, opportunities:

- Transportation Oriented Development (TOD): Metra is currently investigating the feasibility of extending its commuter rail service to Yorkville. If the conclusions reached are favorable and a station is built, new opportunity for residential development could emerge in the area around the station. Such opportunity would most likely emanate from the moderate-density attached for-sale sector (e.g., townhomes) and the rental apartment sector.

- Downtown Development: If Yorkville can continue to revitalize and strengthen its downtown core – and assuming suitable buildings and/or land could be found – opportunity for denser market-rate rental and for sale housing, including residential-over-retail, could emerge. Such housing could be developed either in existing renovated buildings or new, appropriately designed and scaled developments.



*Traditional housing stock near Downtown Yorkville.*

**Table 3.15: New Home Demand Derivation 2015 - 2019**

| | |
|---|---|
| *Households, CY Estimate* | *6,240* |
| *Households, 5Y Forecast* | *6,701* |
| *Projected HH Growth* | *461* |
| *Housing Units, CY Estimate* | *6,304* |
| *Occupied* | *5,835* |
| *Owner-Occupied (Percent)* | *74.7* |
| *Renter-Occupied (Percent)* | *25.3* |
| *Vacant (Percent)* | *7.4* |
| *Expected Loss, Units (0.26%/year)* | *82* |
| *Gross Housing Demand, Units* | *543* |
| *Owner-Occupied* | *406* |
| *Vacancy Requirement (1.5 Percent)* | *6* |
| *Total Owner-Occupied Demand* | *412* |
| *Per Year* | *82* |
| *Renter-Occupied* | *137* |
| *Vacancy Requirement (6.0 Percent)* | *8* |
| *Total Renter-Occupied Demand* | *146* |
| *Per Year* | *29* |
| *Total New Construction Demand* | *557* |
| **PER YEAR** | **111** |

*Source: Goodman Williams Group; household forecast by Esri*

## RESIDENTIAL ZONING DISTRICTS

Residential development is regulated by one of six residential zoning districts within the Yorkville Zoning Ordinance, as excepted below:

### E-1 Estate Residence

The E-1 Estate District zoning designation is intended to accommodate large-lot, single-family residential land uses within a rural setting. Other permitted land uses within this district are deemed compatible and conducive to the low-density, tranquil, and open space environment provided in the E-1 Estate District. Permitted uses include single-family housing, schools, golf courses, parks, playgrounds, and some public utility facilities. The maximum density in the E-1 Zone is one unit per acre and the minimum lot size is one acre. Building heights are limited to 3-stories or 40 feet.

### R-1 Single-Family Suburban Residence

The R-1 Single Family Suburban Residence zoning designation is intended to create a spacious suburban residential neighborhood environment on parcels of at least 18,000 square feet. To protect the character of the district, permitted uses are limited to single-family detached housing yet accommodate other compatible and complimentary cultural, religious, educational and public uses. Permitted uses include single-family housing, schools, golf courses, parks, playgrounds, and some public utility facilities. Building heights are limited to 2.5-stories or 30 feet.

### R-2 Single-Family Traditional Residence

The R-2 Single Family Traditional Residence zoning designation is intended to accommodate smaller, more conventional suburban residential neighborhood on lots of at least 12,000 square feet. The district's moderately-low density allows for flexibility in site design, and creates a transitional land use between rural and suburban residential settings. The primary permitted uses are single-family detached housing in addition to compatible and complimentary cultural, religious, educational and public uses. Permitted uses include single-family housing, schools, golf courses, parks, playgrounds, and some public utility facilities. The maximum density in the R-2 Zone is three units per acre and building heights are limited to 2.5-stories or 30 feet.

### R-2D Two-Family Attached Residence

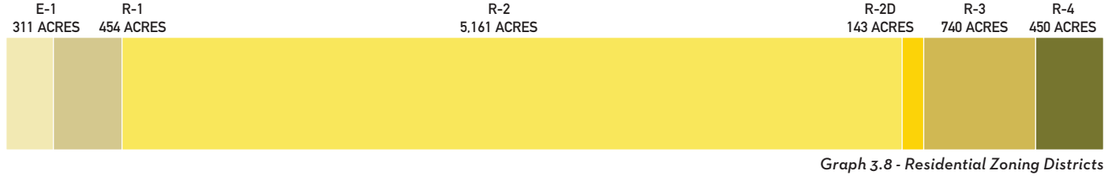
The R-2 Duplex, Two-Family Attached Residence zoning is intended for duplex dwellings on lots of at least 15,000 square feet. This district is primarily located off of a major thoroughfare or as a transitional land use adjacent to single-family residences. Therefore, the R-2 Duplex district is intended to accommodate single-family attached dwelling structures compatible with the surrounding single-family detached residential districts and commercial, office and retail spaces. Other permitted uses include single-family housing, schools, golf courses, parks, and some public utility facilities. The maximum density in the R-2D Zone is 4.8 units per acre and building heights are limited to 2.5-stories or 30 feet.

### R-3 Multifamily Attached Residence

The R-3, Multifamily Attached Residence zoning designation is intended for moderate density dwelling structures on lots of at least 9,000 square feet. This district also accommodates a roadway wide enough to park on both sides of the street. Permitted uses include single-family housing, duplex housing, townhouse housing, multifamily housing, schools, golf courses, parks, playgrounds, and some public utility facilities. The maximum density in the R-3 Zone is five units per acre and building heights are limited to 6-stories or 80 feet. The number of units per building is limited to six.

### R-4 General Multifamily Residence

The R-4, General Multifamily Residence zoning designation is intended for moderate-to-high density dwelling structures on lots of at least 15,000 square feet. This district is suitable for creating a transition between the business/commercial uses and the surrounding lower density residence uses. This district may accommodate other compatible and complimentary cultural, religious, educational and public uses. Permitted uses include single-family housing, duplex housing, townhouse housing, multifamily housing, schools, golf courses, parks, playgrounds, and some public utility facilities. The maximum density in the R-4 Zone is eight units per acre and building heights are limited to 6-stories or 80 feet.




*Graph 3.8 - Residential Zoning Districts*

**Figure 3.8: Residential Zoning Districts**

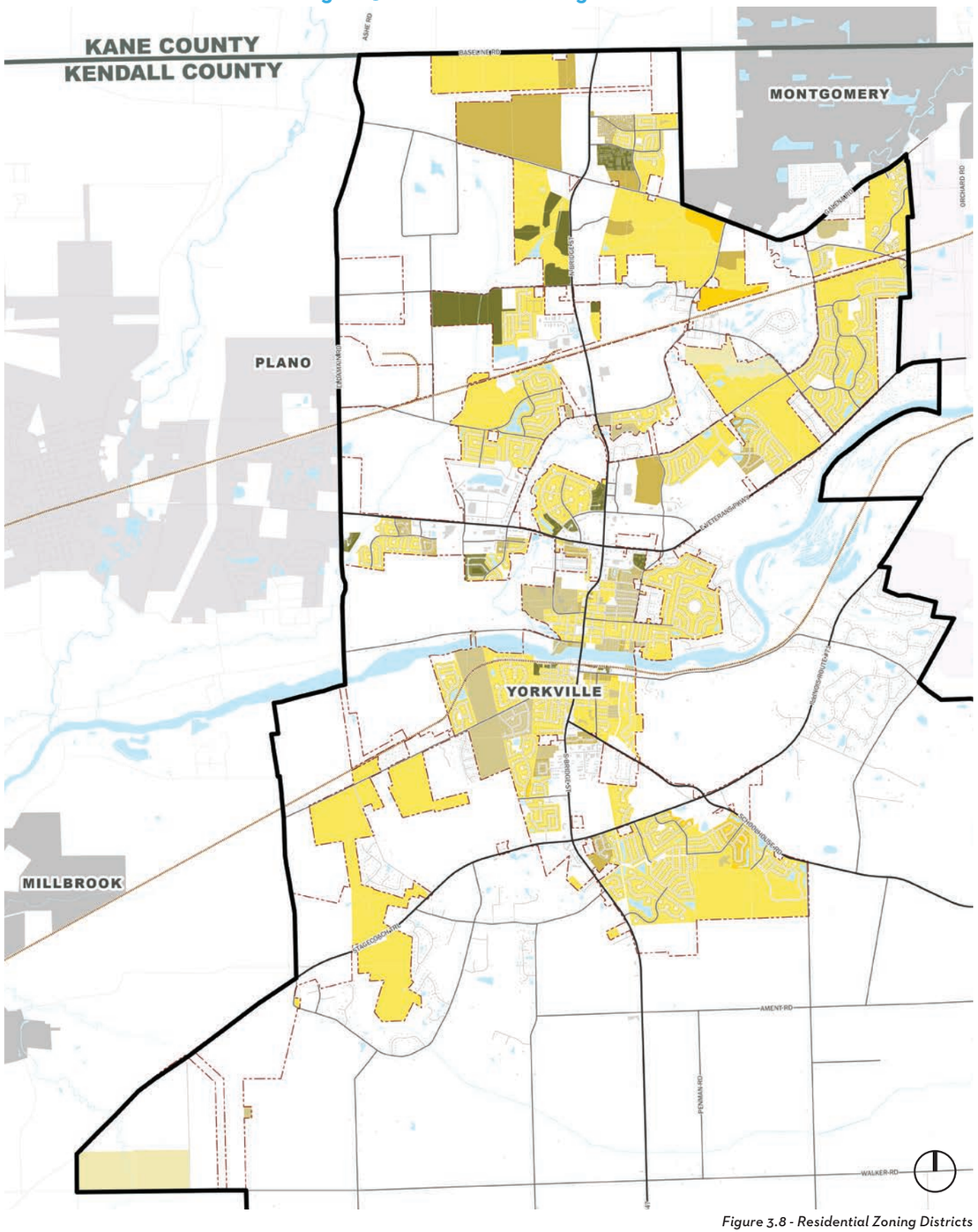



*Figure 3.8 - Residential Zoning Districts*



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## UNDEVELOPED RESIDENTIAL ZONING AREAS

Apart from the entitled residentially-zoned areas in Yorkville, there are a number of undeveloped zoned areas totaling 2,513 acres of land (Figure 3.9). These areas are located in Yorkville's northern and southeastern quadrants and are zoned in different categories from E-1 Estate to R-4 General Multifamily Residence. Most of the undeveloped land is zoned R-2 Single Family Traditional Residence. Total potential build-out in the areas would be over 8,900 housing

**Table 3.16: Undeveloped Residential Zoning Areas**

| ZONING DISTRICT | ACRES | DENSITY | POTENTIAL ADDITIONAL UNITS |
|---|---|---|---|
| *E-1 Estate Residence* | *226* | *1* | *226* |
| *R-1 Single-Family Suburban Residence* | *176* | *2.42* | *425* |
| *R-2 Single-Family Traditional Residence* | *1,436* | *3* | *4,308* |
| *R-2D Two-Family Attached Residence* | *78* | *4.8* | *374* |
| *R-3 Multifamily Attached Residence* | *379* | *5* | *1,895* |
| *R-4 General Multifamily Residence* | *218* | *8* | *1,744* |
| Totals | 2,513 | - | 8,972 |

*Source: United City of Yorkville GIS*



*Single-Family Residential Housing at the Bristol Bay Subdivision*

**Figure 3.9: Undeveloped Residential Zoning Areas**

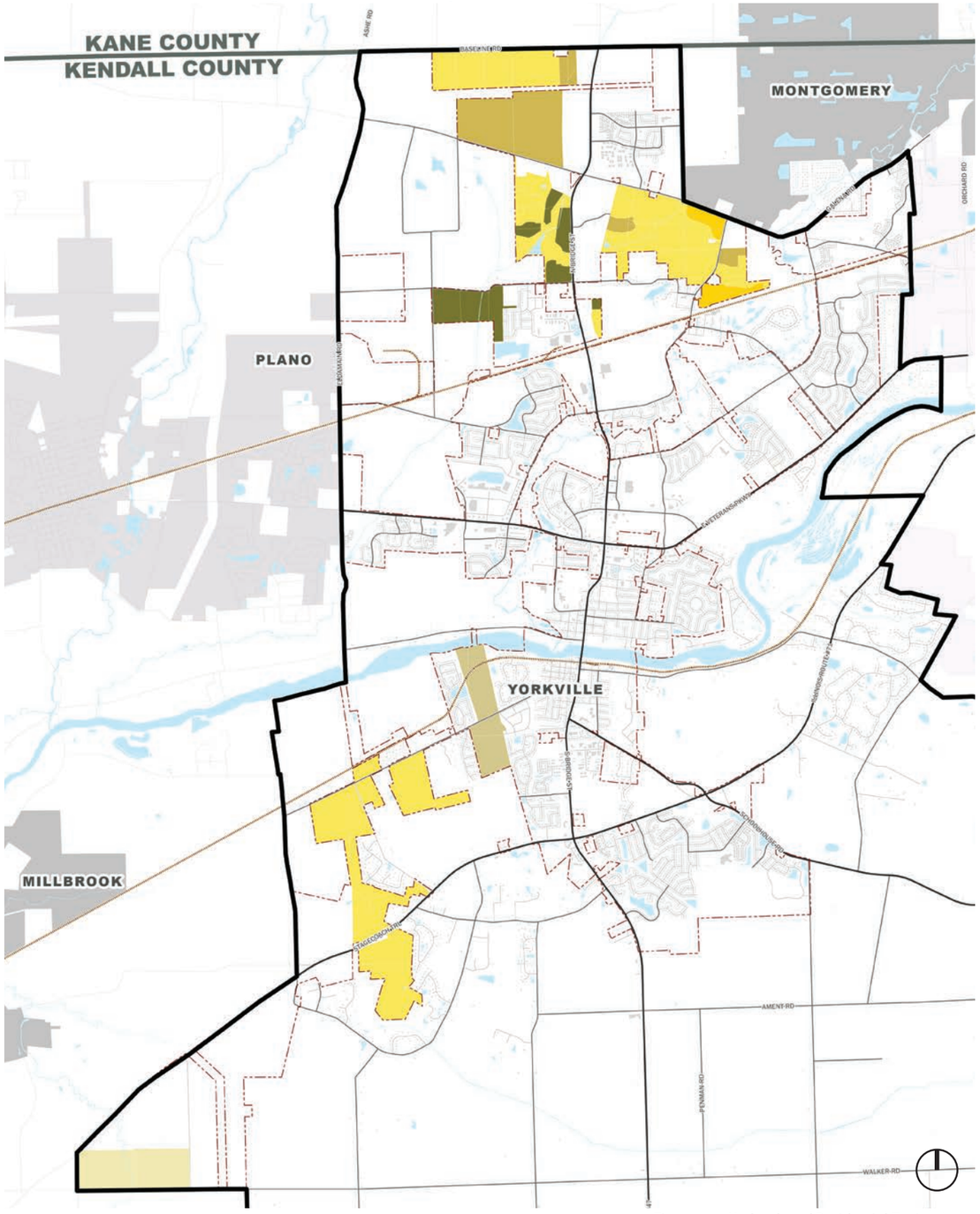



*Figure 3.9 - Undeveloped Residential Zoning Areas*

## SUMMARY OF KEY RESIDENTIAL LAND USE ISSUES AND OBSERVATIONS

**The following are key observations and issues related to residential land use in Yorkville:**

units, which is unlikely to occur in the near-term.

- Yorkville housing stock can largely be categorized between the traditional housing constructed when Yorkville and Bristol were first developing in the mid to late 1800s to just after World War II, as represented in the Traditional Neighborhood Center, and the annexed subdivisions that comprise the majority of housing built in the last two to four decades. Approximately 59 percent of homes built in Yorkville were constructed between 2000 and 2009.

- With its older, more historic housing stock, the Traditional Neighborhood Center represents an opportunity to encourage housing rehabilitation and to market it as a desirable place to live near downtown and the Fox River waterfront.

- Yorkville, like most communities around the country after the economic recession of 2008, suffered a significant slowdown in housing construction and a number of foreclosures. However, its current housing vacancy rate (7.4 percent), although higher than Kendall County, is not significant and does not represent an imbalance in Yorkville's housing market.

- Nearly half of new homes built in Yorkville are within the $200,000 to $300,000, which represents a narrow and homogenous range of housing product in Yorkville. Other housing products offered at different pricing points could help to diversify the housing stock and offer additional housing opportunities for new residents.

- Yorkville has a number of dormant developments for which roadway and utility infrastructure is in place. This represents another 7,406, and of that total, 5,628 units are not yet built – a volume that is extremely unlikely to be absorbed at any point in the near term given the slow-down of residential construction within the Chicago region (See Table 3.18 for overview of existing subdivisions).

- A five-year forecast for Yorkville suggests that demand for new homes will equate to 557 units from 2015 to 2019, or an average of 111 annually. Roughly 75 percent of demand will emanate from the owner-occupied sector; in addition, 25 percent of demand will occur within the rental sector equating to 146 units overall or 29 annually.

- Overall, it is estimated that given current market conditions, it would take anywhere from 34 to 89 years to build out all residentially platted, entitled and zoned land in Yorkville (see Table 3.17). This signifies that some residentially- zoned and unplatted developments may not be built, at least in the near and mid-terms.

### Table 3.17: Residential Build-Out Projections

| TYPE OF UNITS | NUMBER OF UNITS | ABSORPTION RATE / YEAR | YEARS TO BUILD-OUT | COMPLETION DATE |
|---|---|---|---|---|
| *Platted Units (Not Built)* | *3,477* | *100* | *34 years* | *2049* |
| *Entitled Units (Not Platted or Built)* | *3,655* | *100* | *36 years* | *2085* |
| *Undeveloped Residential Zoning Areas Capacity* | *8,972* | *100* | *89 years* | *2174* |

*Source: United City of Yorkville GIS*












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## Table 3.18: Residential Developments (as of February 2015)

| SUBDIVISION | KEY | UNIT TYPE | TOTAL UNITS PLATTED | TOTAL UNITS ENTITLED | UNITS BUILT | % BUILD OUT PLATTED | % BUILD OUT ENTITLED | LEFT TO BUILD PLATTED | LEFT TO BUILD ENTITLED |
|---|---|---|---|---|---|---|---|---|---|
| *Autumn Creek* | *A* | *Single Family* | *317* | *317* | *270* | *85.2%* | *85.2%* | *47* | *47* |
| | | *Townhomes* | *151* | *151* | *140* | *92.7%* | *92.7%* | *11* | *11* |
| *Blackberry Woods* | *B* | *Single Family* | *132* | *132* | *34* | *25.8%* | *25.8%* | *98* | *98* |
| *Briarwood* | *C* | *Single Family* | *41* | *41* | *19* | *46.3%* | *46.3%* | *22* | *22* |
| *Bristol Bay* | *D* | *Single Family* | *467* | *467* | *213* | *45.6%* | *45.6%* | *254* | *254* |
| | | *Duplex* | *182* | *182* | *0* | *0.0%* | *0.0%* | *182* | *182* |
| | | *Townhomes* | *802* | *802* | *224* | *27.9%* | *27.9%* | *578* | *578* |
| | | *Condominiums* | *624* | *624* | *336* | *53.8%* | *53.8%* | *288* | *288* |
| *Caledonia* | *E* | *Single Family* | *206* | *206* | *50* | *24.3%* | *24.3%* | *156* | *156* |
| *Country Hills* | *F* | *Single Family* | *138* | *138* | *27* | *19.6%* | *19,6%* | *111* | *111* |
| | | *Duplex* | *34* | *34* | *0* | *0.0%* | *0.0%* | *34* | *34* |
| *Grande Reserve* | *G* | *Single Family* | *953* | *1,324* | *263* | *27.6%* | *19.9%* | *690* | *1,061* |
| | | *Duplex* | *62* | *394* | *26* | *41.9%* | *6.6%* | *36* | *368* |
| | | *Townhomes* | *227* | *632* | *153* | *67.4%* | *24.2%* | *74* | *479* |
| | | *Condominiums* | *0* | *300* | *0* | *0.0%* | *0.0%* | *0* | *300* |
| *Heartland Circle* | *H* | *Single Family* | *250* | *250* | *216* | *86.4%* | *86.4%* | *34* | *34* |
| *Heartland Meadows* | *-* | *Age Rest. SF* | *47* | *47* | *0* | *0.0%* | *0.0%* | *47* | *47* |
| *Kendall Marketplace* | *J* | *Single Family* | *0* | *28* | *0* | *0.0%* | *0.0%* | *0* | *28* |
| | | *Townhomes* | *0* | *164* | *0* | *0.0%* | *0.0%* | *0* | *164* |
| *Kendallwood Estates* | *K* | *Single Family* | *83* | *83* | *0* | *0.0%* | *0.0%* | *83* | *83* |
| *Prairie Meadows* | *L* | *Single Family* | *164* | *164* | *116* | *70.7%* | *70.7%* | *48* | *48* |
| | | *Multi Family* | *0* | *268* | *0* | *0.0%* | *0.0%* | *0* | *268* |
| *Prestwick of Yorkville* | *M* | *Single Family* | *108* | *356* | *4* | *3.7%* | *1.1%* | *104* | *352* |
| *Raintree Village* | *N* | *Single Family* | *402* | *402* | *206* | *51.2%* | *51.2%* | *196* | *196* |
| | | *Duplex* | *124* | *124* | *65* | *52.4%* | *52.4%* | *59* | *59* |
| | | *Townhomes* | *128* | *128* | *20* | *15.6%* | *15.6%* | *108* | *108* |
| *Westbury East Village* | *O* | *Single Family* | *0* | *293* | *0* | *0.0%* | *0.0%* | *0* | *293* |
| | | *Townhomes* | *0* | *605* | *0* | *0.0%* | *0.0%* | *0* | *605* |
| *Westbury South Village* | *P* | *Single Family* | *0* | *181* | *0* | *0.0%* | *0.0%* | *0* | *181* |
| | | *Townhomes* | *0* | *294* | *0* | *0.0%* | *0.0%* | *0* | *294* |
| *Whispering Meadows* | *Q* | *Single Family* | *295* | *445* | *217* | *73.6%* | *48.8%* | *78* | *228* |
| *Windett Ridge* | *R* | *Single Family* | *261* | *277* | *122* | *46.7%* | *44.0%* | *139* | *155* |
| **TOTALS** | **-** | **-** | **6,198** | **9,853** | **2,721** | **43.9%** | **27.6%** | **3,477** | **7,132** |

*Source: United City of Yorkville*

## Figure 3.10: Residential Developments (as of February 2015)

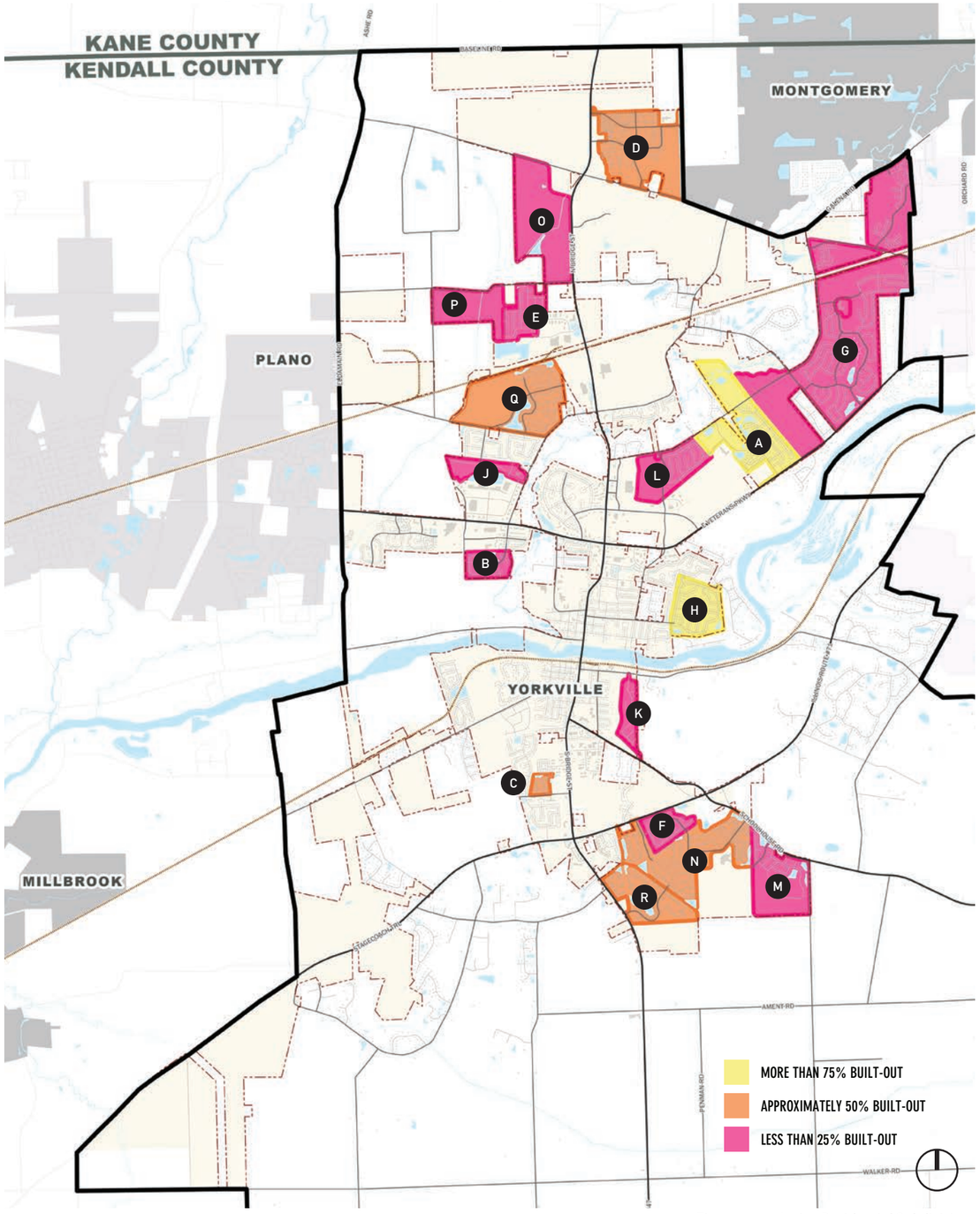



*Figure 3.10 - Active Residential Subdivisions*

# COMMERCIAL LAND USE

Within the planning area, Yorkville's commercial areas comprises 849 acres, which represents 1.9 percent of Yorkville's total land area. This section summarizes general commercial land use and market conditions. Commercial land use in Yorkville can largely be divided between the downtown Yorkville and other newly-developed commercial land area along Illinois Route 47 and U.S. Route 34 and along certain stretches of Illinois Route 47 south of the Fox River.

Current retail facilities within the City of Yorkville consist primarily of large format ("big box") stores located along Illinois 47 and U.S. Route 34 and community and neighborhood-scale centers offering general merchandise, groceries, specialty retailers, and food and beverage-establishments. In many instances the retail inventory was built in anticipation of the "rooftops" that were entitled prior to the recession.

## DOWNTOWN YORKVILLE

For the purposes of this Comprehensive Plan, downtown Yorkville is defined by Van Emmon Park on the east, Orange and East Fox Streets on the south, Morgan Street to the west, and the Fox River on the north, However, Yorkville's historic downtown commercial core is mostly bounded by the Fox River on the north, Fox Street to the south, Mill Street to the east, and Main Street to the west, and consists of mainly one to two-story traditional commercial buildings facing Illinois Route 47 and a mix of low-scale commercial and light and heavy industrial uses in its eastern quadrant near Mill Street.

On its western side, the downtown faces a traditional single family neighborhood and the Kendall County Courthouse and its associated complex of offices along South Main Street and West Ridge Street. Historically, the downtown comprised a mix of commercial and industrial uses given its location along the Fox River and the rail spur that runs along Hydraulic Street. Remnants of industrial uses remain in the downtown and brownfield land has been identified on parcels just east of the traditional building street wall along Illinois Route 47.

**Table 3.19: Existing Commercial Land Use Areas**

| SUBDIVISION | KEY | ACRES | EST. SF |
|---|---|---|---|
| *Kendall Marketplace* | *1* | *118* | *751,644* |
| *Cimarron Ridge* | *2* | *15* | *130,369* |
| *Countryside Center* | *3* | *25* | *177,859* |
| *Yorkville Business Center* | *4* | *30* | *336,727* |
| *Menards Commons* | *5* | *65* | *252,994* |
| *Fox Hill* | *6* | *4* | *23,737* |
| *Aurora Textile* | *7* | *7* | *24,556* |
| *Yorkville Marketplace* | *8* | *9* | *117,941* |
| *Landmark Center* | *9* | *5* | *36,042* |
| *Parkway Addition* | *10* | *6* | *57,248* |
| *Yorkville Market Square* | *11* | *1* | *17,807* |
| *Heartland Center* | *12* | *4* | *95,105* |
| *Inland Office Center* | *13* | *1* | *10,576* |
| *Bristol (Original Town)* | *14* | *2* | *8,443* |
| *Prairie Pointe* | *15* | *10* | *46,637* |
| *Huntsville* | *16* | *1* | *5,912* |
| *Perkins* | *17* | *3* | *21,201* |
| *North Bridge Street* | *18* | *1* | *2,932* |
| *Raging Waves Waterpark* | *19* | *42* | *3,149* |
| *Corn Holdings LLC* | *20* | *46* | *0* |
| *Rush-Copley* | *21* | *42* | *221,370* |

*Source: United City of Yorkville GIS*

**Figure 3.11: Existing Commercial Land Use Areas North of the Fox River**

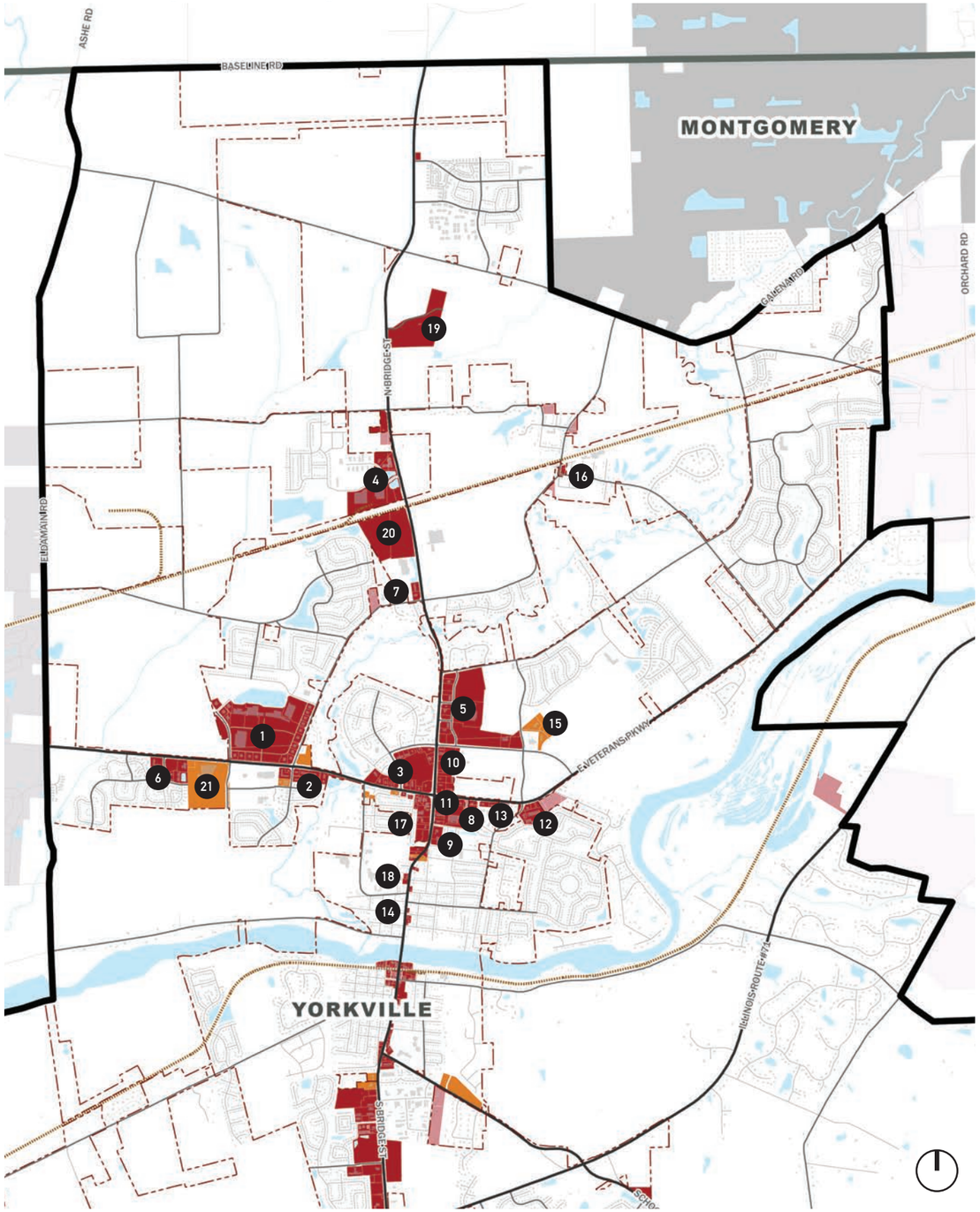



*Figure 3.11 - Existing Commercial Land Use Areas North of the Fox River*



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In recent years, some buildings along the north side of Hydraulic Street have been converted to residential use and new investment has occurred in adjacent Bicentennial Riverfront Park, transforming it into a significant Yorkville destination. Downtown buildings are generally in good condition although several along Route 47, Hydraulic Street, and Van Emmon Street could be candidates for building and storefront rehabilitation and adaptive use. There is also a significant need to improve streetscape conditions and the pedestrian environment, especially given the recent widening of Illinois Route 47 and the elimination of on-street parking. Community stakeholders have consistently commented that Illinois Route 47 is now a barrier to pedestrian movement in the downtown district, and with the loss of on-street parking along Route 47, finding areas to accommodate new parking has become a significant challenge given downtown's tight building development pattern. However, given these constraints, it appears that downtown Yorkville is underutilized and that a more strategic and efficient use of land could accommodate new development along with the rehabilitation of its existing historic commercial buildings.




*Traditional Downtown commercial building*

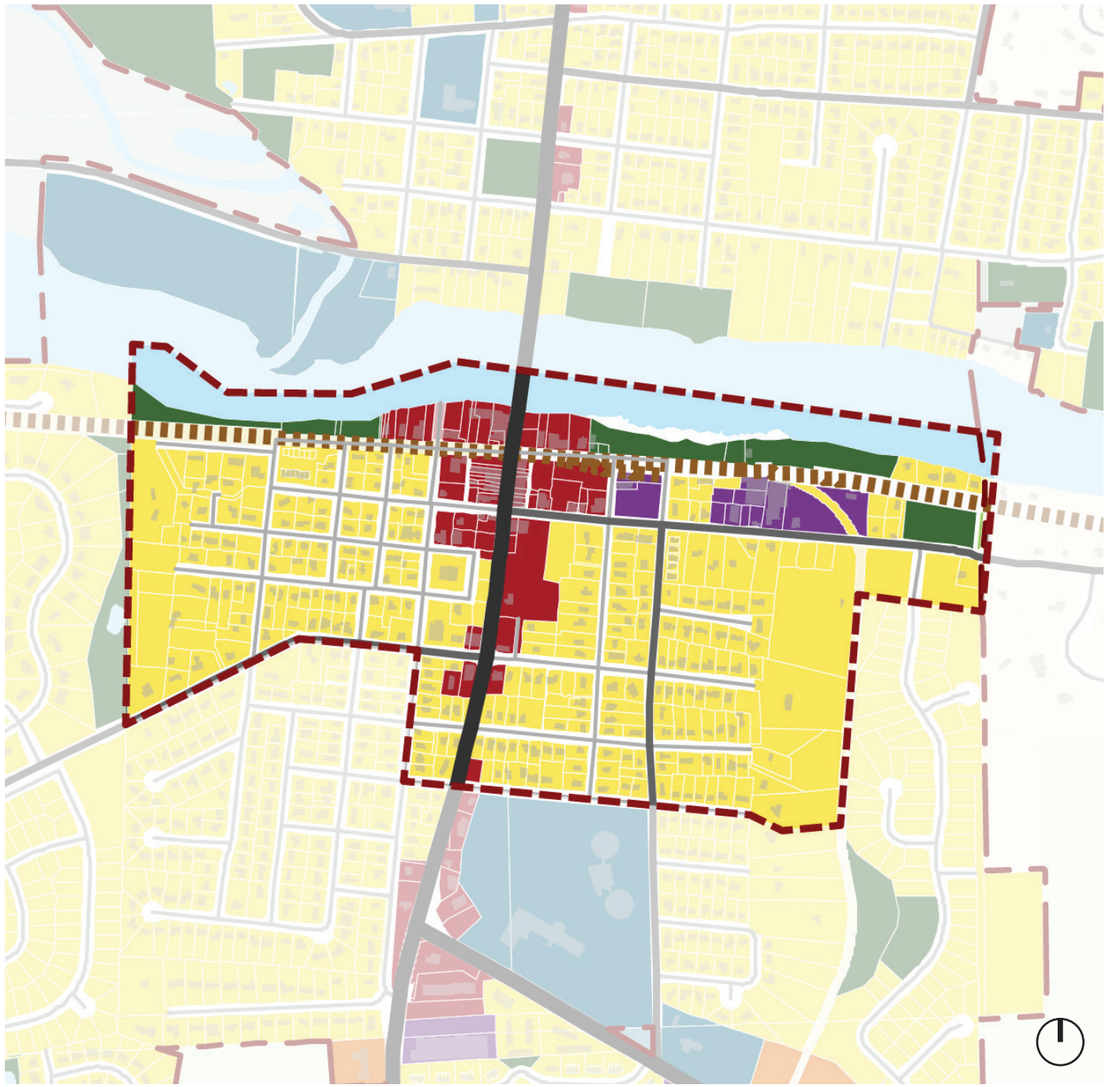


*Commercial buildings on Hydraulic Street*



*Traditional Downtown commercial building*

**Figure 3.12: Existing Downtown Land Uses**



*Graph 3.12 - Existing Downtown Land Uses*

## DOWNTOWN ZONING DISTRICTS

Downtown land use is regulated by several zoning districts as excepted below:

### B-1 Local Business

The B-1 Local Business District zoning designation is intended for the location of commercial and professional facilities that are especially useful in close proximity to residential areas. The district is designed to provide convenient shopping and services that meet the needs and enhances the quality of life for surrounding residential neighborhoods. This district also encourages dwelling units located above the first floor of a permitted use to create mixed use buildings. The minimum lot size for the B-1 Zone is 10,000 square feet with a maximin building coverage of 50 percent. 30 foot front yards are required with 20 foot side and rear yards also required. Building heights are limited to 6-stories or 80 feet.

### B-2 Retail Commerce

The B-2 Retail Commerce Business District zoning designation is intended for the location of retail shops and stores offering goods to the population. Buildings in this district are allowed to build on a majority of the lot with diminished setbacks. This allows shops and stores to maximize retail space while supporting a pedestrian friendly environment in retail shopping areas. This district also encourages dwelling units located above the first floor of a permitted use to create mixed use buildings. The minimum lot size for the B-2 Zone is 10,000 square feet with a maximin building coverage of 80 percent. There is no front yard requirement, however 20 foot side and rear yards are required. Building heights are limited to 6-stories or 80 feet.

### B-3 General Business

The B-3 General Business District zoning designation is intended for the location of a broad range of commercial uses, including small scale and large scale businesses. These uses are usually oriented toward automobile access and visibility; therefore they are typically set along major arterial roads. The businesses in this district are meant to serve regional as well as local customers. This district also encourages dwelling units located above the first floor of a permitted use to create mixed use buildings. The minimum lot size for the B-3 Zone is 10,000 square feet with a maximin building coverage of 50 percent. 50 foot front yards are required with 20 foot side and rear yards also required. Building heights are limited to 6-stories or 80 feet.

### M-1 Limited Manufacturing

The M-1 Limited Manufacturing District zoning designation is intended to provide for the location of manufacturing, industrial, and related uses of a limited nature in size that will not have a harmful environmental effect on surrounding areas. The maximum lot coverage in the M-1 Zone is 60 percent. 25 foot front yards are required while no rear yards are required. Side yards must be a minimum of 10 percent of the lot up to twenty feet. There are no building height limits, but floor area ratio is limited to 0.8.

### OS-2 Open Space (Recreational)

The OS-2 Open Space (Recreational) District is intended to govern the use of city-owned recreational areas and park land. Permitted uses include community centers, playgrounds, recreation centers, amphitheaters, and outdoor music venues. Front yards are required to be at least thirty feet and side yards are required to be at least ten feet or a distance equal to 50% of the building height, whichever is greater, when adjacent to a residential district. Rear yards are required to be at least twenty feet or a distance equal to 50% of the building height, whichever is greater, when adjacent to a residential district. Building height is limited to six-stories or eighty feet.

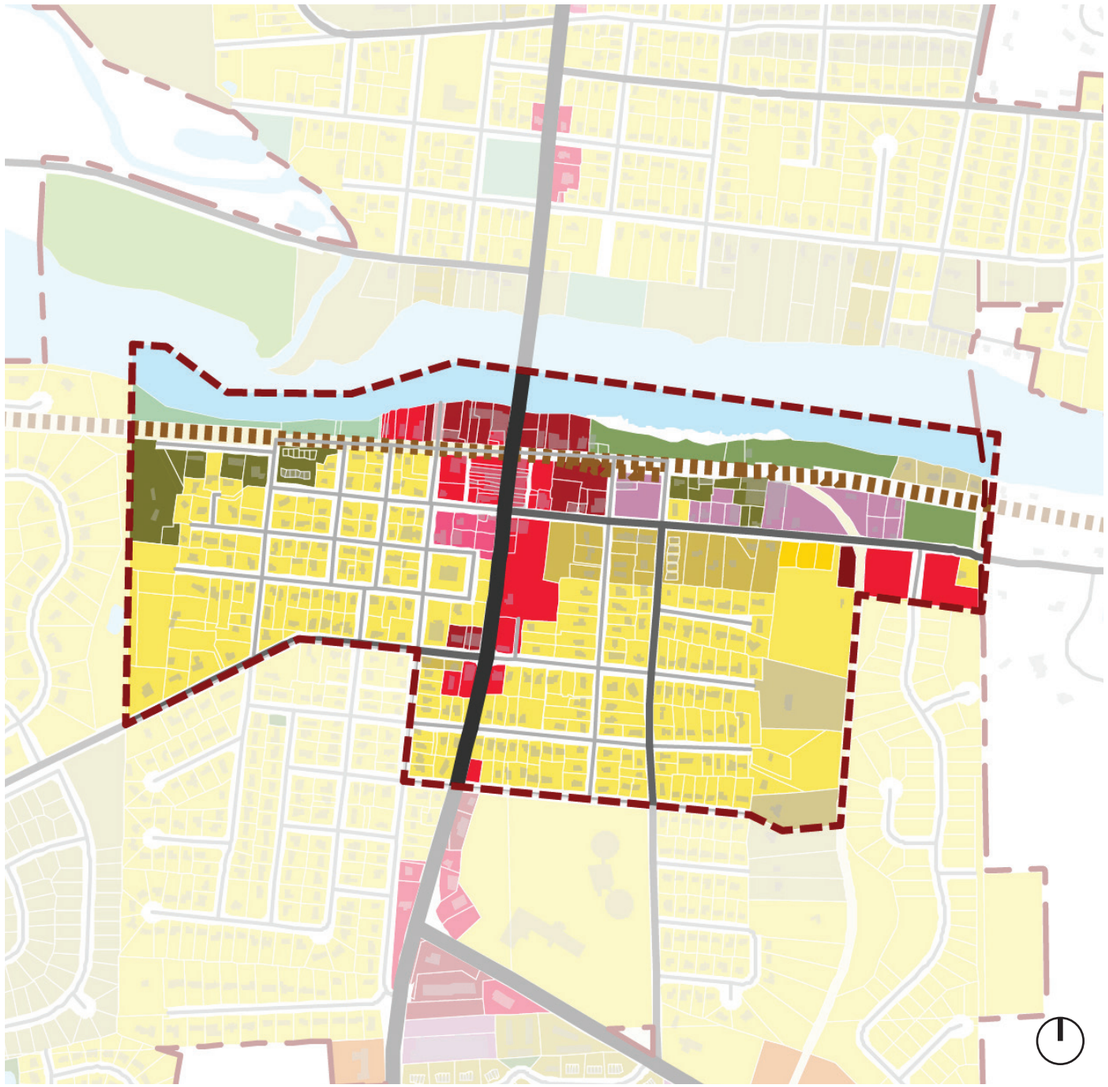
### R-2 Single-Family Traditional Residence

The R-2 Single Family Traditional Residence zoning designation is intended to accommodate smaller, more conventional suburban residential neighborhood on lots of at least 12,000 square feet. The primary permitted uses are single-family detached housing in addition to compatible and complimentary cultural, religious, educational and public uses. Permitted uses include single-family housing, schools, golf courses, parks, playgrounds, and some public utility facilities. The maximum density in the R-2 Zone is three units per acre and building heights are limited to 2.5-stories or 30 feet.

### R-4 General Multifamily Residence

The R-4, General Multifamily Residence zoning designation is intended for moderate-to-high density dwelling structures on lots of at least 15,000 square feet. This district is suitable for creating a transition between commercial uses and the surrounding lower density residence uses. This district may accommodate other compatible and complimentary cultural, religious, educational and public uses. Permitted uses include single-family housing, duplex housing, townhouse housing, multifamily housing, schools, golf courses, parks, playgrounds, and some public utility facilities. The maximum density in the R-4 Zone is eight units per acre and building heights are limited to 6-stories or 80 feet.

**Figure 3.13: Downtown Zoning Districts**



*Graph 3.13 - Downtown Zoning Districts*



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## ILLINOIS ROUTES 47 AND 34 CORRIDORS (NORTH)

The intersection of Illinois Route 47 and U.S. 34 (Veterans Parkway) can be considered the major hub for commercial activity in Yorkville, given the location of large format retailers and neighborhood-scaled centers offering general merchandise, groceries, specialty retailers, and food and beverage establishments. Such retailers and businesses include Walgreens and McDonalds, Menards, Starbucks, Jewel Foods, the NCG Cinemas, Taco Bell and Pizza Hut and Office Max. There is also a number of other locally-owned and regional businesses and chains located in this cluster. Further to the west along Veterans Parkway are other commercial developments, including the Kendall Marketplace where big-box stores such as Target, Marshalls, and Home Depot are located, and smaller office-commercial complexes housing restaurants, service businesses and medical offices. Across the street from the Kendall Marketplace is the Rush-Copley Medical Center. North of Veterans Parkway, along Illinois Route 47, are smaller strip mall developments such as the Yorkville Business Center, which is leasing space to several small retailers and businesses. General urban design conditions are good in this area although signage and landscaping could be more consistent from one development to another.

The commercial developments along these areas are mostly of recent construction, one to two-story in scale, and are characterized by generous set-backs from the roadways, landscaping and parking areas in front of the buildings. In the Kendall Marketplace, the setback from the roadway to the inline retail is quite significant, although much of the intervening land has been reserved for outlot development. In total, in Yorkville's northern quadrant, there are over 20 different commercial subdivisions totaling more than 2,00,000 square feet of commercial space. Several commercial subdivisions have been entitled but not yet developed.



*Commercial uses in Yorkville Business Center, Illinois Route 47*

## ILLINOIS ROUTES 47 CORRIDOR (SOUTH)

South of the Fox River, there are more than ten different commercial subdivisions totaling more than 400,000 square feet of commercial space, located mostly along Illinois Route 47. A mix of older and newer developments characterize the commercial activities along this portion of Route 47 with businesses that range from restaurants and fast food places to drive-in banks to small strip centers housing a variety of small businesses. Developments are generally set back closer to the roadway than those located north at the Illinois Route 47 and Veterans Parkway intersection. General urban design and streetscape conditions can be improved in this area with more consistent landscaping, signage and wayfinding.

**Table 3.20: Existing Commercial Land Use Areas**

| SUBDIVISION | KEY | ACRES | EST. SF |
|---|---|---|---|
| *Black's Addition* | *29* | *11* | *115,649* |
| *Fountain Village* | *30* | *15* | *44,855* |
| *Stagecoach Crossing* | *31* | *2* | *53,943* |
| *Prairie Garden* | *32* | *8* | *73,471* |
| *Cozy Corner* | *33* | *1* | *21,984* |
| *Yorkville (Original Town)* | *34* | *2* | *9,727* |
| *Johnson & Hughes* | *35* | *1* | *6,598* |
| *Walz* | *36* | *41* | *9,577* |
| *Highpoint Road & Route 71* | *37* | *61* | *0* |
| *Cross Evangelical Lutheran Church & School* | *38* | *17* | *83,862* |

*Source: United City of Yorkville GIS*

**Figure 3.14: Existing Commercial Land Use Areas South of the Fox River**

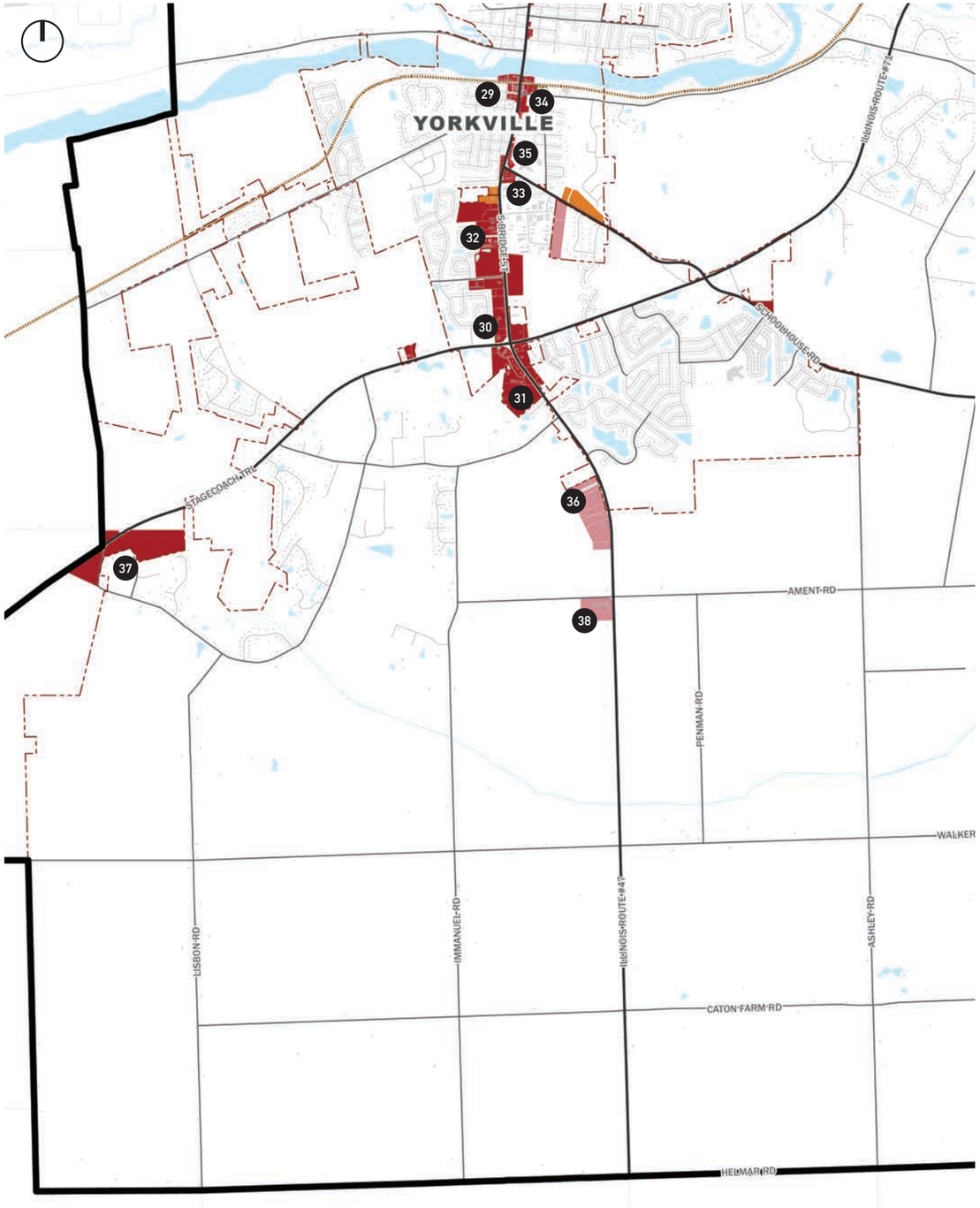



*Figure 3.14 - Existing Commercial Land Use Areas South of the Fox River*

## COMMERCIAL MARKET DATA AND ANALYSIS

This section of our report focuses on characteristics of Yorkville's current retail market and examines future retail opportunities within the City in the context of larger market area conditions and trends.

### METROPOLITAN CHICAGO AND FAR SOUTHWEST SUBURBAN RETAIL TRENDS

CBRE, a prominent national brokerage firm, includes all of Kendall County in its Far Southwest Suburban Submarket. Within the market, CBRE currently tracks performance metrics on 48 prominent retail properties encompassing 8.6 million square feet of space. As of the first quarter of 2015, vacancy rates within the submarket stood at 6.0 percent – the third lowest among all submarkets within Metro Chicago and 360 basis points lower than that for the area as a whole, at 9.6 percent.

Market conditions within the Far Southwest Suburban Submarket, as well as within the Chicago region as a whole, continue to improve with the ongoing regional and national recovery that has followed the recession. In particular, grocery-anchored shopping centers have performed well in the current environment, with market entrants such as Mariano's spurring demand for new space and escalating competition for market share among grocers in many market areas.

The growing popularity of on-line shopping has impacted some traditional "brick and mortar" stores, particularly in the apparel, electronics, and office supply sectors. And several prominent big box retailers have either closed stores or scaled back expansion plans within the region.

Generally, however, current signs point toward continued strengthening of the regional suburban retail market in the near and mid-term, with redevelopment and re-use outpacing greenfield (i.e., vacant land) development. Household growth will continue to be key to attracting new retail development.

### COMPETITIVE RETAIL DESTINATIONS

Retail centers within Yorkville compete with those in the surrounding municipalities of Oswego and Montgomery for area consumers' shopping dollars. Interviews with residents and other stakeholders in Yorkville indicate that residents travel, in particular, to large centers in Oswego and, to a lesser extent, Montgomery for major shopping trips. (Plano, while located directly west of Yorkville, offers little in the way of destination shopping.)

Three large multi-tenant shopping centers located along the U.S. 34 corridor in Oswego, encompassing nearly 1.7 million square feet of space, offer a wide variety of shopping and dining options, with major tenants including Walmart Supercenter, Kohl's, Dick's Sporting Goods, Home Depot, Target, and Buffalo Wild Wings. A fourth center, Ogden Hills in Montgomery, has more than 500,000 square feet of space and is anchored by Menards, JC Penny, and Sephora. A Sam's Club was added to the location in the fall of 2014.

### YORKVILLE RETAIL MARKET CONDITIONS AND TRENDS

Municipal sales tax revenues provide a proxy measure of overall retail activity and market growth. An examination of sales tax revenues for Yorkville and neighboring communities shows that retail activity in Yorkville grew only modestly during the ten years between 2005 and 2014, rising just 8.3 percent overall. During this same period, however, the neighboring municipalities of Oswego and Montgomery experienced high rates of sales tax growth as the U.S. 34 corridor was transformed into a major regional shopping destination. In Oswego, sales tax revenues grew more than 90 percent during this period, while Montgomery experienced growth of more than 78 percent. Of neighboring municipalities, only Plano saw a lower growth rate than Yorkville, at 2.6 percent.

Graph 3.9 shows percentage of municipal sales taxes collected in Yorkville in 2014 by major SIC (Standard Industrial Classification) code shows that General Merchandise and Drugs & Miscellaneous Retail each accounted for more than 20 percent of retail sales. Lumber, Building, and Hardware sales accounted for 17 percent of goods sold, while Food (i.e., grocery) and Drinking and Eating Places each accounted for 11 percent. Notably, apparel accounted for just three percent of goods sold, suggesting that most residents of Yorkville travel elsewhere to purchase clothing.

### YORKVILLE'S RETAIL INVENTORY

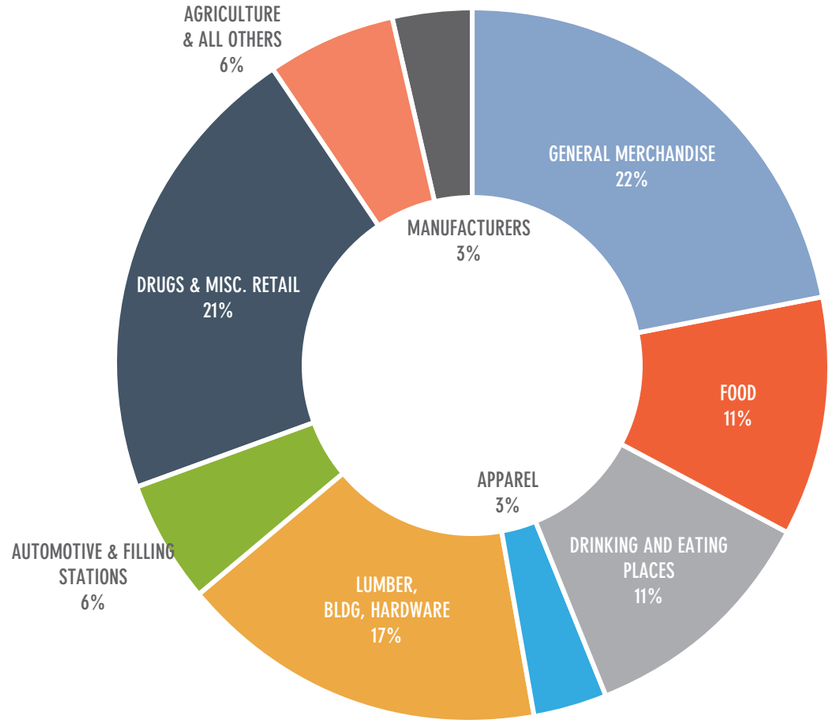
Most of Yorkville's retail inventory is located along the Illinois 47 and U.S. 34 corridors. Average daily traffic counts in excess of 15,000 along Illinois 47 and 13,000 to nearly 20,000 along U.S. 34 made these corridors desirable locations for many regional and national retailers. Yorkville's two primary shopping centers--Kendall Marketplace and Yorkville Marketplace—were both built prior to the recession in anticipation of strong household growth.

Since the Great Recession, however, the retail market in Yorkville has remained soft, with expectations for future growth largely unrealized. At this time, high vacancy rates plague Kendall Marketplace and Yorkville Marketplace and both centers remain only partially built, with the development of additional phases and outparcels delayed indefinitely.

- Kendall Marketplace: Developed in 2008 by Chicago-based Harlem Irving Companies, Kendall Marketplace was conceived as a major regional destination, with 750,000 square feet of gross leasable area (GLA). It is built on 130 acres at the northwest corner of U.S. 34 and Cannonball Trail. Anchor tenants include: Marshalls, Super Target, Kohl's, Dick's Sporting Goods, and Home Depot. Currently, 19 retail spaces out of a total of 36 are vacant and available for lease, according to information from leasing agent Jones Lang LaSalle. In addition, numerous outparcels remain undeveloped.

In the second quarter 2015, Greenwood Global purchased Kendall Marketplace from Bank of America, which seized the property through foreclosure in 2013. According to Kendall County records, the shopping center's anchor tenants (Target, Kohl's, Home Depot, and Dick's Sporting Goods) own their own stores and were not included in the sale. In addition to the significant vacancies in the center, 19 outparcels remain undeveloped.

***Graph 3.9: 2014 Calendar Year - Sales made during January 2014 through December 2014***




*Source: Illinois Department of Revenue*



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- Yorkville Marketplace: Located at the Southeast corner of the U.S. 34 and Illinois 47 intersection, Yorkville Marketplace is a neighborhood center with 111,591 square feet of leasable space. It is anchored by Jewel-Osco, Office Max, and Panera Bread. Additional tenants include, among others, Starbucks and GNC. Four spaces are currently vacant and available for lease by The Peak Group, a Naperville-based real estate company. The center, developed in 2007 by Highland Park-based Tucker Development, was purchased in April of 2015 by Inland Real Estate Group for $24.5 million. In addition to the existing space, original plans called for a second phase which, if built, would add roughly 100,000 more square feet to the center. Inland has not said if it intends to go forward with this expansion at any time in the future.

In addition to these two primary shopping centers, a number of national chains offering general merchandise, convenience and specialty goods, and service retail are located in smaller strip centers or stand-alone locations. Of particular note is the mostly undeveloped Yorkville Crossing shopping center located north and east of the Illinois 47 and U.S. 34 intersection. In addition to the anchor, Menards, current retailers include Ace Hardware; AutoZone, discount grocer Aldi, and thrift store Goodwill. A planned Walmart was never built.

A variety of eating and drinking establishments and entertainment facilities are also located along the Illinois 47 and U.S. 34 corridors. These include a variety of fast food, fast casual, and full-service restaurants, bars and food-serving pubs, a multi-screen movie theater (NCG Yorkville Cinemas), a bowling alley (Yorkville Bowl), and, further to the north, Raging Waves Waterpark – the largest waterpark in Illinois.

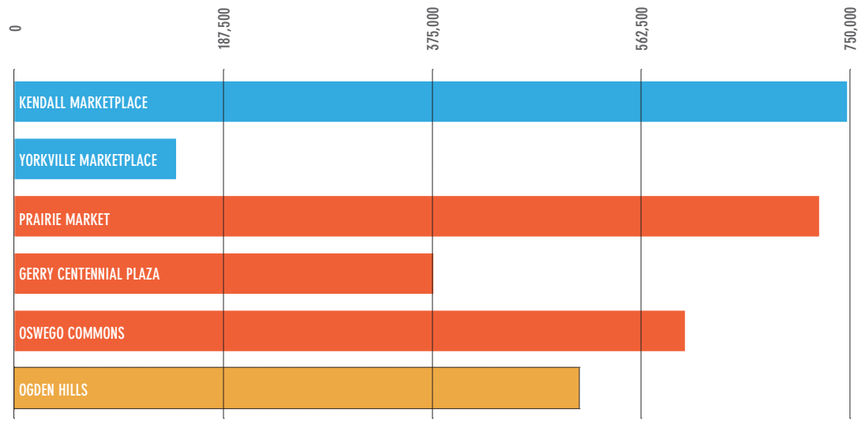
In addition two national chain-affiliated hotels are located in Yorkville: a 77-room Hampton Inn and a 42-room Super 8, both located near the Illinois 47 and U.S. 34 intersection.

## YORKVILLE'S KENDALL MARKETPLACE IS ONE OF THE LARGEST MULTI-TENANT SHOPPING CENTERS IN THE AREA. HOWEVER, A NUMBER OF COMPETING CENTERS ARE LOCATED NEARBY IN OSWEGO AND MONTGOMERY.

*Major Multi-Tenant Shopping Centers In and Around Yorkville*

| Center Name | Location | Size (SF) | Major Tenants |
|---|---|---|---|
| Kendall Marketplace | Yorkville | 745,000 | Kohl's, Dick's Sporting Goods, Home Depot, Marshalls, Super Target |
| Yorkville Marketplace | Yorkville | 145,000 | Jewel-Osco, Office Max, Panera Brea, Starbucks, GNC |
| Prairie Market | Oswego | 720,000 | Wal-Mart Supercenter, Koh's, Dick's Sporting Goods, Best Buy |
| Gerry Centennial Plaza | Oswego | 375,000 | Meijer, Michael's, Bed Bath & Beyond, Old Navy, Buffalo Wild Wings |
| Oswego Commons | Oswego | 600,000 | Home Depot, Target, T.J. Maxx, Office Max, Portillo's, Hobby Lobby |
| Ogden Hills | Montgomery | 500,000 | Sam's Club, Menard's, JC Penny, Office Depot, Sephora |

*Source: Goodman Williams Group*

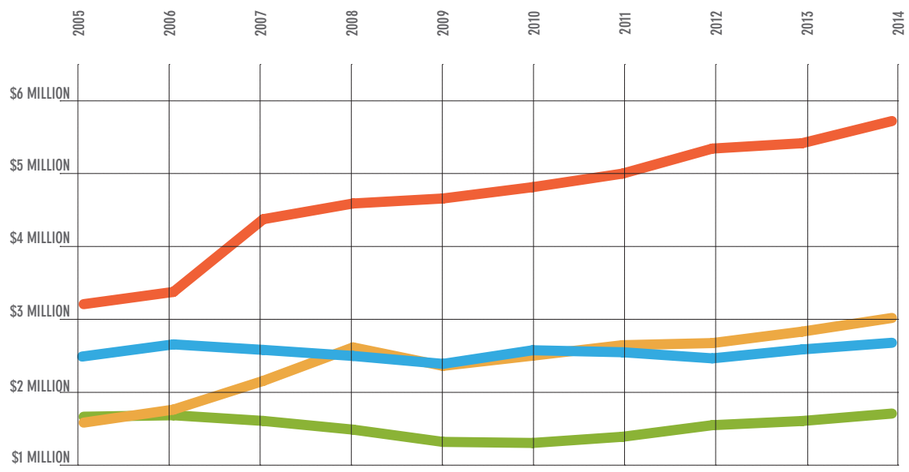



## RETAIL SALES TAXES IN YORKVILLE FELL DURING THE RECESSIONARY YEARS AND HAVE RISEN ONLY MODESTLY SINCE 2005. HOWEVER, TAXES COLLECTED IN MONTGOMERY AND OSWEGO HAVE INCREASED MORE DRAMATICALLY THAN THOSE IN YORKVILLE AND PLANO.

*Municipal Retail Sales Taxes Collected*

| | Montgomery | Oswego | Plano | Yorkville |
|---|---|---|---|---|
| 2005 | $1,586,039 | $3,215,658 | $1,667,331 | $2,479,311 |
| 2006 | $1,764,974 | $3,384,169 | $1,687,246 | $2,662,379 |
| 2007 | $2,160,404 | $4,384,546 | $1,609,423 | $2,586,447 |
| 2008 | $2,620,735 | $4,600,736 | $1,489,449 | $2,503,286 |
| 2009 | $2,366,794 | $4,669,432 | $1,320,877 | $2,394,036 |
| 2010 | $2,507,094 | $4,825,359 | $1,306,385 | $2,581,452 |
| 2011 | $2,651,204 | $5,011,615 | $1,391,337 | $2,554,296 |
| 2012 | $2,680,321 | $5,356,105 | $1,550,507 | $2,470,066 |
| 2013 | $2,837,936 | $5,429,931 | $1,608,279 | $2,592,877 |
| 2014 | $3,025,900 | $5,734,792 | $1,710,686 | $2,684,381 |
| Change % | + 90.8 | + 78.3 | + 2.6 | + 8.3 |

*Source: Illinois Department of Revenue*



## DOWNTOWN YORKVILLE

The downtown Yorkville commercial district, generally encompassing the area bound by Fox Street to the south, Benjamin Street to the east, Morgan Street to the west, and the Fox River to the north, has a small cluster of dining, entertainment, and outdoor recreation associated with the Fox River. Retailers and restaurants tend to orient their storefronts to their parking areas away from Illinois 47 / Bridge Street, leaving very little foot traffic present along the busy Illinois 47 thoroughfare.

## LEAKAGE ANALYSIS

One analytic tool used to identify possible retail opportunities within a market area is a calculation of the leakage, or gap, between the expenditure potential of households and estimates of actual sales from area businesses. For the purpose of this study, we define the retail gap as the difference between the demand from households residing in Yorkville and the estimate of sales from existing Yorkville stores.

A negative number suggests that sales (supply) exceed local demand, indicating that stores are attracting shoppers from other communities. A positive number suggests that demand exceeds local supply, indicating that shoppers are travelling outside the City for these purchases. In most categories, as shown in the following table, local demand in Yorkville is being spent in stores outside the City. Retail Demand from households in the City of Yorkville exceeds sales estimates by approximately $115 million. The retail gaps are highest in the following categories:

- Nearly half of total leakage ($49.2 million) comes from Motor Vehicle and Parts Dealers. Car Dealerships have high sales volumes and tend to locate along major commercial arteries in more densely populated communities than Yorkville.

- The Food and Beverage Stores is leaking $26.8 million. While the City of Yorkville's boundaries do not represent a trade area for a particular grocer, this leakage figure suggests that Yorkville could potentially support another mid-size grocery store.

### Table 3.21: Downtown Yorkville Business Inventory

| BUSINESS NAME | ADDRESS | TYPE OF BUSINESS | CATEGORY |
|---|---|---|---|
| *Yorkville Glass and Mirror* | *123 E. Hydraulic Street* | *House Repairs* | *Business Service* |
| *GCP Sales* | *204 Heustis Street* | *Golf-Carts* | *Business Service* |
| *Jack Hudson Insurance* | *108 S. Bridge Street* | *Insurance* | *Business Service* |
| *Grieter's Mechanical* | *121 E. Hydraulic Street* | *Mechanical Contractor* | *Business Service* |
| *Upper Crust Catering* | *109 S. Bridge Street* | *Catering* | *Business Service* |
| *Caring Hands Thrift Shop* | *220 S. Bridge Street* | *Former Thrift Store* | *Closed/Vacant* |
| *Record Newspapers* | *222 South Bridge Street* | *Newspaper Publisher* | *Office* |
| *Old Second Bank* | *102 E. Van Emmon St.* | *Bank* | *Closed/Vacant* |
| *Vacant* | *208 S. Bridge Street* | *Office* | *Closed/Vacant* |
| *Vacant* | *135 E. Van Emmon* | *Office* | *Closed/Vacant* |
| *Residential Homesites* | *214 South Bridge Street* | *Office* | *Closed/Vacant* |
| *Mongolian 211* | *219 S. Bridge Street* | *Food/Beverage* | *Closed/Vacant* |
| *Cobblestone Bakery and Bistro* | *101 W. Van Emmon Street* | *Food/Beverage* | *Closed/Vacant* |
| *Law Offices* | *103 E. Van Emmon St.* | *Law Office* | *Closed/Vacant* |
| *Semper Fi Yard Service* | *212 S. Bridge Street* | *Yard Work* | *Closed/Vacant* |
| *Ginger & Soul* | *131 E. Hydraulic Street* | *Food/Beverage* | *Food/Beverage* |
| *Rivers Edge Theater* | *217 South Bridge Street* | *Theater* | *Entertainment* |
| *Rowdy's* | *210 South Bridge Street* | *Bar* | *Food/Beverage* |
| *Foxy's Ice Cream* | *131 E. Hydraulic Street* | *Food/Beverage* | *Food/Beverage* |
| *Casa Santiago* | *227 Heustis Street* | *Food/Beverage* | *Food/Beverage* |
| *Barley Fork* | *209 South Bridge Street* | *Food/Beverage* | *Food/Beverage* |
| *Kendall County Farm Bureau* | *111 E. Van Emmon* | *Office* | *Government* |
| *Masonic Office Lodge* | *214 South Bridge Street* | *Office* | *Lodge* |
| *HD Backhoe Service LLC* | *109 S. Bridge Street* | *Contractors* | *Office* |
| *Foxes Den Hairstyling* | *109 S. Bridge Street* | *Hair Salon* | *Personal Service* |
| *Satya Healing Market* | *202 S. Bridge Street* | *Healing Center* | *Personal Service* |
| *Kairi Kearns Therapy* | *202 S. Bridge Street* | *Therapy Office* | *Personal Service* |
| *Dickson's Building: Yorkville Judo and Trinity Fitness* | *130 Bridge Street Plaza* | *Gym* | *Recreation/Fitness* |
| *Freeman's Sports* | *129 E. Hydraulic Street* | *Bait Shop* | *Recreation/Fitness* |
| *Yak Shack* | *301 E. Hydraulic Street* | *Kayak Rentals* | *Recreation/Fitness* |
| *Sense of Samadhi* | *202 S. Bridge Street* | *Yoga Studio* | *Recreation/Fitness* |
| *Yorkville Flower Shop* | *214 South Bridge Street* | *Flower Shop* | *Retail* |

*Source: Based on Fieldwork, June 2015*

### Table 3.22: Leakage Analysis

| INDUSTRY SUMMARY | DEMAND | SUPPLY | RETAIL GAP |
|---|---|---|---|
| | RETAIL POTENTIAL | RETAIL SALES | |
| *Total Retail Trade and Food & Drink* | $250,856,462 | $135,372,463 | $115,483,999 |
| *Total Retail Trade* | $222,523,143 | $117,060,736 | $105,462,407 |
| *Total Food Services & Drinking Places* | $28,333,319 | $18,311,727 | $10,021,592 |
| **BY CATEGORY:** | **DEMAND** | **SUPPLY** | **RETAIL GAP** |
| *Motor Vehicle & Parts Dealers* | $50,593,778 | $1,421,668 | $49,172,110 |
| *Gasoline Stations* | $23,255,645 | $24,767,516 | -$1,511,871 |
| *Furniture & Home Furnishings Stores* | $5,414,693 | $945,635 | $4,469,058 |
| *Electronics & Appliance Stores* | $6,596,347 | $5,141,320 | $1,455,027 |
| *Bldg Materials, Garden Equip. & Supply Stores* | $8,853,328 | $20,117,371 | -$11,264,043 |
| *Food & Beverage Stores* | $38,285,398 | $11,444,297 | $26,841,101 |
| *Health & Personal Care Stores* | $21,615,439 | $16,801,147 | $4,814,292 |
| *Clothing & Clothing Accessories Stores* | $15,564,080 | $1,893,639 | $13,670,441 |
| *Sporting Goods, Hobby, Book & Music Stores* | $6,374,917 | $6,724,457 | -$349,540 |
| *General Merchandise Stores* | $40,798,099 | $22,482,042 | $18,316,057 |
| *Miscellaneous Store Retailers* | $5,171,419 | $5,321,644 | -$150,225 |
| *Food Services & Drinking Places* | $28,333,319 | $18,311,727 | $10,021,592 |

*Source: Esri Business Analyst*



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- The General Merchandise Stores category is leaking $18.3 million. Yorkville does have a number of discount department and general merchandise stores including Target. A Walmart was planned, but never built, on a site along Route 34 in Yorkville, but the company operates stores in neighboring Oswego, Plano, and Montgomery. Average sales per store for a Walmart supercenter is $72.5 million on an annual basis.

- Apparel and Accessory Stores and Food Service & Drinking places are also showing modest retail gaps ($13.7 and $10.0 million respectively). Small merchants and full-service and quick casual restaurants and bars would be welcome additions in existing retail centers as well as in Downtown Yorkville.

Note that this analysis is not a definitive indicator of retail opportunities within Yorkville. Successfully recruiting new businesses to an area requires, among other factors, the character and proximity of competitors or potential competitors, the demographic and socioeconomic makeup of the localized consumer base, vehicular and pedestrian traffic levels, and the availability of suitable land and/or commercial space.



*Commercial uses in Downtown Yorkville*

## RETAIL CONCLUSIONS AND OPPORTUNITIES

Despite the opening of several key retail stores in the late 2000s – primarily in the Kendall Marketplace and Yorkville Marketplace shopping centers, Yorkville has seen only modest growth in overall retail sales volumes over the last ten years and these major shopping centers have existing vacancies and undeveloped outparcels. While Yorkville remains underserved in several key retail segments, as noted in this analysis as well as the Retail Coach report, several challenges will impede its ability to draw significant new retail investment in the near and mid-term. These include the following:

- The population of Yorkville is expected to grow only modestly in the coming five to ten years. In an era where "retail follows rooftops", national retailers, who routinely weigh hundreds of expansion opportunities across the country, are unlikely to seek out Yorkville unless significant existing demand and household growth is amply demonstrated.

- Yorkville's north/south divide dampens its retail potential. As noted previously, feedback from area residents and other stakeholders suggests that Yorkville residents routinely travel to Oswego and Montgomery for shopping trips. Reportedly, this is particularly true of residents of southern Yorkville, who often find traveling to Oswego quicker and easier than traveling north along Illinois 47 to the heart of Yorkville's retail district at Illinois 47 and U.S. 34, given traffic bottlenecks along Illinois 47. (Though completion of current major construction work along this route is expected to help relieve congestion.)

- Moreover, Oswego continues to develop, and the Village has an aggressive retail growth plan in place for both U.S. 34 and Orchard Road, which it sees as a "growth corridor." According to the Village, plans include the recruitment of a high-end grocery store, furniture stores, and a Costco in the near future.

- Finally, a wild card with the potential to impact both the commercial and residential markets in Yorkville is the Hudson Pointe mixed-use development proposed for the southwest corner of U.S. 30 and Wolf's Crossing Road in Oswego. If developed as currently envisioned, Hudson Pointe will add more than 34 acres of commercial development along with up to 1,600 new housing units to regional inventories. A community of such scale could further shift the focus of growth towards Oswego, dampening retail and residential demand potentials in Yorkville.

Notwithstanding these challenges, potential opportunities for retail development do exist in Yorkville, primarily in the following forms:

- ***Grocery-Anchored Development.*** As discussed, Yorkville has the potential to support additional specialty grocery store development. The estimated gap of more than $26 million in grocery spending would, if realized, support the addition of a mid-size specialty and/or regionally-based grocer. Not only would such a store be a benefit to the residents of Yorkville, the traffic generated would likely draw interest from additional retailers and service providers seeking proximity or co-tenancy.

- ***Downtown Development.*** Downtown Yorkville, with its picturesque Fox River views, has the potential to draw residents and visitors alike to businesses, parks and recreation areas, and outdoor events. Supportable uses within the downtown area in the near to mid-term would likely include additional eating and drinking establishments, and recreation-oriented businesses. In May, the City approved TIF financing for Three Angels nanobrewery to be located at what once was the Ingemunson Law Offices. The City has also approved plans for a cooking school and catering business at a city-owned building at Hydraulic Street. The City needs to continue to promote new businesses to locate downtown in order to revitalize the downtown area.

With time, careful planning and incubation, and, most importantly, community support, a thriving downtown District could be fostered with the critical mass needed to lure additional businesses to the area. However, serious market challenges must be addressed in order to make this vision a reality. These include industrial blight on the eastern side of the district, inadequate parking, and high volumes of fast-moving traffic along Illinois 47 that make this most desirable commercial stretch of downtown also its most dangerous and unfriendly for pedestrians.

## OFFICE MARKET DATA

Yorkville is located further west than the existing concentrations of west suburban multi tenant and single-user corporate office buildings. Therefore, the amount of investment grade office space in the City is limited.

In Yorkville, business and professional service firms tend to be located adjacent to retail tenants in the various commercial shopping centers. The City is also home to several medical office users.

- Aurora-based Rush-Copley has a 45-acre medical campus in Yorkville located on Route 34. The complex contains an urgent-care center, oncology center, diagnostic center, and physician offices. The complex opened in 2008, and was built in anticipation of the healthcare needs of the growing Yorkville population. In 2012, a 6,000 square foot emergency center was added to the medical campus.

- Advocate Dreyer Medical Clinic and Presence Mercy Medical Center also have medical office locations nearby to Rush-Copley in Yorkville. A few other in-line medical offices are located in nearby strip centers.

## COMMERCIAL ZONING DISTRICTS

Commercial development is regulated by one of five commercial zoning districts, as excerpted below:

### O Office District

The O Office District zoning designation is intended to provide for the location of professional offices, research and development facilities, and other related uses on parcels of at least 20,000 square feet. In addition, a mix of limited retail and service uses may be allowed to support other uses within the zone. The O Office District zone may be used as a transitional zone between residential and more intensive commercial and manufacturing districts. This district also encourages dwelling units located above the first floor of a permitted use to create mixed use buildings. The minimum lot size for the O Zone is 20,000 square feet with a maximin building coverage of 50 percent. 30 foot front yards are required with 10 foot side yards and 20 foot rear yards also required. Building heights are limited to 6-stories or 80 feet.

### B-1 Local Business

The B-1 Local Business District zoning designation is intended for the location of commercial and professional facilities that are especially useful in close proximity to residential areas. The district is designed to provide convenient shopping and services that meet the needs and enhances the quality of life for surrounding residential neighborhoods. This district also encourages dwelling units located above the first floor of a permitted use to create mixed use buildings. The minimum lot size for the B-1 Zone is 10,000 square feet with a maximin building coverage of 50 percent. 30 foot front yards are required with 20 foot side and rear yards also required. Building heights are limited to 6-stories or 80 feet.

### B-2 Retail Commerce

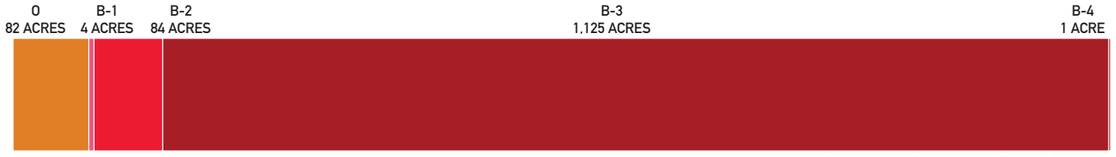
The B-2 Retail Commerce Business District zoning designation is intended for the location of retail shops and stores offering goods to the population. Buildings in this district are allowed to build on a majority of the lot with diminished setbacks. This allows shops and stores to maximize retail space while supporting a pedestrian friendly environment in retail shopping areas. This district also encourages dwelling units located above the first floor of a permitted use to create mixed use buildings. The minimum lot size for the B-2 Zone is 10,000 square feet with a maximin building coverage of 80 percent. There is no front yard requirement, however 20 foot side and rear yards are required. Building heights are limited to 6-stories or 80 feet.

### B-3 General Business

The B-3 General Business District zoning designation is intended for the location of a broad range of commercial uses, including small scale and large scale businesses. These uses are usually oriented toward automobile access and visibility; therefore they are typically set along major arterial roads. The businesses in this district are meant to serve regional as well as local customers. This district also encourages dwelling units located above the first floor of a permitted use to create mixed use buildings. The minimum lot size for the B-3 Zone is 10,000 square feet with a maximin building coverage of 50 percent. 50 foot front yards are required with 20 foot side and rear yards also required. Building heights are limited to 6-stories or 80 feet.

### B-4 Service District

The B-4 Service Business District zoning designation is intended for the location of a variety of service based commercial uses. These businesses focus on providing residents with services on a local level. The minimum lot size for the B-4 Zone is 10,000 square feet with a maximin building coverage of 50 percent. 50 foot front yards are required with 20 foot side and rear yards also required. Building heights are limited to 6-stories or 80 feet.




*Graph 3.10 - Residential Zoning Districts*

**Figure 3.15: Commercial Zoning Districts**

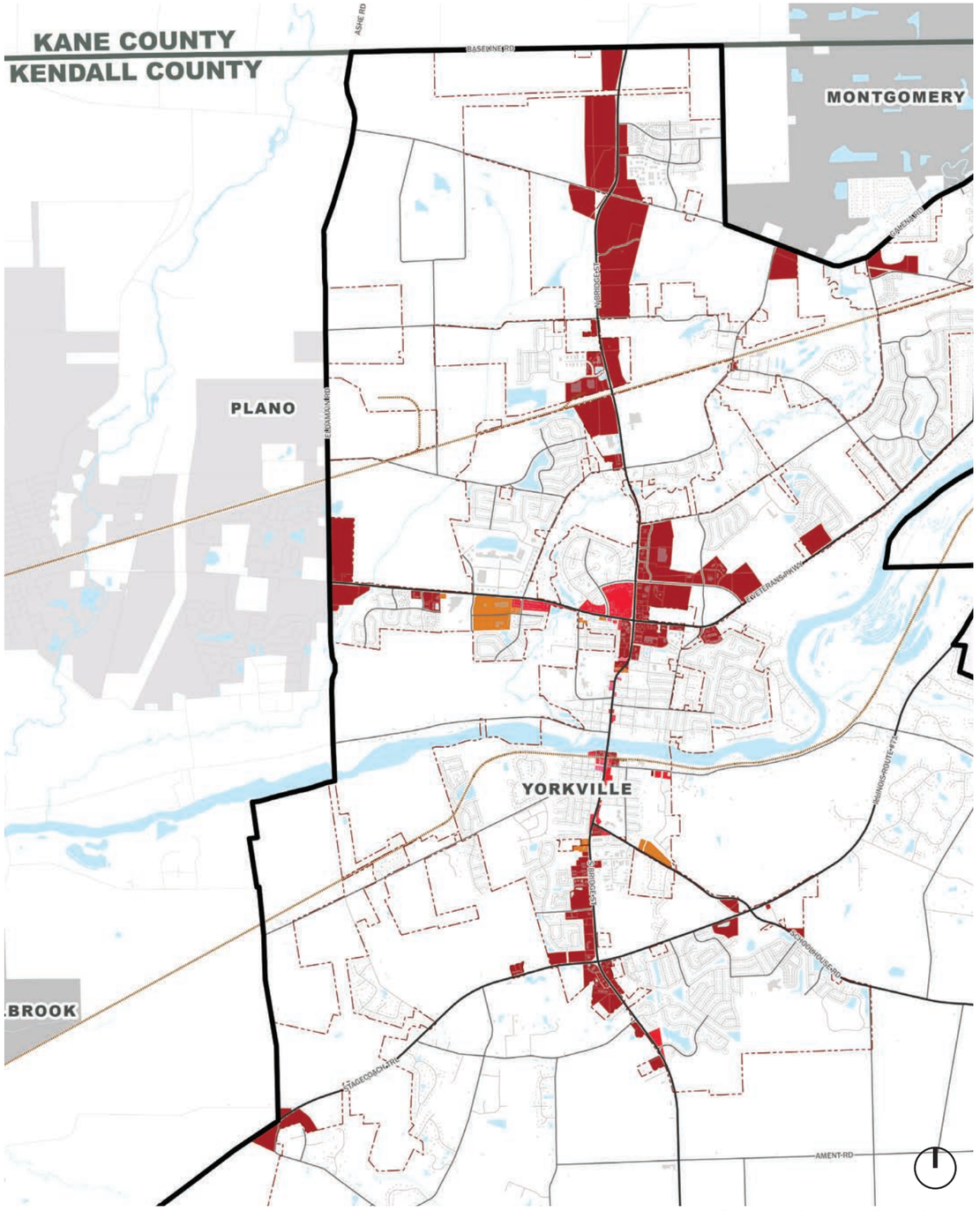



*Figure 3.15 - Residential Zoning Districts*



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## UNDEVELOPED COMMERCIAL ZONING AREAS

Apart from land that is already developed and zoned for commercial development, there are several areas in Yorkville that are currently zoned but undeveloped for commercial use. These areas are located throughout Yorkville but the more significant parcels are within the community's northern quadrant along Illinois Route 47 and Veterans Parkway, and are zoned in two different commercial zoning categories, B-2 Retail Commerce and B-3 General Business. These areas represent more than 6.4 million square feet of commercial space that according to current market conditions may not be developed in the near future.

**Table 3.23: Undeveloped Commercial Zoning Areas**

| ZONING DISTRICT | ACRES | POTENTIAL ADDITIONAL SF |
|---|---|---|
| *O Office District* | 0 | 0 |
| *B-1 Local Business* | 0 | 0 |
| *B-2 Retail Commerce* | 6 | 65,340 |
| *B-3 General Business* | 587 | 6,392,430 |
| *B-4 Service District* | 0 | 0 |
| Totals | 593 | 6,457,770 |

*Source: United City of Yorkville GIS*

## SUMMARY OF KEY COMMERCIAL LAND USE ISSUES AND OBSERVATIONS

**The following are key observations related to commercial land use in Yorkville:**

- Downtown Yorkville remains a key opportunity for reinvestment and redevelopment given its adjacency to the traditional single family neighborhoods and the recreational opportunities along the Fox River and nearby parks. Targeted initiatives in addressing key downtown issues, such as its brownfield and urban design challenges, will be important in spurring downtown reinvestment. Inadequate parking and high volumes of fast-moving traffic along Illinois Route 47 also need to be addressed as key issues for downtown.
- While Yorkville may experience limited demand for additional retail in coming years, particularly in the grocery and restaurant categories, it will continue to face competition from neighboring communities, particularly Oswego. New retail development will depend on, among other factors, the volume of new residential development.
- Yorkville in general is over-zoned for retail and commercial development, especially along northern portions of Illinois Route 47 where residential development may be slow to occur in the long-term.
- Yorkville has the potential to support an additional mid-sized specialty grocery store, which in turn could spur additional retail development adjacent to the grocery.
- There is a defined need for a more consistent, cohesive approach to developing retail and commercial services in the downtown, especially in regards to downtown where sustained efforts in attracting and incubating new businesses should be the focus of economic development.

**Figure 3.16: Undeveloped Commercial Zoning Areas**

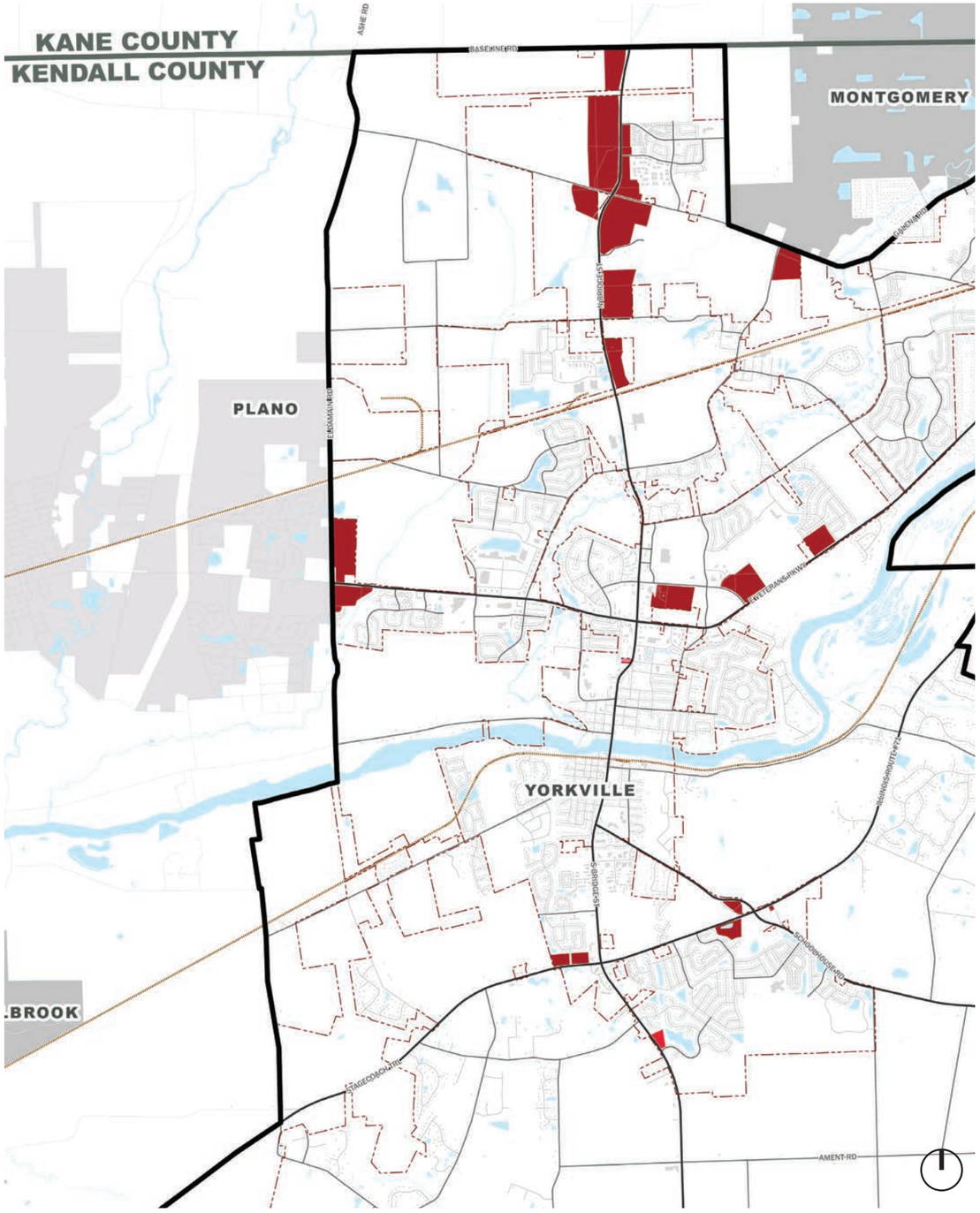



*Figure 3.16 - Undeveloped Commercial Zoning Areas*

# INDUSTRIAL LAND USE

Within the planning area, Yorkville's industrial areas comprises 419 acres, which represents 0.9 percent of Yorkville's total land area. This section summarizes general industrial land use and market conditions. Industrial land use in Yorkville can largely be found in five main areas both north and south of the Fox River.

## EXISTING INDUSTRIAL AREAS

North of the Fox River comprise three of the larger industrial areas in Yorkville: the Aurora Textile industrial development, the Wrigley manufacturing complex, and the Yorkville Business Center, which also includes the commercial strip development facing Illinois Route 47. All three industrial developments account for over 507,000 square feet of industrial space, the largest being the Wrigley manufacturing complex – already slated to expand its facilities in 2015 – although a significant portion of its current land parcel is undeveloped. The Yorkville Business Center Park includes a number of warehousing, manufacturing and automotive-service related uses on lots that are mostly one acre in size. West of the Illinois Route 47 is the Aurora Textile industrial development; Aurora Textile is a manufacturer of textiles. All three industrial areas north of the Fox River are set back generously from the Illinois 47 roadway and are nicely landscaped with berms and water features providing a modern industrial park setting.

South of the Fox River are three other industrial areas: the Fox Industrial Park, which comprises 461,000 square feet of industrial space, the older waterfront industrial areas of downtown and the F.W. Witt development, the latter two comprising 110,000 square feet of industrial space. The Fox Industrial Park is home to a number of light manufacturing and auto-related service industries on smaller lots than found in the Yorkville Business Park. Unlike the industrial areas north of the Fox River, this park's industrial buildings are constructed closer to the sidewalk with a limited level of landscaping treatments; directly north of the park is a row of multifamily developments along Colonial Parkway. Industrial is also located along portions of the downtown just south and adjacent to the rail spur. These uses largely reflect the once industrial nature of the downtown.

**Table 3.24: Existing Industrial Land Use Areas**

| SUBDIVISION | KEY | ACRES | SF |
|---|---|---|---|
| *Fox Industrial Park* | *1* | *42* | *461,178* |
| *Wrigley Manufacturing* | *2* | *289* | *218,163* |
| *Yorkville Business Center* | *3* | *23* | *159,205* |
| *Aurora Textile* | *4* | *11* | *130,570* |
| *Yorkville (Original Town)* | *5* | *6* | *57,992* |
| *F.W. Witt & Co.* | *6* | *3* | *52,911* |

*Source: United City of Yorkville GIS*



*Industrial Uses along Hydraulic Street in downtown Yorkville*

**Figure 3.17: Existing Industrial Land Use Areas**

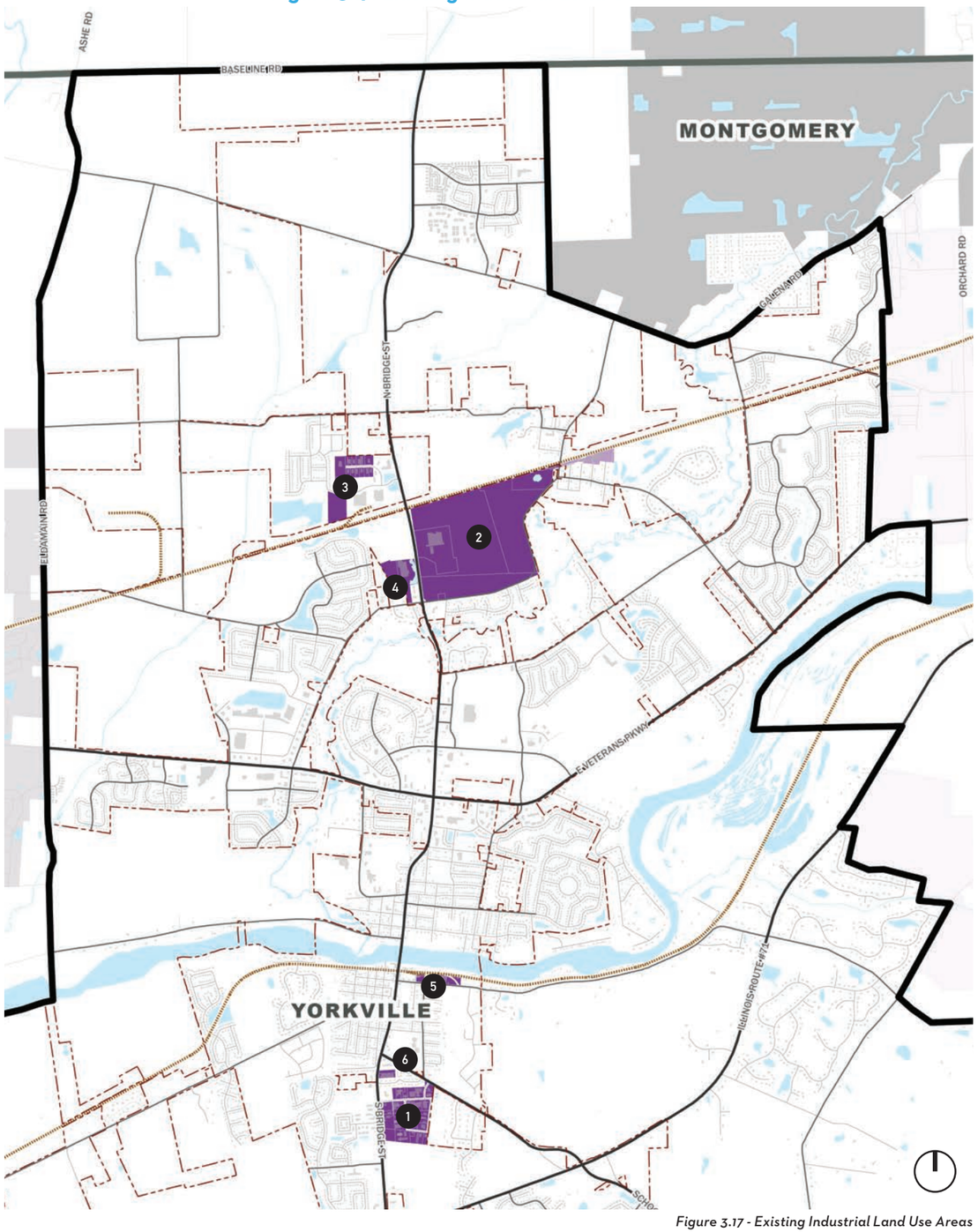



*Figure 3.17 - Existing Industrial Land Use Areas*



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## INDUSTRIAL MARKET DATA AND ANALYSIS

Major industrial development in the far western and southwestern portions of the Chicago region is dependent on proximity to the interstate highway system, and features large "big box" bulk distribution centers as well as some industrial R & D product. The Interstate 88 Corridor, anchored on the west by the City of Aurora, is located approximately 12 miles to the north of downtown Yorkville. The Interstate 55 Corridor follows the Stevenson Expressway as it turns south and intersects with Interstate 80 near Joliet's intermodal logistics hub. Downtown Yorkville is approximately 16 miles from an entrance to Interstate 55.

As a hub of inland transportation; industrial construction is surging in the Chicago metropolitan area. According to global real estate firm JLL, nearly 2 million square feet are currently under construction in the Interstate 55 corridor with another 1.7 million under construction along Interstate 88. The pace of new construction is somewhat slower west of Aurora along the Interstate 88 corridor.

### INDUSTRIAL DEVELOPMENT ALONG ELDAMAIN ROAD

Yorkville and neighboring Plano have a few notable industrial developments:

- On the west side of Eldamain Road north of Illinois Route 34, Menards built a major regional distribution center, likely in anticipation of the proposed $1 billion Prairie Parkway highway project that would have connected Interstates 88 and 80 approximately 1.5 miles west of Eldamain Road. Planning for the 37-mile roadway project was officially terminated in 2012.

- Much of the land along Eldamain Road north of Route 34 in the City of Yorkville is zoned industrial, although agricultural uses still predominate, with the exception of the ComEd transfer station that distributes and services the City of Yorkville.

- Past plans for this land included a 32-acre Lincoln Prairie Industrial Park across from the Menards distribution center that would have included a 14-acre asphalt plant run by Mount Prospect-based Healy Asphalt Company. Plans for the Konicek Farm Property called for a 234-acre commercial and residential plan called White Pines. Neither plan came to fruition.

### WRIGLEY MANUFACTURING COMPANY, LLC

Yorkville is home to one of Chicago-based Wrigley Manufacturing Company's facilities, where some of the company's best known brands are made, including Juicy Fruit, Doublemint, and Life Savers. In 2014, Wrigley announced plans to expand the Yorkville facility, adding the production of Skittles. The $50 million expansion, set to be completed in 2016, will add 75 permanent manufacturing jobs. Wrigley Manufacturing is now the largest full-time, year-round employer in Yorkville.

The Wrigley expansion is being assisted in part by the Illinois Department of Commerce and Economic Opportunity (DCEO), which will provide $2 million in tax incentives through the Economic Development for a Growing Economy (EDGE) program. DCEO also is investing $250,000 in the 147,000 sq. ft. construction expansion and $37,500 in job training.

### FOX INDUSTRIAL PARK

Fox Industrial Park is approximately 54 acres of industrially-zoned land located southeast of the intersection of Route 47 and East Schoolhouse Road in Yorkville. Some of the single-tenant buildings were constructed as early as the 1970s. Advertised rents for vacant spaces are as low as $3 per square foot. The diverse mix of businesses located in the Fox Industrial Park includes Merlin 200,000 Miles Autobody Shop, Kendall County Food Pantry, and O'Malley Welding and Fabricating.

### DOWNTOWN INDUSTRIAL PROPERTIES:

In 1870, the railroad came to Yorkville and businesses sprung up along the tracks and nearby river. Past Industrial users included Squire Dingee's pickle factory, the Yorkville Ice Company, the Rehbehn Brothers button factory, and Schneider's lumber mill. Industrial users utilized the area's natural resources.

Presently, the land north of the train tracks that runs along Hydraulic Street and the Fox River is used for industrial, retail, and recreational purposes. The area south of the train tracks includes a large parking lot, one storage silo that houses golf carts, one vacant mill facility, and Nicholson Logging and Lumber which is active and sells lumber. These properties face the newly renovated Bicentennial Riverfront Park.

New industrial development is not likely to be a major component of downtown Yorkville's future but perhaps future commercial and/or residential development in the downtown can reflect its past industrial roots.



*Industrial Uses in the Yorkville Business Park*



*Industrial Uses in the Fox Industrial Park*

## INDUSTRIAL ZONING DISTRICTS

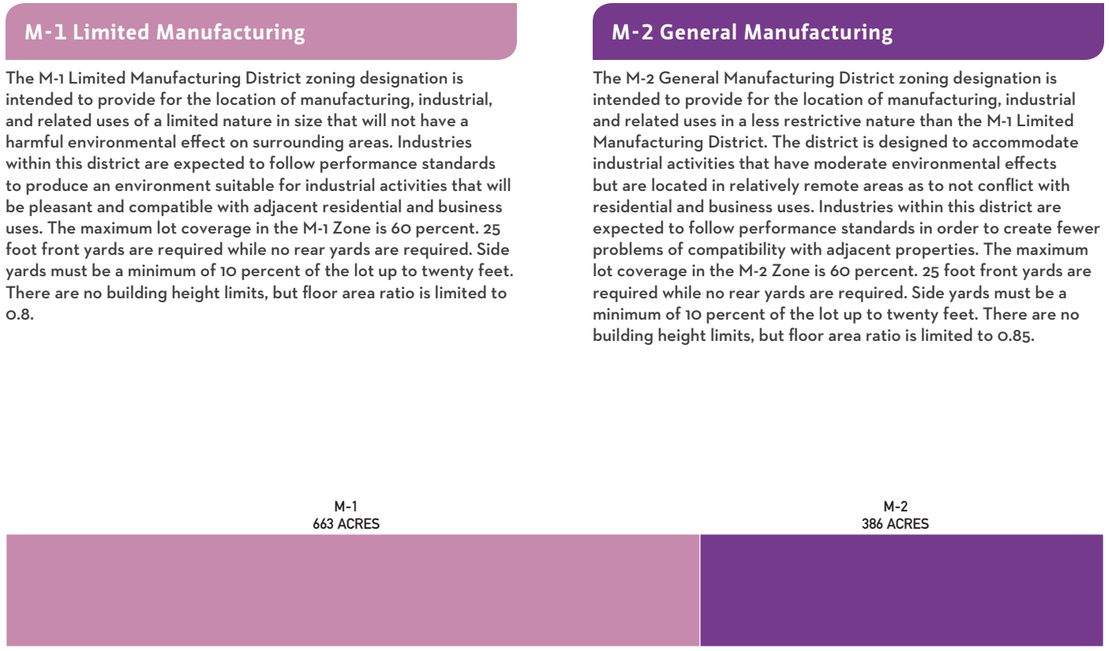
Industrial development is regulated by one of two manufacturing zoning districts, as excerpted below:

### M-1 Limited Manufacturing

The M-1 Limited Manufacturing District zoning designation is intended to provide for the location of manufacturing, industrial, and related uses of a limited nature in size that will not have a harmful environmental effect on surrounding areas. Industries within this district are expected to follow performance standards to produce an environment suitable for industrial activities that will be pleasant and compatible with adjacent residential and business uses. The maximum lot coverage in the M-1 Zone is 60 percent. 25 foot front yards are required while no rear yards are required. Side yards must be a minimum of 10 percent of the lot up to twenty feet. There are no building height limits, but floor area ratio is limited to 0.8.

### M-2 General Manufacturing

The M-2 General Manufacturing District zoning designation is intended to provide for the location of manufacturing, industrial and related uses in a less restrictive nature than the M-1 Limited Manufacturing District. The district is designed to accommodate industrial activities that have moderate environmental effects but are located in relatively remote areas as to not conflict with residential and business uses. Industries within this district are expected to follow performance standards in order to create fewer problems of compatibility with adjacent properties. The maximum lot coverage in the M-2 Zone is 60 percent. 25 foot front yards are required while no rear yards are required. Side yards must be a minimum of 10 percent of the lot up to twenty feet. There are no building height limits, but floor area ratio is limited to 0.85.




*Graph 3.11 -Industrial Zoning Districts*




*Class II Truck Route along Eldamain Road*




*Menards Distribution Center along Eldamain Road*

## Figure 3.18: Industrial Zoning Districts

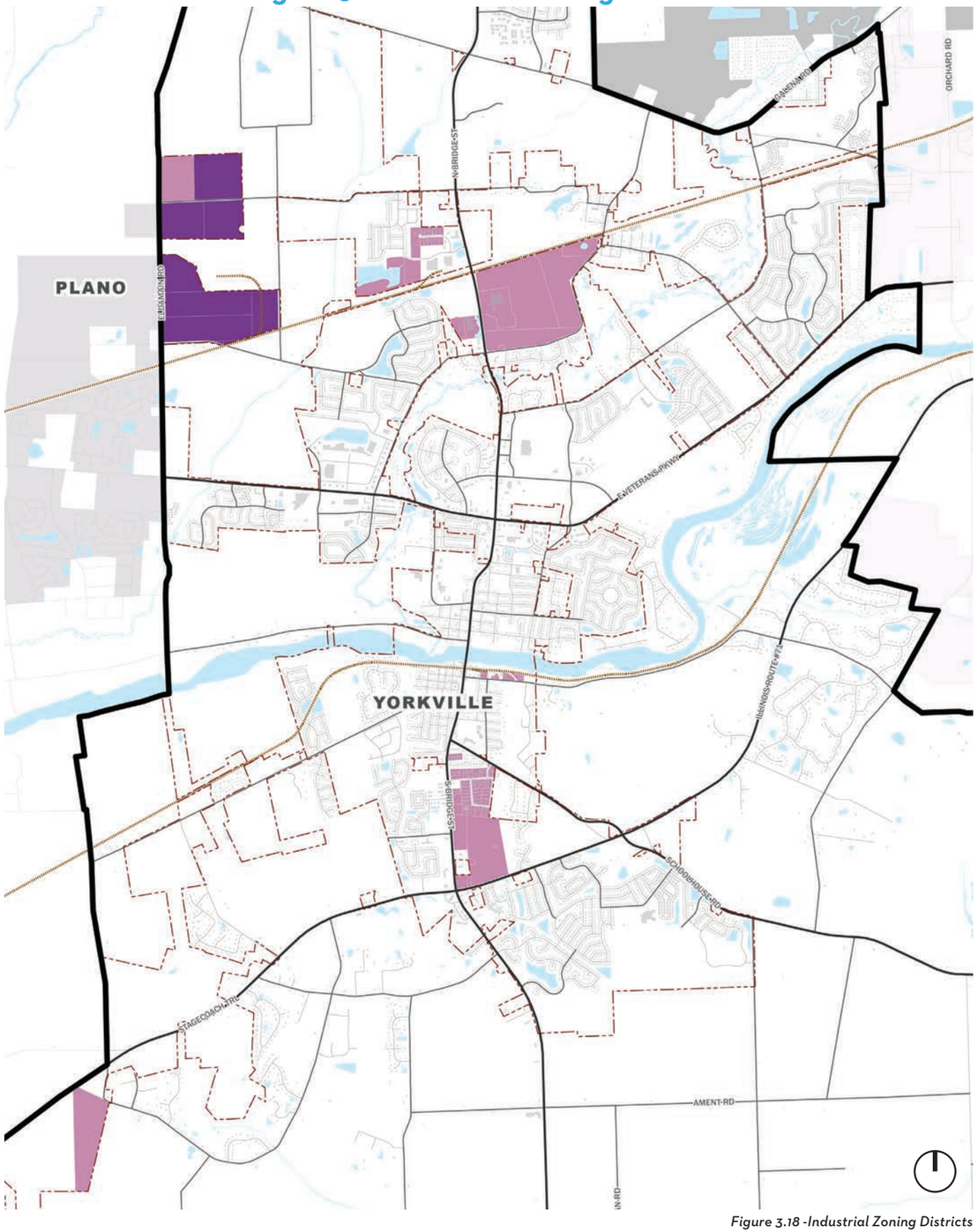



*Figure 3.18 -Industrial Zoning Districts*



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## UNDEVELOPED INDUSTRIAL ZONING AREAS

Apart from land that is already developed and zoned for industrial development, there are several areas in Yorkville that are currently zoned but undeveloped for industrial use. These areas are located in different locations throughout Yorkville, in its northeastern quadrant along Eldamain Road adjacent to Plano, its far southwestern quadrant along State Route 71, and near the northeast corner of State Routes 71 and 47. The northeast quadrant is zoned primarily M-2 General Manufacturing while the other parcels are zoned M-1 Limited Manufacturing; in total, there are 589 acres of industrially-zoned land that is currently undeveloped.

**Table 3.25: Undeveloped Industrial Zoning Areas**

| ZONING DISTRICT | ACRES | POTENTIAL ADDITIONAL SF |
|---|---|---|
| *M-1 Limited Manufacturing* | 203 | 7,074,144 |
| *M-2 General Manufacturing* | 386 | 14,292,036 |
| Totals | 589 | 21,366,180 |

*Source: United City of Yorkville GIS*

## SUMMARY OF INDUSTRIAL LAND USE ISSUES AND OBSERVATIONS

**The following are key observations and issues related to industrial land use in Yorkville:**

- The expansion of the Wrigley manufacturing complex and the Fox Industrial Park provides for a stable light industrial base but Yorkville's relative distant location from interstate roadway access may be limiting factors in recruiting larger scale industrial and warehousing uses, at least in the short-term.
- Undeveloped land currently zoned industrial appear to be appropriate locations for future industrial expansion, especially in Yorkville's northwestern quadrant, although, again such development may be long-term. In addition, planned residential uses in this area should be carefully considered given that potential conflicts could exist between residential and industrial uses. Ideally, Eldamain Road north of these sites should be improved to accommodate long-term industrial development; currently trucks would still need to travel south along Eldamain Road to reach Illinois Route 34 in order to travel east, west and then north or south to reach interstate access.
- The undeveloped industrially-zoned land to the south of Fox Industrial Park could provide a long-term opportunity to expand that park, as well as redesign and redevelop it into a more modern, landscaped setting.
- Downtown industrial land uses should be considered long-term redevelopment opportunity sites for new commercial or mixed-use opportunities. However, some form of light industrial and assembly use with a potential retail sales component could be accommodated to full vacant spaces in the downtown district.
- The Yorkville Business Park is currently a mix of commercial with industrial uses; long-term the Park could transition to accommodating more commercial uses given its location along Illinois Route 47 and its adjacent residential areas.

**Figure 3.19: Undeveloped Industrial Zoning Areas**

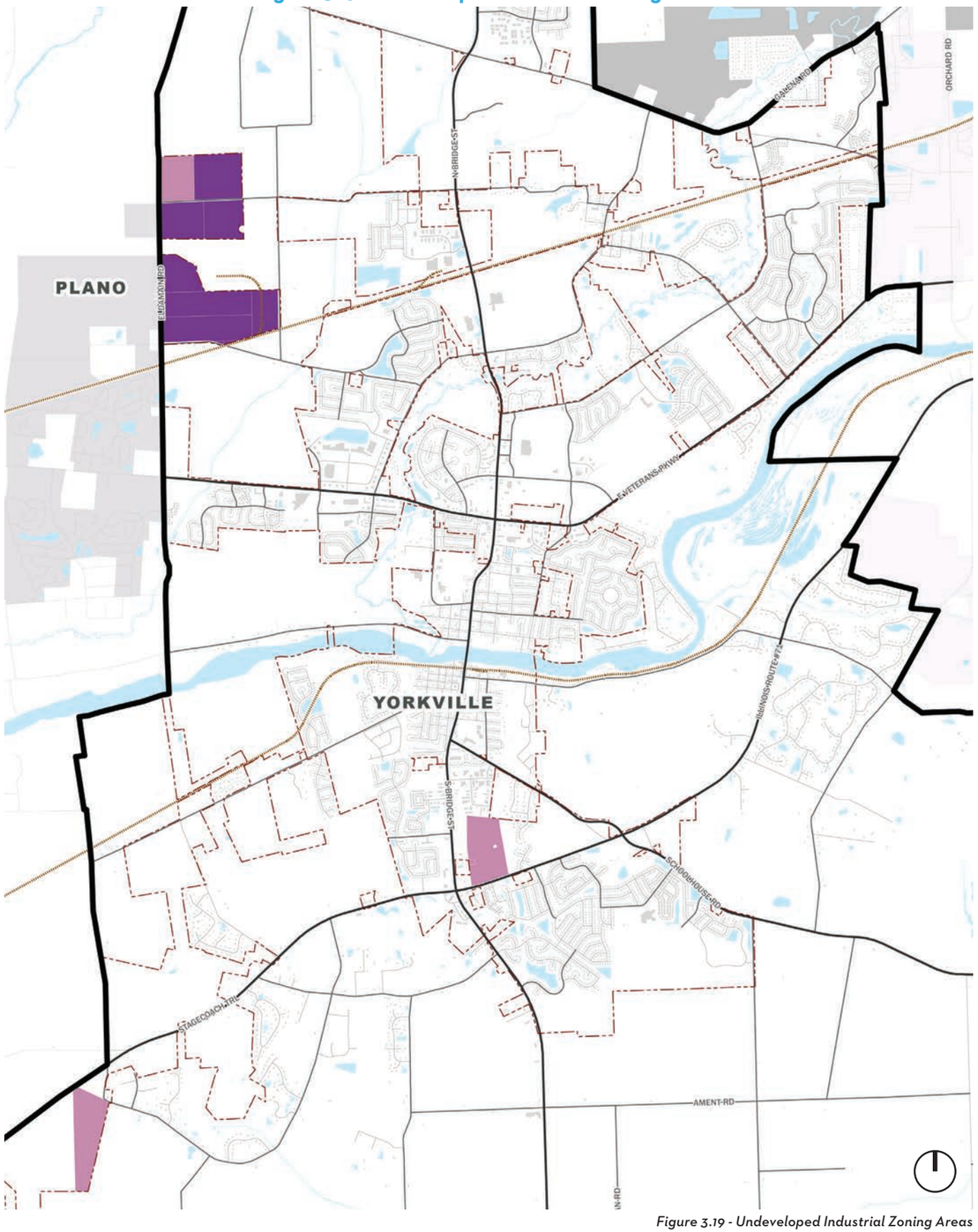



*Figure 3.19 - Undeveloped Industrial Zoning Areas*

# PUBLIC / QUASI-PUBLIC LAND USE

Within the planning area, Yorkville's Quasi-Public land uses comprises 349 acres, which represents 0.8 percent of Yorkville's total planning area. This section summarizes general public and quasi-public land uses. According to the 2008 Comprehensive Plan, community facilities are buildings or places that provide services to residents - facilities such as City Hall and the Police Department, Public Works, and Parks and Recreation, and the Public Library. Community facilities also include schools and fire stations, as well as the United States Post Office and other Kendall County buildings and complexes. As with the Transportation and Infrastructure Section of this Comprehensive Plan, the United City of Yorkville already has a number of community facility plans in place, several dating to before the preparation of the 2008 Comprehensive Plan. These plans include:

- 2007 United City of Yorkville School Site Study
- 2008 United City of Yorkville Parks and Recreation Master Plan Update
- 2007 United City of Yorkville School Site Study
- 2007 Bristol Kendall Fire Protection District Existing and Future Facilities Map
- 2005 United City of Yorkville Downtown Vision and Municipal Facilities Plan
- 2004 Kendall County Trails and Greenways Plan

## EXISTING PUBLIC / QUASI-PUBLIC AREAS

Yorkville has two significant civic complexes north of the Fox River, including the Kendall County Courthouse and Jail, located just south of Veterans Parkway (Illinois Route 34) at Cornell Lane and John Street, and the Yorkville City Hall and Police Station along Game Farm Road. Adjacent to the north and south of the City Hall complex are a number of other public uses such as the Public Library and Beecher Community Center, and the Yorkville High School Academy and Grade School buildings. Directly to the east of City Hall and the Library are the Beecher ball fields, which also serves as a community gathering space for the community's larger festivals. To the west of City Hall and Game Farm Road is Yorkville High School, which has undergone a recent expansion. This complex of public uses along Game Farm Road occurs along a two-lane road with generous spacing between buildings and setbacks from the roadway. This

### Table 3.26.: Kendall County Facilities

| KENDALL COUNTY | KEY |
|---|---|
| *Harris Forest Preserve* | *1* |
| *Kendall County Animal Control* | *2* |
| *Kendall County Coroner & Facilities Management* | *3* |
| *Kendall County Courthouse* | *4* |
| *Kendall County Facilities Maintenance* | *5* |
| *Kendall County Fairgrounds* | *6* |
| *Kendall County Health Department* | *7* |
| *Kendall County Highway Department* | *8* |
| *Kendall County Office Building* | *9* |
| *Kendall County Public Safety Center* | *10* |
| *Old Kendall County Courthouse* | *11* |

### Table 3.27: Churches and Institutions

| CHURCH / INSTITUTION | KEY |
|---|---|
| *Au Sable Grove Presbyterian Church* | *12* |
| *BP Amoco* | *13* |
| *Chapel On The Green* | *14* |
| *Cross Evangelical Lutheran Church* | *15* |
| *Cross Evangelical Lutheran Church & School* | *16* |
| *Gospel Assembly Church of Oswego* | *17* |
| *Grace Community Church of Yorkville* | *18* |
| *Helmar Lutheran Church* | *19* |
| *Helmar Lutheran Church* | *20* |
| *Lynwood Baptist Church* | *21* |
| *New Hope Apostolic Church* | *22* |
| *New Life Church* | *23* |
| *Trinity Church United Methodist* | *24* |
| *Yorkville Congregational Church* | *25* |

### Figure 3.20: Existing Public / Quasi-Public Land Use Areas

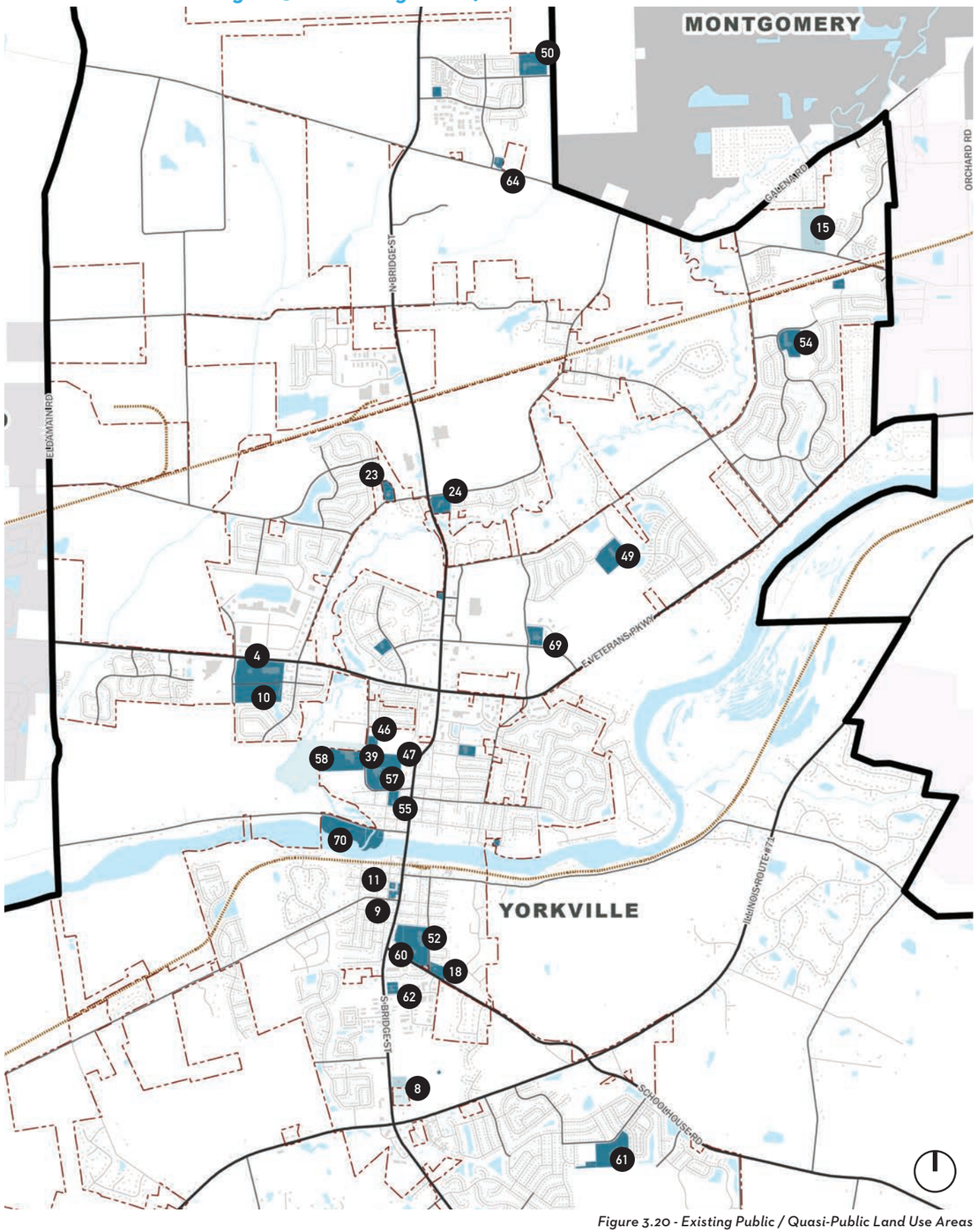



*Figure 3.20 - Existing Public / Quasi-Public Land Use Areas*



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### Table 3.28: United City of Yorkville Facilities

| UNITED CITY OF YORKVILLE | KEY |
|---|---|
| *Beecher Community Building* | 26 |
| *Bicentennial Riverfront Park* | 27 |
| *Booster PRV Station - South (Raintree)* | 28 |
| *Booster Pump - North* | 29 |
| *Bruell Street Lift Station* | 30 |
| *Countryside Lift Station* | 31 |
| *COY Well #3* | 32 |
| *COY Well #7 & Treatment Facility* | 33 |
| *COY Well #8 & Treatment Facility* | 34 |
| *Raintree Village - Water Tower* | 35 |
| *Raintree Village Lift Station* | 36 |
| *River's Edge Lift Station* | 37 |
| *United City of Yorkville - Public Works Facility* | 38 |
| *United City of Yorkville City Hall* | 39 |
| *United City of Yorkville Parks & Rec Dept* | 40 |
| *United City of Yorkville Police Dept* | 41 |
| *Water Tower - North* | 42 |
| *Water Tower - North Central* | 43 |
| *Water Tower - Northeast-Grande Reserve* | 44 |
| *Boombah Boulevard Lift Station* | 45 |
| *Yorkville Public Library* | 46 |
| *Yorkville Public Works* | 47 |
| *Yorkville Well #4/ Treatment Facility* | 48 |

### Table 3.29 School Facilities

| SCHOOLS | KEY |
|---|---|
| *Autumn Creek Elementary School* | 49 |
| *Bristol Bay Elementary School* | 50 |
| *Bristol Grade School* | 51 |
| *Circle Center Grade School* | 52 |
| *Cross Lutheran School* | 53 |
| *Grande Reserve Elementary School* | 54 |
| *Parkview Christian Academy* | 55 |
| *Peaceful Pathways Montessori Academy* | 56 |
| *Yorkville Grade School* | 57 |
| *Yorkville High School* | 58 |
| *Yorkville High School Academy* | 59 |
| *Yorkville Intermediate School* | 60 |
| *Yorkville Middle School* | 61 |

### Table 3.30: Other Public Facilities

| OTHER | KEY |
|---|---|
| *Bristol Kendall Fire District #1* | 62 |
| *Bristol Kendall FPD Station #2* | 63 |
| *Bristol Kendall Fire District #3* | 64 |
| *Bristol Post Office* | 65 |
| *Bristol Town Hall* | 66 |
| *IDOT Yorkville Maintenance Yard* | 67 |
| *Kendall Township* | 68 |
| *United States Post Office* | 69 |
| *Yorkville-Bristol Sanitary District* | 70 |

development character reinforces the semi-rural setting of this portion of Yorkville. This complex also promotes the area as Yorkville's civic campus, albeit not in a downtown setting where they are typically located. South of the Fox River in downtown Yorkville is the location of the historic Kendall County Courthouse along East Main Street and other associated buildings, including its main office and administrative building. The Courthouse is an iconic building and set on top of the highest point in the downtown. Other buildings along West Ridge and Jefferson Streets adjacent to the Courthouse are occupied by other County agencies and departments, and various commercial uses. The U.S. Post Office in Yorkville is located along East Countryside Parkway Drive north of Illinois Route 34. Figure 3.20 shows the location in Yorkville of various other public and quasi-public uses, including the facilities of the Bristol-Kendall Fire Protection District, Kendall Township, churches and religious institutions, schools, and other facilities related to community infrastructure. The Yorkville School District currently has ten buildings that house six elementary schools, two intermediate schools, one high school and one administrative building. Several schools in the Yorkville School District are of recent construction due to the community's growth in recent years. Several civic facilities, such as the Yorkville City Hall and Public Library, and the Kendall County Courthouse and Jail complex along Veterans Parkway are also of recent construction. Most churches and religious buildings are significant visual icons and institutional anchors in locations throughout Yorkville.

## PUBLIC / QUASI-PUBLIC LAND USE NEEDS ANALYSIS

During the planning process, most City of Yorkville departments have stated there are no significant facility needs at this time. The City currently shares its office complex with the Police Department. The library currently has no facility needs, although there is a pressing need to maintain and improve Library's parking lot. The Yorkville School District will be exploring additional facility needs in its grade schools after it completes the high school expansion.

After the High School expansion is complete, the District will be assessing facility needs for the grade schools; both the Autumn Creek and Bristol Bay subdivisions have started to grow and their local schools may need more space. In addition, the School District is undertaking a substantial review of its school structure and potential realignment of its school boundaries. Currently, schools are organized around micro-neighborhoods; overall, there is potential to changing which schools serve which neighborhood or residential subdivision. Kendall County is also exploring potential expansion of its office and administrative facilities near its downtown location, mainly due to the lack of available land adjacent to its Veterans Parkway facility; expanding in the downtown is also a possibility and a challenge given the lack of land. The Yorkville Recreation Department has also expressed the need for a new maintenance building.

## SUMMARY OF PUBLIC / QUASI-PUBLIC LAND USE ISSUES AND OBSERVATIONS

**The following are key observations and issues related to Public/Quasi-Public land use in Yorkville:**

- The Yorkville community appears to be well-served by its community facilities, by their location and by the quality of new building and facility construction.
- The need for new schools appear to be long-term concerns given the slow-down of residential construction in Yorkville in recent years, although expanding existing schools remains a top priority especially if a school boundary restructuring is considered and undertaken in the near term.
- During the planning process, community stakeholders have suggested that Yorkville City Hall would be better placed in the downtown rather than on Game Farm Road, thereby providing another anchor destination besides the Kendall County complex on East Main Street. Other stakeholders have suggested that a downtown City Hall building could be combined with a new Kendall County office complex.

# AGRICULTURAL LAND USES

Within the planning area, Yorkville's agricultural land areas comprises 32,531 acres, which represents 71.9 percent of Yorkville's total planning area, making it the predominate land use. This section summarizes general agricultural land use conditions.

## EXISTING AGRICULTURAL AREAS

Agricultural land is mainly located around the perimeter of Yorkville's developed area to the north, south, east and west with the majority south of Illinois Route 71. These areas contain working farms with corn and soybeans as the main crops. The majority of the farming area is accessed by state and county-designated routes.

## AGRICULTURAL MARKET DATA AND ANALYSIS

Agriculture is an important component of the City of Yorkville and Kendall County economies. Agricultural land use is scattered throughout Yorkville, but is predominately located in the southern and western portions of the planning area. While only a portion of incorporated Yorkville is actually zoned for agricultural uses, significant acreage in both incorporated and unincorporated areas are operated as working farms. Some farmland that was planned for development prior to the recession has returned to agricultural uses.

The 2011 Comprehensive Plan for Kendall County calls for the continuation of viable agricultural activities and preservation of its rural character. The Land Resources Management Plan (LRMP) for agriculture in Kendall County aims to separate farm activities from urban intrusion to maximize successful agriculture and natural environment conditions.

The U.S. Department of Agriculture (USDA) tracks agriculture data by county, and corn and soybeans are the commodities most commonly grown in Kendall County. The USDA estimates in 2013, 85,200 acres of corn were planted in the county, yielding over 15 million bushels of production. In the nine-county Northeast Illinois region, 7.5% of the corn production comes from Kendall County. Soybeans, and to a lesser extent, wheat and alfalfa are also grown in the County. In 2013, Kendall County planted 51,000 acres of soybeans and produced 2.5 million bushels of production, approximately 7.2% of Northeast Illinois' soybean production.



*Agricultural Land Uses along Illinois Route 47*

**Figure 3.21: Existing Agricultural Land Use Areas**

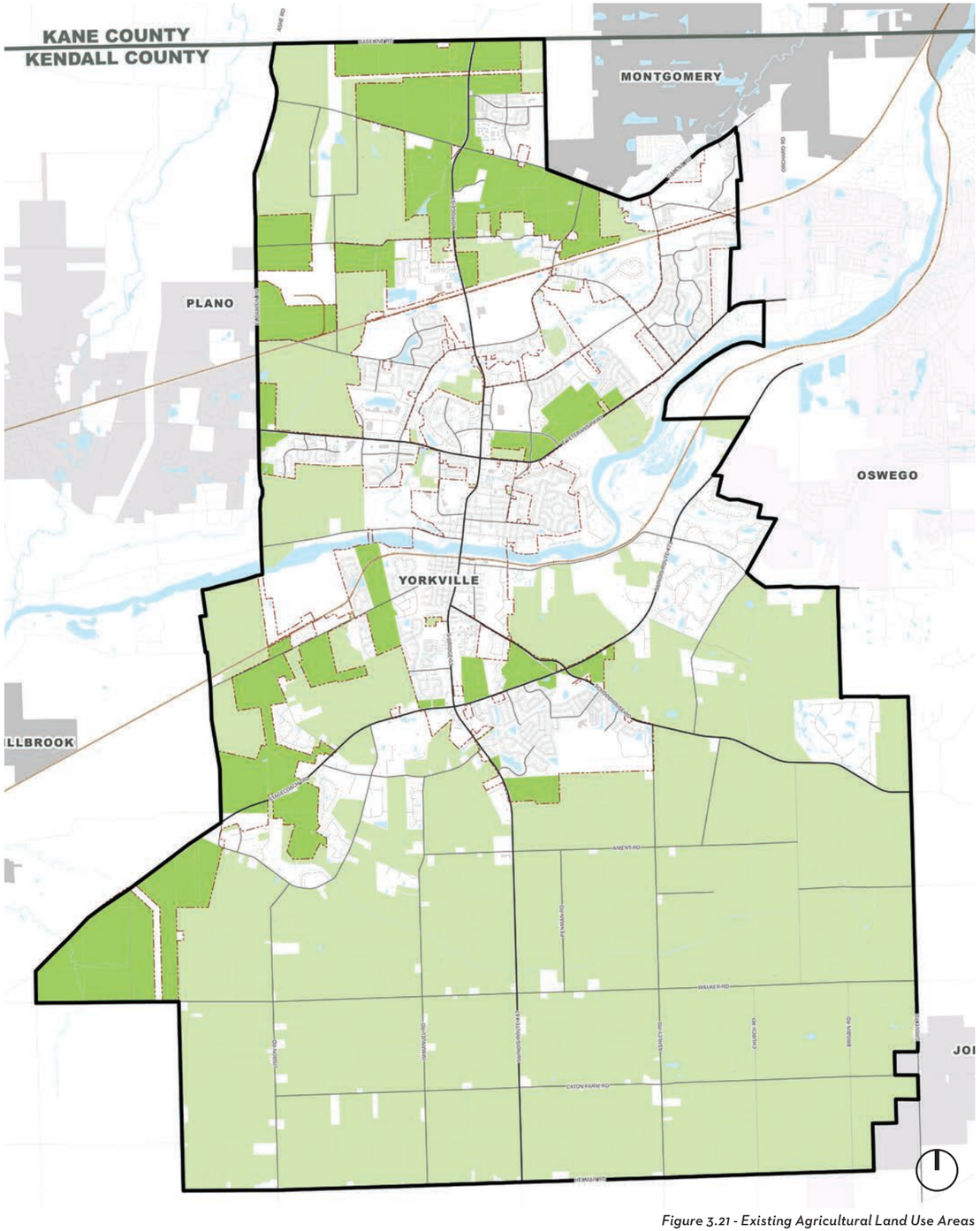



*Figure 3.21 - Existing Agricultural Land Use Areas*



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## AGRICULTURAL ZONING DISTRICTS

Agricultural land is regulated by the A-1 Agricultural zoning district, outlined below:

### A-1 Agricultural

The purpose and intent of the agricultural zoning district is to provide for the protection, conservation, and utilization of natural resources; to preserve the value of existing and future open space and recreational facilities; and to allow for interim adaptive re-use of marginal agricultural and/or pasture lands pending the orderly redevelopment of the real estate. Permitted uses include apiaries, cultivation of non-food field crops and seeds, farming, forestation, greenhouses and nurseries, grain elevators and storage, stables or paddocks, temporary roadside stands, single-family residential dwellings for occupants that are engaged in the agricultural activities on the premises, and auction houses. Building setbacks include two hundred feet from the right-of-way along primary thoroughfares and one hundred feet from the right-of-way of all other streets. Side yards are required to be at least fifty feet. Residential structures are limited to have a maximum height of thirty feet, while grain silos are limited to a height of one hundred feet. All other buildings and structures are limited to a height of eighty feet.



*Agricultural Land Uses along Illinois Route 47*

## SUMMARY OF AGRICULTURAL LAND USE ISSUES AND OBSERVATIONS

**The following are key observations and issues related to agricultural land use in Yorkville:**

- Historically, Yorkville has been the center for Kendall County's agricultural industry for many decades and is also the dominate land use in the Yorkville planning area. From a land use and economic perspective, agricultural land provides several benefits, including the serving as a base of local employment and as buffering space between other land uses. Maintaining agricultural land uses should be considered an important component of a future Yorkville land use strategy.
- Although most farms in the Yorkville grow soybeans and corn as the primary crop, other types of agricultural crops and agri-businesses, such as a cannabis farm, could support additional jobs and employment while maintaining local Yorkville land for farming purposes. Yorkville's land use regulations already permit alternative farm crop uses. Yorkville could also work with other county-wide partners to promote agri-tourism to the area.

**Figure 3.22: Agricultural Zoning Districts**

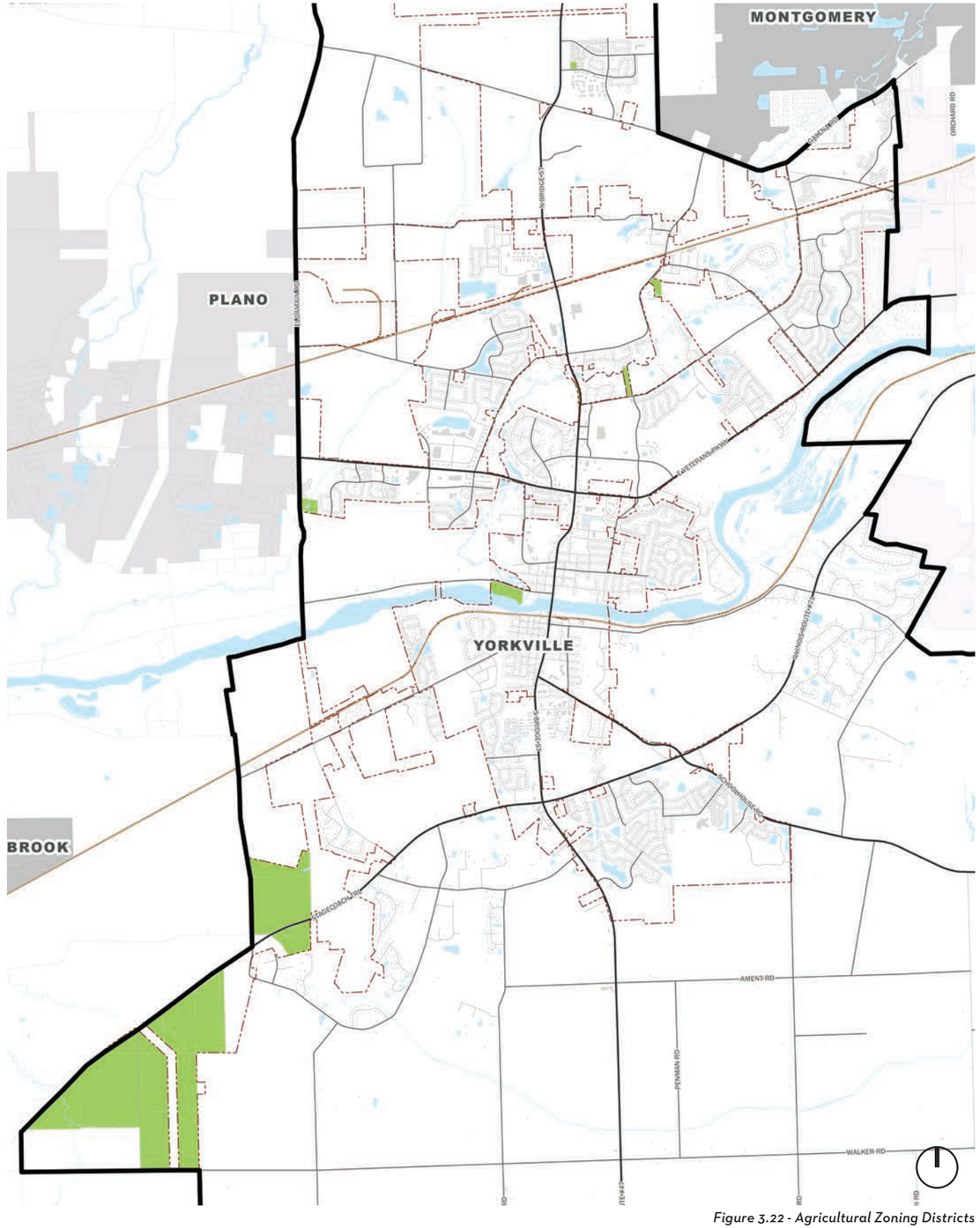



*Figure 3.22 - Agricultural Zoning Districts*

# PLANNED UNIT DEVELOPMENTS

Within the planning area, Yorkville's planned unit developments (PUD) comprises 942 acres of land within the planning area. A planned unit development is a grouping of both varied and compatible land uses, such as residential, parks and open space, and commercial, within one contained development or subdivision. Planned unit development are also a specific regulatory process defined within the City of Yorkville's Zoning Ordinance. Since planned unit developments are not described as a specific land use classification, this section describes the number of PUDs within the City's municipal boundaries on both developed and undeveloped land as defined on the City's current zoning map.

## EXISTING PUD AREAS

Currently, there are 12 different planned unit developments within the Yorkville planning area and located both north and south of the Fox River. Two of the 12 planned unit developments comprise a mix of existing commercial, office, residential and open space land uses; the other 10 planned unit developments are each strictly residential, commercial or agricultural in its existing land use. The Kendall Marketplace is the largest planned unit development in Yorkville at 187 acres.

### PUD Planned Unit Development

Planned Unit Developments (PUDs) differ from conventional subdivisions and therefore require administrative processing as "Special Uses." PUDs are typically established in order to allow and encourage development with innovation, increased amenities, and creative environmental and architectural design which would not be possible to achieve under the otherwise standard zoning district regulations, while being in general compliance with the planning objectives and intent of the zoning ordinance. Under this procedure, well planned residential, industrial/manufacturing, commercial and other types of land uses, individually or in combination, may be developed with design flexibility allowing for full utilization of the topographical and environmental characteristics of the site.

PUDs must have an approved development plan which provides for a unified design, contiguity between various elements and be environmentally compatible with the surrounding area. There should be an increased benefit upon the health, safety, and general welfare of the public and particularly, in the immediate surroundings, than developments built in conformity with the underlying district regulations. PUDs must be developed as a unit under single ownership or control, which includes two or more principal buildings, and which is at least four acres in area, except for planned developments operated by a municipal corporation which shall be at least two acres in area, and Planned Unit Developments in manufacturing districts which shall be at least ten acres in area.

**Table 3.31: PUD Zoning Districts**

| PUD NAME | KEY | EXISTING LAND USE | ACRES | SQUARE FEET / UNITS |
|---|---|---|---|---|
| *Schramm Property* | *1* | *Agricultural* | *180* | *0* |
| *B&P Properties* | *2* | *Residential* | *14* | *0* |
| *Kendall Marketplace* | *3* | *Commercial* | *140* | *711,232 sf* |
| | | *Residential* | *35* | *28 units* |
| | | *Open Space* | *12* | *-* |
| *Rush Copley Healthcare Center* | *4* | *Office* | *41* | *221,370 sf* |
| *Cannonball Trails* | *5* | *Residential* | *1* | *1 unit* |
| | | *Office* | *5* | *0* |
| *Yorkville Crossing* | *6* | *Agricultural* | *178* | *0* |
| *Yorkville Town Center* | *7* | *Residential* | *25* | *0* |
| *Fountain View* | *8* | *Public/Quasi-Public* | *4* | *7,300 sf* |
| *Edward Healthcare* | *9* | *Agricultural* | *89* | *0* |
| *Windmill Farms* | *10* | *Agricultural* | *51* | *0* |
| | | *Residential* | *50* | *12 units* |
| *Towns at Windett Reserve* | *11* | *Agricultural* | *93* | *0* |
| *Loving Arms Daycare* | *12* | *Public/Quasi-Public* | *24* | *18,000 sf* |

*Source: United City of Yorkville GIS*

**Figure 3.23: PUD Zoning Districts**

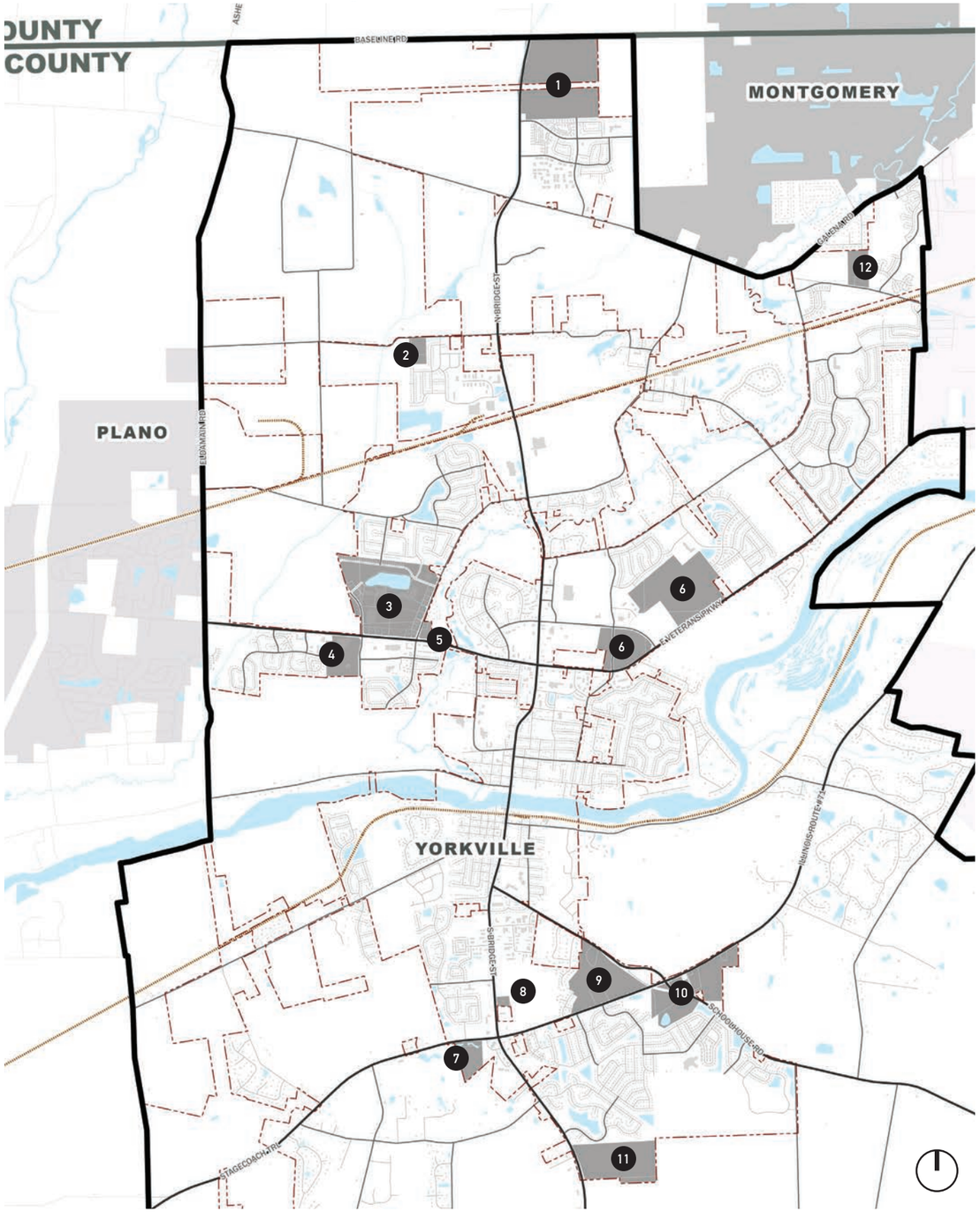



*Figure 3.23 - PUD Zoning Districts*



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## UNDEVELOPED PUD ZONING AREAS

In addition to the existing PUD's there are 10 other planned unit developments that are not developed totaling 714 acres of land in Yorkville. The anticipated land use in these PUDs are either commercial or residential. The largest of these planned unit developments is the Schramm Property PUD, which will consist of 111 acres of residential and 69 acres of commercial development, and the Yorkville Crossing development, which will consist of 109 acres of commercial land and 69 acres of residential.

### Table 3.32: Undeveloped PUD Zoning Districts Build-Out Projections

| PUD NAME | ANTICIPATED LAND USE | ACRES | PROJECTED UNITS | YEARS TO BUILD-OUT | PROJECTED SQUARE FEET |
|---|---|---|---|---|---|
| *Schramm Property* | *Residential* | *111* | *333* | *5.4* | - |
| | *Commercial* | *69* | - | - | *751,410* |
| *B&P Properties* | *Residential* | *14* | *42* | *.7* | - |
| *Cannonball Trails* | *Commercial* | *6* | - | - | *65,340* |
| *Yorkville Crossing* | *Commercial* | *109* | - | - | *1,187,0101* |
| | *Residential* | *69* | *207* | *3.3* | - |
| *Yorkville Town Center* | *Commercial* | *25* | - | - | *272,250* |
| *Fountain View* | *Commercial* | *4* | - | - | *43,560* |
| *Edward Healthcare* | *Commercial* | *64* | - | - | *691,515* |
| | *Residential* | *25* | *75* | *1.2* | - |
| *Windmill Farms* | *Commercial* | *92* | - | - | *1,001,880* |
| | *Residential* | *9* | *27* | *.4* | - |
| *Towns at Windett Reserve* | *Residential* | *93* | *279* | *4.5* | - |
| *Loving Arms Daycare* | *Commercial* | *24* | - | - | *261,360* |
| **TOTALS** | **-** | **714** | **963** | **15.5** | **4,274,325** |

*Source: United City of Yorkville GIS*

### Figure 3.24: Undeveloped PUD Zoning Areas

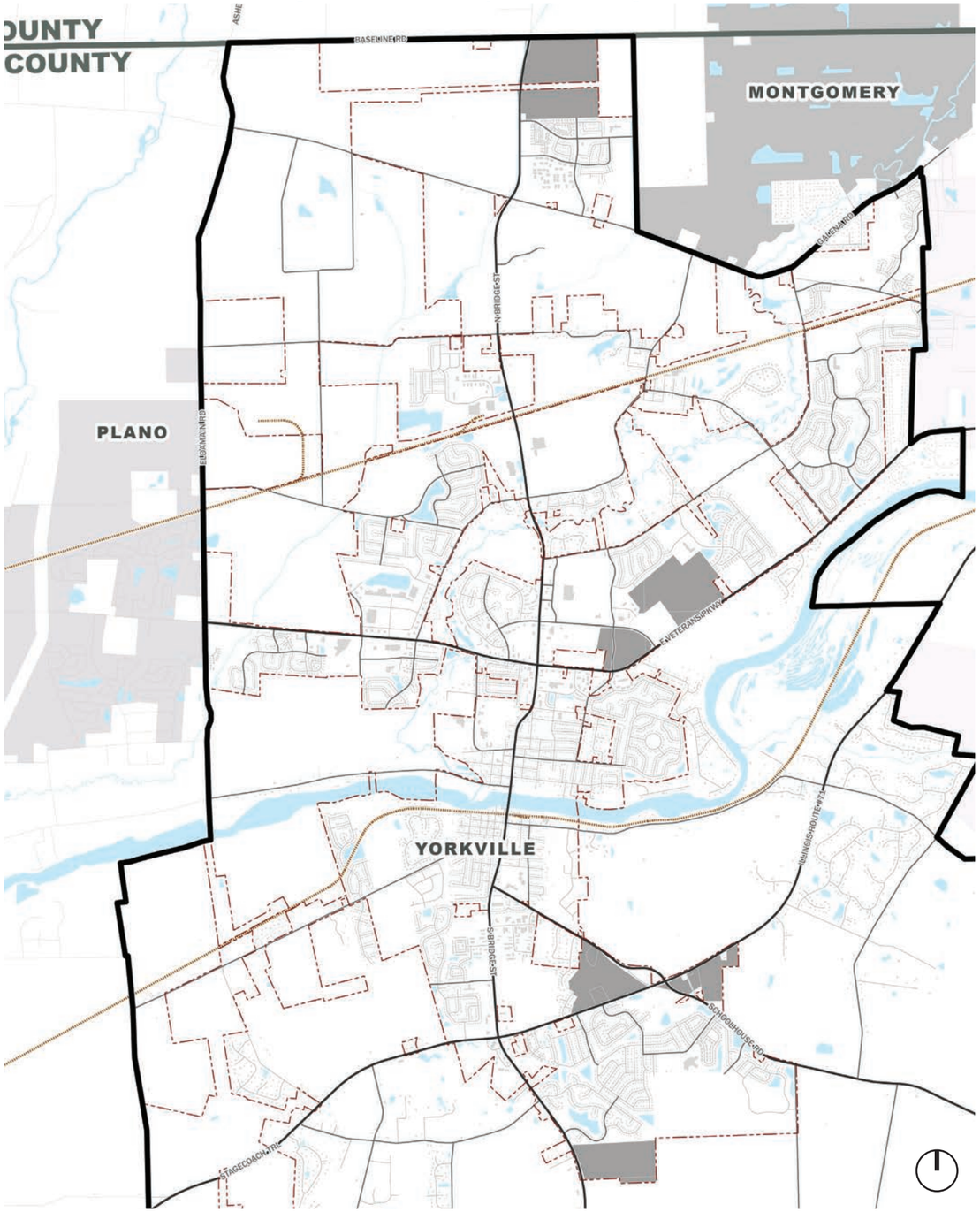



*Figure 3.24 - Undeveloped PUD Zoning Areas*

# HISTORIC RESOURCES

Historic buildings, sites and structures are important elements to revitalizing neighborhoods and traditional commercial districts and help to define and inform a community's image and brand identity. In Yorkville, the Kendall County Courthouse and the Yorkville School (Parkview Christian Academy) are currently the only properties that are listed in the National Register of Historic Places, this nations' official list of buildings, sites and structures that are worthy of preservation. The National Register of Historic Places is a program of the National Park Service, authorized under the National Historic Preservation Act of 1966, and administered in the State of Illinois by the Illinois Historic Preservation Agency (IHPA). Listing in the National Register does not impose restrictions on the use of private property but does provide tax credits for the rehabilitation of income-producing buildings and other incentives.

Presently, there are no National Register Historic Districts in Yorkville and nor are there current historic resource surveys that identify and document architecturally and historically significant buildings and structures. However, the Illinois Historic Structures and Landmarks Surveys, undertaken by the State of Illinois from 1970 to 1975, identified 32 properties as potentially eligible for listing in the National Register; although, since the survey was undertaken more than 39 years ago, and buildings may have been altered in that time, additional consultation with IHPA would be needed to receive more current determinations of eligibility. Reconnaissance-level surveys of neighborhoods and commercial districts would also be needed to determine if any potential National Register Historic Districts are present in Yorkville.

The State of Illinois surveys from the 1970s document a wide range of properties that could be eligible for the National Register - from Gothic Revival churches and schools to Craftsman style residences and Chicago Bungalows. Commercial and income-producing buildings listed in the National Register would be eligible to receive the Federal Historic Preservation Tax Credit, which can be a significant incentive in facilitating the rehabilitation and adaptive use of some of Yorkville's more significant historic resources, especially along the community's commercial corridors. Residential buildings within National Register districts also qualify for the Illinois Property Tax Assessment Freeze program, which allows a homeowner to take an eight-year tax assessment freeze for a qualified rehabilitation of the property.

The United City of Yorkville is not currently a Certified Local Government (CLG), a program managed jointly between the National Park Service and the Illinois Historic Preservation Agency. Certified Local Government status provides opportunities to receive grants to conduct preservation planning activities, such as surveys and National Register nominations. To qualify as a CLG, a municipality must have an active historic preservation commission and have adopted a historic preservation ordinance certified by the Illinois Historic Preservation Agency. A complete listing of historic resources are identified in Table 3.29.




*Downtown Yorkville*



*Traditional Center Historic House*



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## Table 3.33: Properties Identified in IHPA's Historic Architectural Geographic Information System

| PROPERTY NAME (if known) | KEY | ADDRESS |
|---|---|---|
| Yorkville Congregational/ United Church of Christ | 1 | 107 Center Street |
| *Unknown* | 2 | 108 East Somonauk Street |
| *Unknown* | 3 | Northwest corner Bridge and River Street |
| *Unknown* | 4 | 406 S. Heustis Street |
| *Unknown* | 5 | 601 S. Huestis Street |
| Kendall County Jail and Sheriff's Office | 6 | 111 W. Madison Street |
| *Unknown* | 7 | 610 S. Main Street |
| *Unknown* | 8 | 907 S. Main Street |
| *Unknown* | 9 | 210 E. Main Street |
| *Unknown* | 10 | Northwest corner of Morgan and Ridge Street |
| *Unknown* | 11 | 507 W. Ridge Street |
| *Unknown* | 12 | 306 N. Bridge Street |
| *Unknown* | 13 | Northeast corner of Bristol and Jackson Street |
| *Unknown* | 14 | 608 S. Huestis Street |
| *Unknown* | 15 | 206 E. Main Street |
| *Unknown* | 16 | 303 E. Main Street |
| *Unknown* | 17 | 308 E. Main Street |
| *Unknown* | 18 | 403 E. Main Street |
| Greek Revival-styled house | 19 | 11519 U.S. Route 34 |
| Commercial building | 20 | Northeast corner Illinois Route 47 and Van Emmon Street |
| Parkview School | 21 | 201 W. Center Street |
| Kendall County Courthouse | 22 | 109 W. Ridge Street |
| Beck Hotel | 23 | 602 S. Main Street |
| Schneider Saw Mill | 24 | W. River Street |
| Kendall County War Dead Memorial | 25 | Bridge Street between Center and Main Streets |
| World Wars Memorial | 26 | Northeast Ridge and Main Streets |

## Figure 3.25: Properties Identified in Historic Architectural Geographic Information System

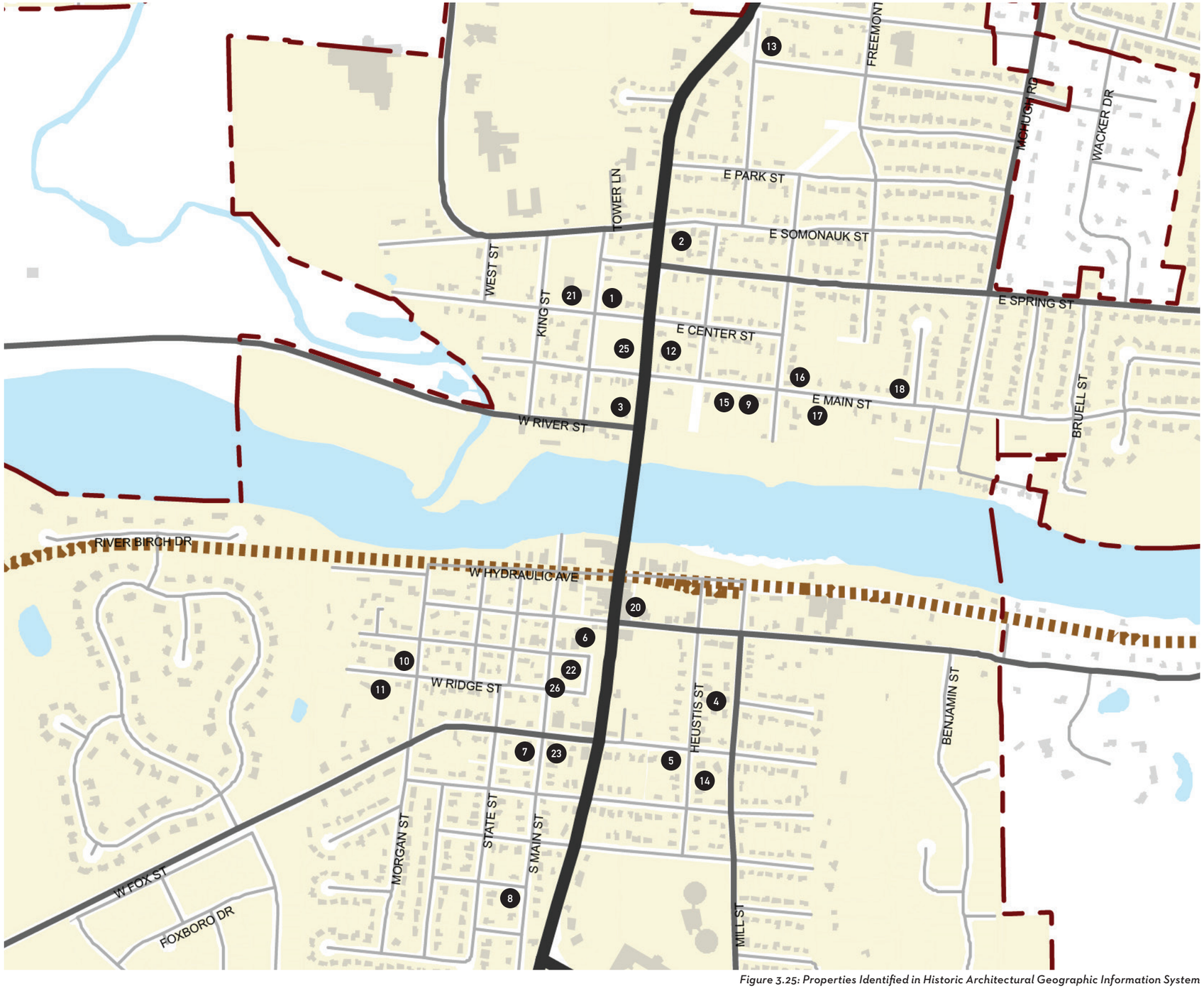



*Figure 3.25: Properties Identified in Historic Architectural Geographic Information System*

# Section 3: The Community Speaks

*"The process in creating this Comprehensive Plan provided an opportunity for local leaders, stakeholders and residents to understand and evaluate community strengths and weaknesses, and to craft strategies and recommendations for addressing critical planning issues."*

# SECTION 2 - THE COMMUNITY SPEAKS

**A fundamental component of any successful comprehensive planning process is community engagement. A multi-faceted public engagement process was employed to identify critical planning issues and determine shared priorities for community growth and enhancement. The approach — from community open houses to online survey to "pop-up" meetings in Yorkville subdivision club houses — achieved a range of community involvement and garnered consensus for Yorkville's future. The public engagement program was undertaken across all three phases of the planning process and is summarized in this section.**

## COMMUNITY ENGAGEMENT ACTIVITIES

Several community engagement activities were undertaken during the course of the planning process, including traditional outreach efforts, such as open houses and stakeholder listening sessions, to internet-based surveys and mapping exercises.

### PROJECT WEBSITE

An website was created to promote the comprehensive planning process, post planning documents and to solicit comments from Yorkville residents on community planning issues.

### STAKEHOLDER LISTENING SESSIONS

Between October 2014 and March 2015, a series of stakeholder listening sessions were conducted with various key stakeholder groups, including United City of Yorkville department heads, such as Public Works, Parks and Recreation, the Library, the Yorkville Community Unit School District 115, the Yorkville Bristol Sanitary District; the Kendall County Forest Preserve; the Illinois Department of Transportation; other governmental agencies; local businesses and corporations; developers; civic groups; and, Yorkville residents. Interview questions focused on issues related land use and growth, infrastructure, Downtown Yorkville, institutional uses such as the local schools, community design and open space and recreation.

#### LAND USE AND DEVELOPMENT

Key land uses and development issues are summarized below:

- Future planning efforts should focus on fully-developing areas that are close to full build-out – in particular residential and commercial areas along and near Downtown and near Illinois Route 47 and 34 intersections. These areas already have existing infrastructure.
- The Fox River is often viewed as a barrier to perceiving Yorkville as one "whole" community with much of the community's recent development occurring north of the River. Additional commercial development is needed on Yorkville's south side, perhaps with a grocery store and new restaurants; the Route 47 and 71 intersection is also an important commercial node that should be carefully re-developed as it is an important gateway into the community.
- The City's subdivision and landscape codes need to be updated in order to provide more sustainable and visually-appealing developments. This is particularly true for areas along Illinois Route 47 and Eldamain Road, two corridors that should be a priority for maintaining a community character. In the past, there has been some community concern on maintaining as much open space as possible along these corridors.
- There is not much variety in housing choices in Yorkville. More dense housing with smaller lots or condominiums should be explored.
- A new Metra station could spur new development in Yorkville and a long term vision for this facility and the surround areas should be created.

#### DOWNTOWN YORKVILLE

Key Downtown Yorkville issues are summarized below:

- Downtown Yorkville should be a key focus of comprehensive planning efforts, including potential redevelopment scenarios and expansion of Bicentennial Riverfront Park. An important first step is to define the Downtown district and determine which areas should be the focus of redevelopment and beautification.
- Brownfield and environmental issues have to be addressed on the block to the east of Illinois Route 47 in order for redevelopment schemes to be successful.




*Yorkville Comprehensive Plan Project Website*



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- The increase in traffic speeds on Illinois Route 47 since its reconstruction is a significant issues and needs to be addressed in some way to make Downtown pedestrian-friendly. A lack of available public parking is also a barrier to redevelopment.

- Marketing and promoting Downtown Yorkville needs to considered over the long-term as re-development takes place. Downtown Yorkville should be "packaged" in a way that promotes the businesses and the Fox River waterfront together.

## INFRASTRUCTURE SYSTEMS

Key community infrastructure issues, including streets, water, sanitary and other systems, are summarized on the following page:

- The City has undertaken effective capital improvements programming over the years and programming continues to be reviewed on a regular basis, especially in regards to subdivisions with outstanding infrastructure issues. Future programming should also address resurfacing of Downtown streets. A comprehensive street evaluation has also been undertaken to help shape the next five-year capital improvements plan.

- In terms of Yorkville's sanitary system, there has been some infiltration issues in the central area encompassing the Downtown and adjacent neighborhoods. The City has been working with the Yorkville-Bristol Sanitary District to address some of these concerns.

- The last Water Plan was completed more than five years ago and should be updated with a comprehensive evaluation. Water planning efforts should be a priority, as according to the Illinois State Water Survey, Kendall County may be facing a water shortage in the coming years due to a decline in the County's main aquifer.

## OPEN SPACE AND RECREATION

Key open space and recreation issues are summarized below:

- The City's Parks and Recreation Department has several needs, including a recreational facility, a maintenance building and, potentially, a new park on the City's south side that could be in the range of 50, 60, or 100 acres. Some advance planning has already taken place for the recreational facility, which would most likely include indoor fields and an exercise room.

- A Parks Master Plan was prepared in 2008 that identified 11 specific park planning areas; the Plan also needs to be updated given recent development trends, as well as to be in conformance with the update of the community's Comprehensive Plan. The department is also in the process of conducting a community survey on park needs.

- Partnerships with the service clubs have been used to raise funds and to off-set capital and long-term maintenance costs. For example, an agreement for maintenance services at Heartland Circle with the Junior Women's Club is already in place and can serve as a model for future park maintenance arrangements.

- In 2010, a Transportation-Trail Plan was prepared by the Parks department; however this plan also needs to be updated. Approximately 500 trails were proposed in the previous plan, many of which have not been constructed or connected due to the slow-down in residential construction. Other bike trail connections are planned by other agencies and will be constructed along Game Farm Road, Kennedy Road and State Routes 34 and 71.

- There are several private parks in Yorkville, which causes confusion among residents regarding which parks are owned and maintained by the City and which are not.

- Discussions have taken place in the past regarding the potential for creating a park district, which would provide more resources to support park maintenance and facility expansion. It is unclear what the current level of support would be for establishing one. There are also some benefits to being a City Department, especially in regards to the sharing of equipment and other resources between departments.

## URBAN DESIGN

Key community urban design issues are summarized below:

- Community appearances should be a key planning priority› Yorkville has a different "feel" than neighboring Fox Valley communities – it's more "small townish." Yorkville should strive to keep that feel and image.

- Yorkville needs some visual enhancements — banners, wayfinding and signage could help to define the community a bit more; corridors and gateway entrances are also opportunities to better define Yorkville between itself and other communities.

## INSTITUTIONS

Key institutional land use issues are summarized below:

- Yorkville CUSD 115 is currently undertaking a substantial review of its school operating structure, potentially shifting and realigning the boundaries and service areas between schools. Currently, schools are organized around micro-neighborhoods, or their immediate subdivisions.

- If all the undeveloped lots were developed in Yorkville today and there are two kids per household, the school population could grow to 9,000 students from 5,300 currently.

- The District has completed a $22 million addition to the High School that added 90,000 square feet of new and re-modeled space. However, the High School may need to be expanded again if there is additional population growth. The District will be looking at facility needs for the grade schools. Both Autumn Creek and Bristol Bay have started to grow and their schools may need more space.



*Attendees at Community Speak-Out Workshop #1*

## COMMUNITY "SPEAK-OUT" WORKSHOP #1 (APRIL 16TH, 2015)

On the 16th of April 2015, a community "Speak-out" workshop was held at the United City of Yorkville City Hall. This first community workshop provided an open forum for community stakeholders to gather first-hand thoughts and opinions about Yorkville critical planning issues. Roughly 30 people were in attendance.

The workshop was comprised of various stations and interactive exercises and exhibits in which participants could provide their opinion on topics related to Downtown, residential areas, community design, and parks and open space.

### STATION 1: PROJECT INTRODUCTION

Participants were given the opportunity to "sign-in" and view several introductory exhibits and materials. A project information board was also on display presenting the Comprehensive Plan's purpose and objectives: phases of the project and a project timeline were also described and presented.

A Study Area Map was exhibited and participants were asked to place a "yellow" sticker where they lived and a "blue" sticker where they work. Fifteen participants live within the Study Area (eight north of and seven south of the Fox River). Two participants work within the Study Area (one north of and the other south of the Fox River) and four participants identified that they work outside of the Study Area boundary.

In addition, community fact boards were displayed to share key demographic, housing, and other economic statistics about Yorkville.

### STATION 2: TRANSPORTATION AND COMMUNITY INFRASTRUCTURE

The transportation and infrastructure station focused on the following issues:

- Existing Roadway Network and Proposed Roadway Network Improvements
- Existing Bicycle/Trail Network
- Development outside City Boundaries but within Planning Area

Amongst workshop attendees, discussion regarding the Station 2 exhibits centered around the City's cost to provide infrastructure and community services to adjacent unincorporated areas without receiving property or sales tax revenue in return. Many workshop attendees felt that this issue was worth addressing in the Comprehensive Plan. Additionally, there was general consensus that the City should support or encourage infill residential development before promoting development in new areas. Regarding commercial development, workshop attendees expressed concern that more retail opportunities are needed in Yorkville, which would help keep more tax revenue in the City rather than letting it leak to the nearby Fox River Valley communities.

Some residents expressed concern about where future Fox River bridges would be located – bridges that have been incorporated as part of the City's future transportation planning. These residents expressed concern over the placement of one of the bridges and the impact it would have on particular residential subdivisions.

As part of Station 2, a short survey was distributed that requested attendees' preferences for how to work with unincorporated subdivision development, connect trails and open space, and manage the extension of storm and sanitary utility infrastructure to support and guide future development within Yorkville.

### STATION 3: ILLINOIS ROUTE 47 CORRIDOR

Station 3 focused on the Illinois Route 47 corridor through Yorkville. Participants were asked to view land use maps of the corridor and to place icon stickers representing different land uses where they would like to see them developed.

### STATION 4: ELDAMAIN ROAD CORRIDOR

Station 4 focused on the Eldamain Road corridor to both the northern and southern municipal boundaries. Similar to Station 3, participants were asked to view land use maps of the corridor and to place icon stickers representing different land uses where they would like to see them developed.

### STATION 5: DOWNTOWN FOCUS AREA

Downtown Yorkville was the focus of Station 5. Participants were asked to view an aerial photograph of Downtown and to place icon stickers of elements and land uses where they would like to see them developed.

### STATION 6: "BIG MAP" EXERCISE

Station 6 provided an opportunity for participants to share their ideas about how they would like to see Yorkville grow and develop into the future. A large City-wide land use map was provided for participants to place icon stickers representing different land uses. The input provided by workshop participants on the "Big Map" were summarized into general land use diagrams (See Figure 2.1 on following page for southern portion of the "Big Map").

## COMMUNITY "SPEAK-OUT" WORKSHOP #2 (OCTOBER 29TH, 2015)

The second phase of the planning process involved the creation and development of specific planning concepts and land use, transportation and infrastructure strategies. Planning strategies were presented during a community workshop held on October 29, 2015 at Yorkville City Hall. Afterward, planning concepts were revised and reformatted as an online survey for community comment. Strategies were subsequently revised and incorporated as part of the Draft Comprehensive Plan document.

## ONLINE SURVEY #1

The following section summarizes the results of an online survey conducted between January and March of 2015; 152 people participated in the survey. These initial results will be used to assess existing conditions and planning issues.

### SUMMARY OF DEMOGRAPHIC RESPONSES

A series of nine questions were included in the survey regarding demographic characteristics of the respondents, such as age and gender, household information, education and occupation, and place of employment. Of the respondents who took the survey, 66 percent were female, 34 percent male with the majority (79 percent) between the ages of 25 and 44 years old. In terms of household information and other similar characteristics, more than 67 percent of the respondents have one to three children living in the home and about an even number having lived in the home between one and five years (43 percent) and between six and ten years (42 percent). Most respondents work within 25 miles of Yorkville and more than 50 percent had an annual income of $100,000 or more.



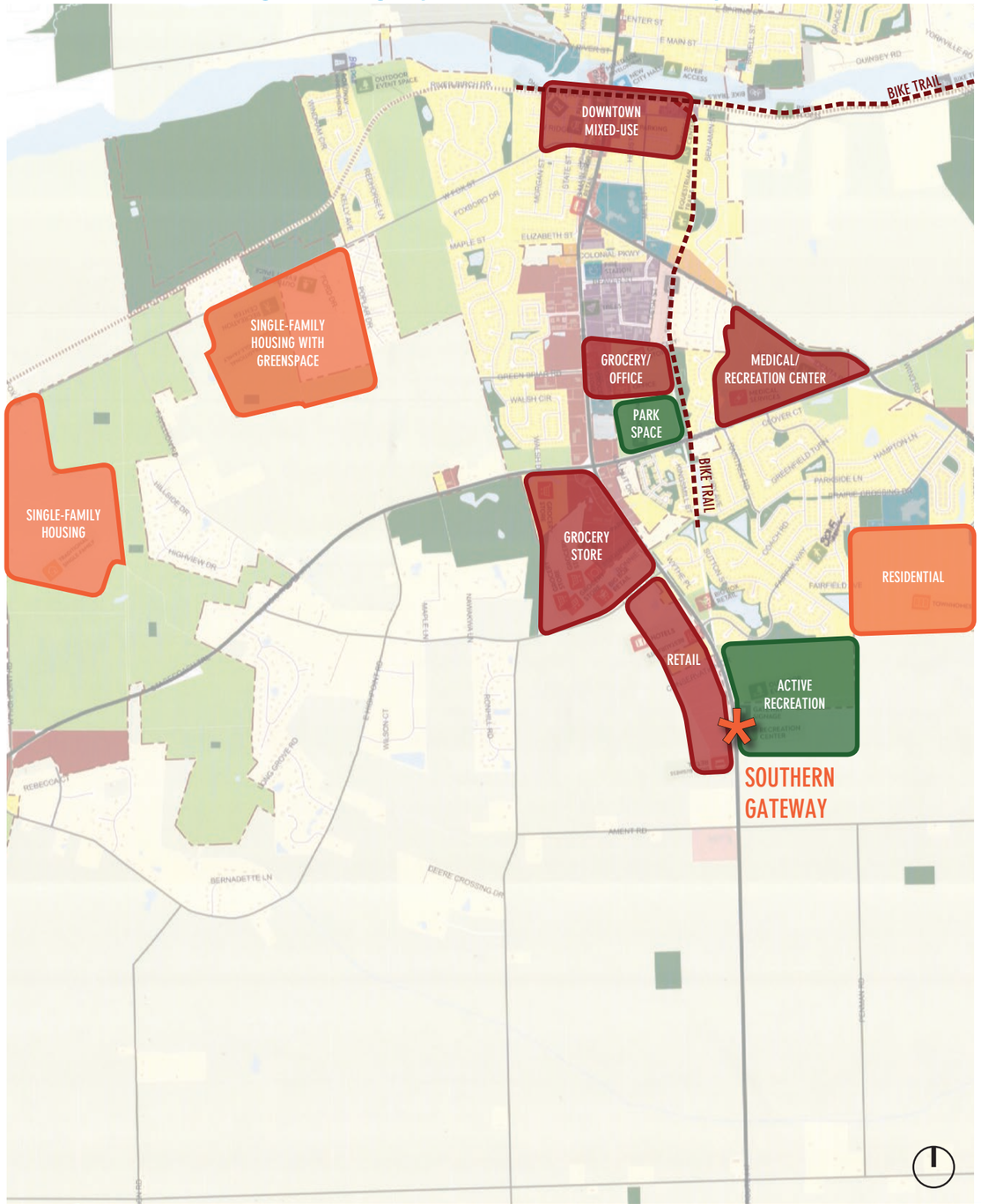



*Community "Speak-Out" Workshop #1, "Big Map" Exercise*



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*Figure 2.1 - "Big Map" Exercise (South Yorkville only)*




### SUMMARY OF COMMUNITY QUALITY RESPONSES

Ten questions were presented regarding respondent opinions on Yorkville municipal and community services, ranging from police and fire, schools, parks and infrastructure. Responses were measured according to a scale of 1 to 10 with "1" meaning "Very Dissatisfied" and "10" meaning "Very Satisfied." Fire and police, and emergency and general health care services generally ranked high among all community services by survey respondents with an average rating of 7.9. The condition of streets and sidewalks and the quality of utility and recreational programs were the lower-ranked community services with an average rating of 5.3. Local schools received an average rating of 5.98.

### SUMMARY OF HOUSING RESPONSES

Three survey questions were included regarding housing. More than 93 percent of survey respondents reporting owning their home while 7 percent rent. The approximate monthly payment for those who rent is an average of $850. When asked what type of housing is most needed in Yorkville, 54 percent of the survey respondents believed "higher-income housing" is desirable while 46 percent stated that "affordable housing" is a specific need in Yorkville.

### SUMMARY OF BUSINESS RESPONSES

A series of five questions were asked in the survey regarding community growth and economic development. More than 83 percent of the respondents believe that restaurants and entertainment-related businesses are most needed in Yorkville, especially if they were located in the Downtown district.

In terms of tourism potential in Yorkville, on a scale of 1 to 5 with "1" being a low priority and "5" being a high priority, Fox River recreational tourism, including canoeing and kayaking activities, received the highest rated average at 4.11. Horseback riding and heritage tourism received the lowest rating averages at 2.50. Developing new events and festivals, revitalizing Downtown, and allowing bed and breakfasts and more campgrounds in Yorkville were also listed as important future community initiatives. In addition, more than 46 percent of respondents said they would like to see Yorkville's population increase.

### SUMMARY OF OVERALL COMMUNITY RESPONSES

The last three questions in the community survey focused on general planning issues and Yorkville livability. According to survey respondents, the top planning issues include Downtown revitalization, unfinished and deteriorated roads, incomplete subdivisions and the lack of a pedestrian and bicycle network. Respondents also stated that Yorkville's affordability, good schools and small town feel were the principal reasons why they live in Yorkville.

## ONLINE SURVEY #2

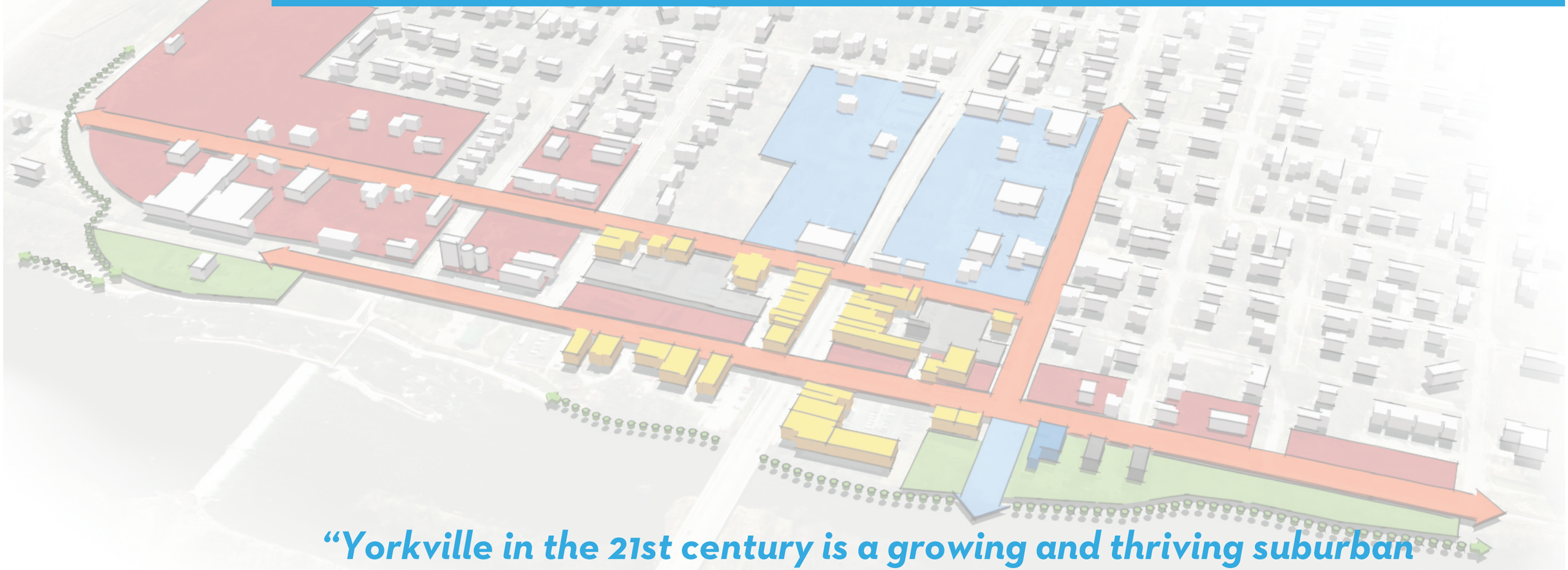
On online survey version of the second community workshop was prepared and incorporated as part of the project website for public access. Planning concepts and strategies included as part of the online survey focused on Downtown Yorkville, destination commercial areas, various streetscaping and urban design initiatives, industrial parks and residential development. Survey participants were asked to rank strategies by priority with a score of "one" signifying a low planning importance and "three" a high priority for implementation.

Of the planning strategies included in the online survey, facilitating additional commercial development in the Kendall and Yorkville Marketplace shopping centers rated the highest with an average score of 2.43. Revitalizing Downtown Yorkville, enhancing the appearance of Hydraulic Street, and expanding Bicentennial Riverfront Park also scored highly in the survey. Redevelopment of Downtown's underutilized blocks, expanding the Fox Industrial Park, and creating a civic complex that incorporates the historic Kendall County Courthouse with a potential new Yorkville City Hall in Downtown Yorkville were three planning strategies that were rated lower among those that participated in the survey. In total, there were 136 survey respondents.

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# Part 2: Comprehensive Plan

## Section 4: Community Vision and Land Use Strategy



*"Yorkville in the 21st century is a growing and thriving suburban community within the Chicago metropolitan region. "*

# Goals and Policies for Community Land Use

| Goals | Policies for Decisions Makers |
|---|---|
| ***Yorkville has a diversity of land uses to support and grow its tax base.*** | • Work to achieve a proper balance of residential, commercial, industrial, open space and institutional uses. |
| ***Revitalize and redevelop Downtown Yorkville as a compact, mixed-use center.*** | • Develop Downtown as a center of activity – with a mix of commercial and residential uses.<br>• Retain and build on existing civic-governmental functions within the Downtown.<br>• Rehabilitate and reuse existing commercial buildings and encourage high quality new development design.<br>• Enhance and expand Downtown's recreational amenities along the Fox River. |
| ***Yorkville's corridors contain well-defined clusters of destination commercial areas, employment centers, and residential neighborhoods and open space.*** | • Focus commercial and industrial development activity in existing commercial and industrial areas.<br>• Enhance corridor design through urban design and landscape treatments and other placemaking initiatives.<br>• Minimize land use conflicts between commercial and industrial land uses and residential areas.<br>• Consider redevelopment of outdated commercial and industrial areas. |
| ***Residential neighborhoods and subdivision growth is focused on active, developing areas.*** | • Facilitate completion of Tier 1 and 2 subdivisions while considering alternative land uses and subdivision design in the Tier 3 and Tier 4 areas.<br>• Consider placemaking and urban design treatments that unify developing subdivisions as part of Yorkville.<br>• Encourage new residential development only in areas where adequate public facilities and infrastructure exist.<br>• Adopt a Metra Station TOD land use zone. |
| ***Public and private development meet high standards of design.*** | • Ensure that proposed new residential, commercial and industrial developments are compatible in scale and design with their surrounding areas.<br>• Update or develop new design guidelines as needed and consider new zoning tools to promote high quality development design. |
| ***Yorkville's environmental, park and open space networks are enhanced through new development and investments in land and facilities.*** | • Support development options that respects environmentally sensitive and scenic areas and adds to Yorkville's open space and trail network.<br>• Secure funding for land purchases and amenity development that enhances recreational opportunities. |
| ***Achieve a more complete transportation network.*** | • Promote a safe and comfortable pedestrian network in residential and commercial areas, including the Downtown.<br>• Consider alternative design approaches that complete the trial and bicycle path network.<br>• Implement a more pro-active approach to managing the Downtown parking supply. |
| ***Yorkville has a systematic approach to address growth management issues.*** | • Support adoption of boundary agreements with neighboring communities.<br>• Ensure capital improvements planning is consistent with the land use and development goals of this Comprehensive Plan.<br>• Collaborate with the Yorkville-Bristol Sanitary District on infrastructure planning issues.<br>• Develop and implement a consistent annexation policy. |



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# SECTION 4: COMMUNITY VISION AND FUTURE LAND USE

## OVERVIEW

This Comprehensive Plan represents the results of a collaborative process between the United City of Yorkville, the Comprehensive Plan Steering Committee, the Plan Commission and Yorkville citizens and stakeholders to create a planning vision and framework for the community's long-term future. The process to create this document included a series of stakeholder interviews and citizen group focus sessions, public open houses and workshops, and meetings with the Comprehensive Plan Steering Committee.

A series of planning strategies and recommendations that support the long-term vision have also been prepared, strategies that seek to build on Yorkville's unique assets –its traditional Downtown district, the Fox River, its established and emerging residential areas, schools, parks and open space –while exploring ways in which Yorkville can take advantage of future development trends that shape its desired urban form and land use patterns. In addition, planning strategies also seek to introduce new policies that facilitate investment and development within Yorkville's central business district; that maintain and enhance Yorkville's older, traditional neighborhoods; that guide future land use and urban design along the community's major corridors; and that spur new residential development with different housing product types serving varied housing needs within the community.

In addition, succeeding sections of this Comprehensive Plan provide an overview of the Plan's recommended land use strategies and principles for guiding future development and for achieving a higher quality physical environment and a suitable balance between residential, commercial, industrial, institutional and open space uses within Yorkville.

## VISION STATEMENT

**Vision statements capture and summarize a community's aspirations and values for its future growth and development; it also defines what the community wants to change and what it wants to preserve and maintain. The Vision Statement described below includes those values and aspirations, as well as benchmarks for what the Yorkville community would like to be as it addresses challenges and opportunities over the next ten years.**

**Yorkville in the 21st century is a growing and thriving suburban community within the Chicago metropolitan region – a community comprised of livable neighborhoods and residential areas, a destination Downtown and prosperous commercial districts, vibrant employment centers and industries, good schools and institutions, and attractive parks and recreational amenities that serve the broader Yorkville community. Over the years, Yorkville residents and stakeholders have invested in its assets and pursued opportunities that enhance Yorkville's economic base, its visual environment and its overall quality of life. Yorkville stakeholders continually strive to plan and improve the community and to meet the needs of residents within the context of Yorkville's land use constraints and opportunities, and its planning traditions and institutions.**

- **Yorkville strives to achieve a mix of land uses that promotes a strong, stable and resilient tax base, while encouraging sustainable development that can be adequately supported by the community's market potential and infrastructure systems.**

- **Yorkville is committed to maintaining and revitalizing its traditional community core – the historic Downtown district where Yorkville first started and its adjacent residential neighborhoods – as a distinct, identifiable place of living opportunities and destination shopping, dining and entertainment. Downtown Yorkville will feature a vibrant mix of businesses, institutional uses, cultural offerings and recreational amenities along with an attractive streetscape and urban design environment that attracts shoppers and visitors alike. New commercial, residential and mixed-use developments in Downtown will provide additional space for new businesses and housing for those who want to live in or near the Downtown district. Taking advantage of Downtown's adjacency to the Fox River, Bicentennial Riverfront Park is expanded and a trail linking the Park with neighborhoods and areas to the east and west are completed. Neighborhood building stock is preserved and maintained while opportunities for well-scaled and designed new housing is encouraged. Investments in street, sidewalks and other infrastructure upgrades are undertaken to make the Yorkville's traditional community core more walkable, accessible, and pedestrian-friendly.**

- **Yorkville is promoting sustainable neighborhood residential development policies by facilitating the build-out of existing residential subdivisions where community infrastructure systems are in place and demand exists, and the repositioning of other neighborhoods to accommodate different types of housing products or different land uses altogether, which will result in a more compact urban form.**

- ***Yorkville is encouraging appropriate development, infrastructure and urban design investments along its main corridors – Illinois Routes 47 and Eldamain Road – to ensure commercial and industrial areas remain vital, open space and recreational zones enhanced, and residential neighborhoods well-designed and integrated within the surrounding landscape character.***

- ***Yorkville is well-connected with a well-planned and maintained system of roadways, pedestrian links, and bicycle routes that all serve to promote transportation choice within the community.***

- ***Yorkville is investing in its parks and recreational facilities to provide a broad range of opportunities for local residents to participate in physical activity, have contact with Yorkville's natural areas and the Fox River waterfront, and increase social interaction between residents of different neighborhoods.***

- ***Yorkville is implementing a coordinated program of "placemaking" enhancements – signage, gateways, banners wayfinding, and public art –as a means to identify and bind together Yorkville's neighborhoods and commercial areas as a distinct place within the Fox Valley and Chicago metro areas.***

- ***Yorkville is providing and delivering a high level of community services to its residents as a way to support and enhance the local quality of life, public health, community engagement, and social cohesion and interaction.***

***Twenty-first century Yorkville provides an ideal combination of suburban Chicago living with the qualities and amenities of a semi-rural environment that also offers a diversity of housing and shopping opportunities, access to the scenic Fox River and convenience to nearby employment centers.***

# LAND USE STRATEGY

The Yorkville community will achieve its long term planning goals through a well-balanced and considered approach to its overall land use and development pattern. Clearly, a balance between land uses in Yorkville is needed to ensure there is a stable and growing tax base; land use diversity also promotes economic diversity and long-term community resiliency to changes in local and regional economic conditions.

The Future Land Use Map (Figure 4.1 on following pages) depicts a strategic, recommended pattern of land uses in the City and the form, types and intensities of different land uses occurring in a particular area. The following definitions describe each land use category proposed in the future land use map. While the land use map should guide future land use and development and zoning decisions, it is also meant to be adjusted and changed when circumstances warrant a change in planning direction in a given area of the City. However, any changes to the land use map should also be consistent with the larger community vision presented in this Comprehensive Plan. It should also be noted that the land use strategy does not eliminate existing uses on existing properties where a change in land use direction is recommended in this Comprehensive Plan. Specific land use objectives are described in later sections of this Comprehensive Plan.

## DOWNTOWN MIXED-USE CORE (DMU)

Roughly bounded by Fox, Main and Mill Streets and the Fox River, the Downtown Mixed Use Core is intended to encourage a mix of commercial and residential uses in both existing buildings and new construction, and to revitalize the Downtown as a mixed use center of activity. Existing historic commercial buildings and storefronts along Illinois Route 47 should be rehabilitated for new retail and service uses while upper floors will accommodate new offices, apartments or other living units. Over the long-term, as market forces can support, and brownfield and other environmental issues are addressed, new commercial and mixed-use development could take place on opportunity sites and underutilized land, and designed in a way that reinforces Downtown's traditional pedestrian-oriented character. Allowing a mix of uses in the Downtown can help facilitate increased utilization of buildings and spaces as well as build increased value in Downtown real estate and businesses. East of Mill Street and South of Van Emmon is an opportunity zone to transition existing industrial land uses to potential residential, commercial and mixed use development over the long term –new development that could support retail, service, and dining and entertainment activities located along adjacent blocks. Government and institutional uses will be primarily concentrated within a civic complex at Van Emmon and Main Street, although a potential expansion of such uses could occur across Illinois Route 47 from the Kendall County Courthouse complex north of Van Emmon.

## DESTINATION COMMERCIAL (DC)

Portions of Yorkville's most significant commercial corridors, including Illinois Route 47 and Veterans Parkway, are classified as Destination Commercial given the significant concentration of large format retail and strip center development that attract both local Yorkville residents and customers from the surrounding area. This land use classification also reflects the particular design characteristics of these developments, which are mainly single-story in height and require deep setbacks and large parking areas. Other destination commercial uses may include hotels and recreational complexes. Important concentrations of destination commercial uses include the node at Veterans Parkway and Illinois Route 47 and the Kendall Marketplace west of the Illinois Route 47 and Veterans Parkway intersection. Future Destination Commercial development should be focused in these existing areas to take advantage of available land, especially in the outparcel areas of existing developments.

## NEIGHBORHOOD RETAIL (NR)

Smaller-scaled commercial developments located in close proximity to nearby residential neighborhoods and subdivisions will provide opportunities for independent and convenience type retailing and services, such as dry cleaners, groceries, salons, boutique stores, florists, clinics and doctor offices, and cafes and restaurants. Such developments are typically part of smaller, auto-oriented strip centers that are adequately screened and buffered from nearby homes and neighborhoods, although pedestrian linkages and connections should be required in order to reduce vehicular use. Neighborhood retail development should also be compatible in scale and design with adjacent land uses. Locations for Neighborhood Retail may be the intersections of collector roads and thoroughfares, such as Galena Road and Illinois Route 47, and at Greenbriar Road and Illinois Route 47.

## COMMERCIAL OFFICE (CO)

The Commercial Office classification seeks to encourage both large-scaled office uses in single developments or as part of an office park setting; such uses will be typically located along Yorkville's important transportation corridors, Illinois Route 47 and Veterans Parkway. Office developments can include service-related uses, hospitals and clinics, hotels, and facilities for research and product development. Light industrial or assembly uses may be considered if they are limited in scope and do not impact adjacent land uses.

## TRADITIONAL NEIGHBORHOOD RESIDENTIAL (TNR)

Traditional Neighborhood Residential areas comprise the older neighborhoods east, west and south of the Downtown Core, and those north of the Fox River comprising the old Town of Bristol. These areas are largely characterized by historic homes, pre-War and Post World War II housing types, and mid-century ranch homes that form cohesive neighborhoods within walking distance of the Fox River and the Downtown. This designation seeks to preserve and maintain the traditional single family character of these neighborhoods by encouraging housing maintenance and rehabilitation, and compatible new housing development that compliments the scale and design of the existing housing stock. Development of some forms of multi-family housing is encouraged if they maintain the visual and physical character of adjacent blocks, including building setbacks and architectural materials and treatments.

## MID-DENSITY RESIDENTIAL (MDR)

The purpose of the Mid-Density Residential land use area is to provide for higher density residential developments near commercial areas and transportation corridors, and to promote economically-mixed housing developments and the provision of a range housing types. Such housing types can include



*Chapel on the Green, Traditional Center*



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townhomes and multi-family developments. Pedestrian linkages to adjacent commercial areas and parks and open space should be required; development design should also be compatible in scale and architecture with surrounding land uses. Suitable locations for Mid-Density Residential include the land areas east of Illinois Route 47 north of Veterans Parkway and south of Countryside Parkway; additional areas could may include the land west of the Kendall Marketplace.

## SUBURBAN NEIGHBORHOODS (SN)

Single family detached residential homes will be the primary land use in Suburban Neighborhoods, areas that comprise recently developed subdivisions both north and south of the Fox River in Yorkville. Such neighborhoods can feature typical conventional subdivision layout with long blocks and curvilinear streets or be developed according to neo-traditional principles with shorter blocks, gridded street layouts and the incorporation of public squares and parks; however, the overall intent in this land use classification is to create well-designed, walkable neighborhoods that incorporate open space and appropriate linkages to surrounding districts or areas. Such neighborhoods should also be well buffered from land uses of higher intensity.

## ESTATE/CONSERVATION RESIDENTIAL (ECR)

Estate/Conservation Residential neighborhoods are intended to provide flexibility for residential design in areas of Yorkville that can accommodate low-density detached single family housing but also include sensitive environmental and scenic features that should be retained and enhanced. These neighborhoods can be characterized by conventional development, such as detached housing on large lots, or conservation design by clustering homes together that leave undeveloped green space for agriculture, preservation of historic and cultural resources, and community open space. In conservation design, generally 40 to 60 percent of a development site is set aside in conservation areas; therefore, homes may be built on smaller lots than in a conventional estate-type subdivision. Suitable locations for Estate/Conservation Residential neighborhoods include areas that serve as transitions from Suburban Neighborhoods to agricultural zones, and places of identifiable scenic views, tree masses and environmental features.

## METRA STATION TRANSIT-ORIENTED DEVELOPMENT (MTOD)

A Transit-Oriented Development (TOD) land use classification will serve to guide future development in an area bounded by Beecher Road and Rob Roy Creek, an area to be served by a potential Metra rail station. A mix of single family, townhomes and apartment buildings, along with small-scale neighborhood retail, is suggested for this area in order to create an urban center of residential and commercial uses that take advantage of regular commuter train service. Permitted densities for single family homes would be higher than what would be found in Suburban Neighborhoods.

## GENERAL INDUSTRIAL (GI)

A broad range of warehousing and manufacturing activities of minimal environmental impact are to be encouraged in General Industrial zones. Such industries can be served by both rail and by truck transportation and are to be located in existing industrial zones along Illinois Route 47 both north and south of the Illinois River and the Eldamain Corridor along the BNSF Railway line. Potential expansion of the Fox Industrial Park south along Illinois Route 47 to Illinois Route 71 offers a distinct opportunity to redevelop the park in a more modern business park setting that could potentially attract additional warehousing and light manufacturing uses.

## INSTITUTIONAL (I)

Yorkville municipal facilities; Kendall County government offices; facilities of other entities, including the Bristol-Kendall Fire Protection District and the Yorkville-Bristol Sanitary District; Yorkville Community Unit School District 115; other government facilities; religious buildings; and, other non-private land uses are categorized as Institutional. The Institutional land use classification allows public or quasi-public entities to plan accordingly for future location and expansion of such facilities.

## PARKS AND OPEN SPACE (OS)

Parks and Open Space encompasses all parks, open space and recreational lands, including county and state parks, with the intent to preserve such areas, enhance their functions as active centers for recreational activity, and to achieve a well-connected system of open spaces, trails and "green" infrastructure within the Yorkville community. Environmentally-sensitive lands, privately-owned open spaces such as cemeteries, floodplains, utility rights of way, and significant natural and topographic features are also categorized under this land use classification. Future parks and open spaces may be located within areas where conservation subdivisions or other planned unit developments with park and open space set-asides are required. In some areas, especially along Illinois Route 47 north of Galena Road, open space that was once previously categorized as future commercial, may be reserved as open space until future market demand could support commercial development.

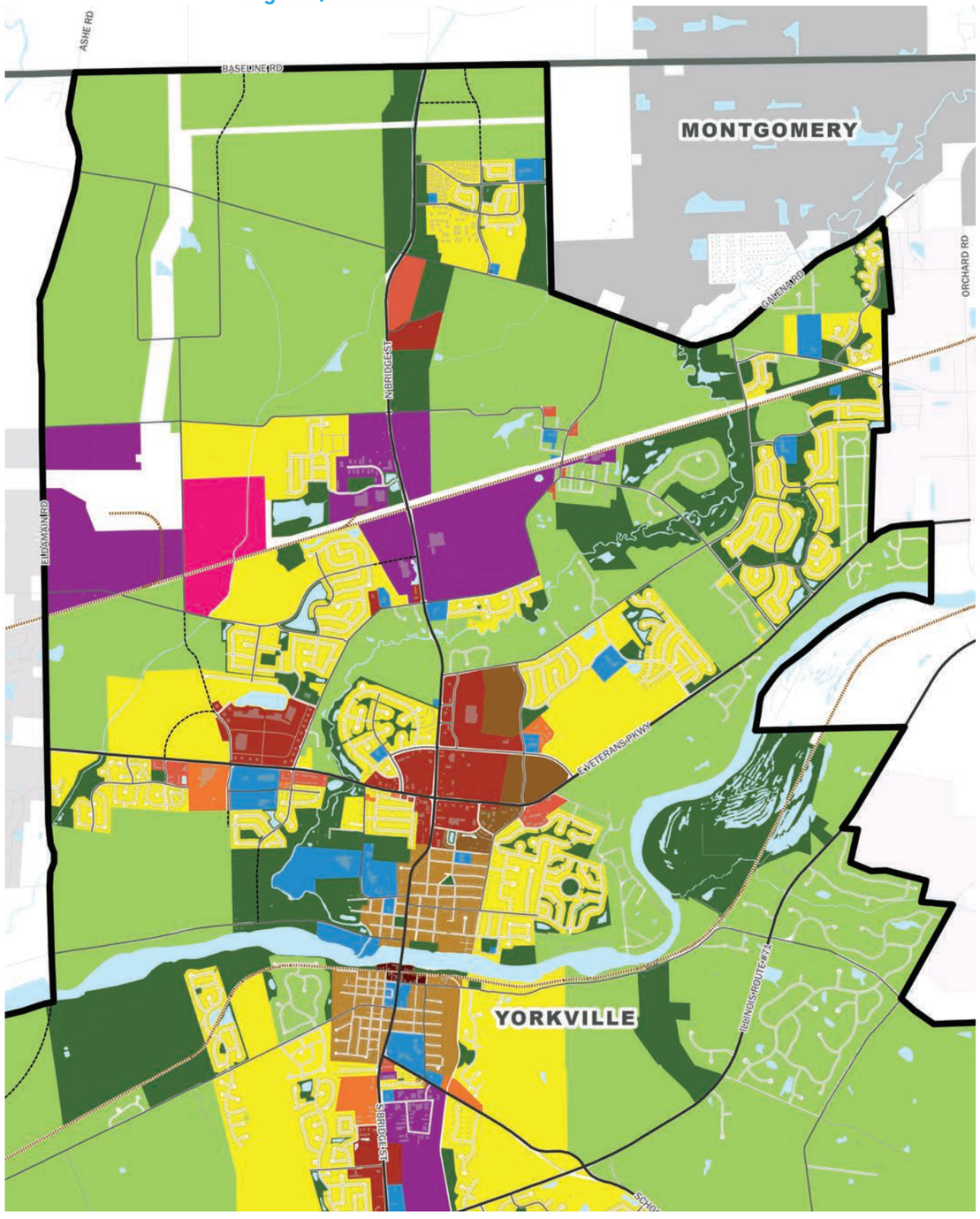
## AGRICULTURAL ZONE (AZ)

Agricultural Transition areas are located primarily in the southern portion of the Yorkville planning area —generally south of Legion Road. These areas are expected to remain in agricultural use for the time horizon of this Comprehensive Plan, given current market and infrastructure constraints. Agriculture, both general farming and restricted forms, such as pastures, gardening, kennel, or riding stables, nurseries and greenhouses, would be permitted uses. Single family dwellings on large lots related to agricultural use would also be permitted.



*Yorkville City Park*

**Figure 4.1: Future Land Uses North of the Fox River**




# LAND USE CHANGES

The Land Use Strategy and Future Land Use Map presented above describes the distribution of general land use categories (Residential, Commercial, industrial, Open Space and Parks, and so on) that will set the framework for achieving the goals of the Comprehensive Plan. It is not a zoning map but should set the stage for future changes and modifications to the Yorkville Zoning Ordinance. The Land Use Strategy seeks to "re-position" Yorkville's future land use pattern given current development conditions in Yorkville since the 2008 economic downturn and the unlikelihood that the Prairie Parkway will be constructed within this Plan's time horizon. Several changes in land use classifications are proposed from those included in the 2008 Comprehensive Plan. Changes in the land use categories are summarized below:

## RESIDENTIAL

A Mid-Density Residential land use zone is proposed in order to encourage new multi-family housing types in Yorkville; new housing types could diversify housing opportunities and provide housing at different price points that what is currently offered in Yorkville's housing market. The Rural Neighborhood land use classification in the 2008 Comprehensive Plan is eliminated given that such residential development is unlikely to occur in the southeastern portions of the Yorkville planning area where there are significant infrastructure and market constraints. The primary infrastructure constraint is the need to construct a lift station along a ridge line, generally located south of Illinois Route 71. In its place, an Estate/Conservation Residential land use category has been created to accommodate large-lot residential development in areas where infrastructure exists and smaller-lot single family residential subdivisions are less likely to be supported by market demand. Conservation subdivisions should also be encouraged in order to preserve significant environmental and topographical features, provide alternative housing types, and provide opportunities to expand Yorkville's open space network. A Metra Station TOD zone is also included to plan accordingly for future development even if the Metra Station is years away from construction.

## COMMERCIAL

Several new commercial land use categories are suggested in this Comprehensive Plan. A Downtown Mixed-Use Core zone is intended to focus revitalization and redevelopment efforts in Yorkville's traditional downtown; new mixed-use development is envisioned on various opportunity sites that expand the Downtown's footprint further to the east on Van Emmon Street with potential residential and commercial development. The need to address particular development design and land use issues within the Downtown necessitates the need for a Downtown-specific land use classification.

The general Commercial land use classification in the 2008 Plan is now designated Destination Commercial to recognize that a high percentage of commercial land in Yorkville accommodates large format and chain store formats, usually located along major transportation thoroughfares. Destination Commercial uses have their own particular physical design and development issues and should be distinguished from commercial uses located in the Downtown and in neighborhood retail areas.

A Commercial Office land use category has been created to accommodate small-scaled office uses in single developments or as part of an office park setting;

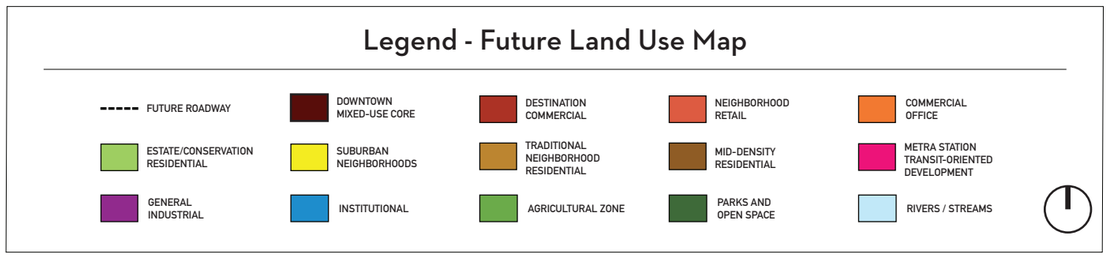



*Figure 4.1 - Future Land Uses North of the Fox River*



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**Figure 4.2: Future Land Uses South of the Fox River**

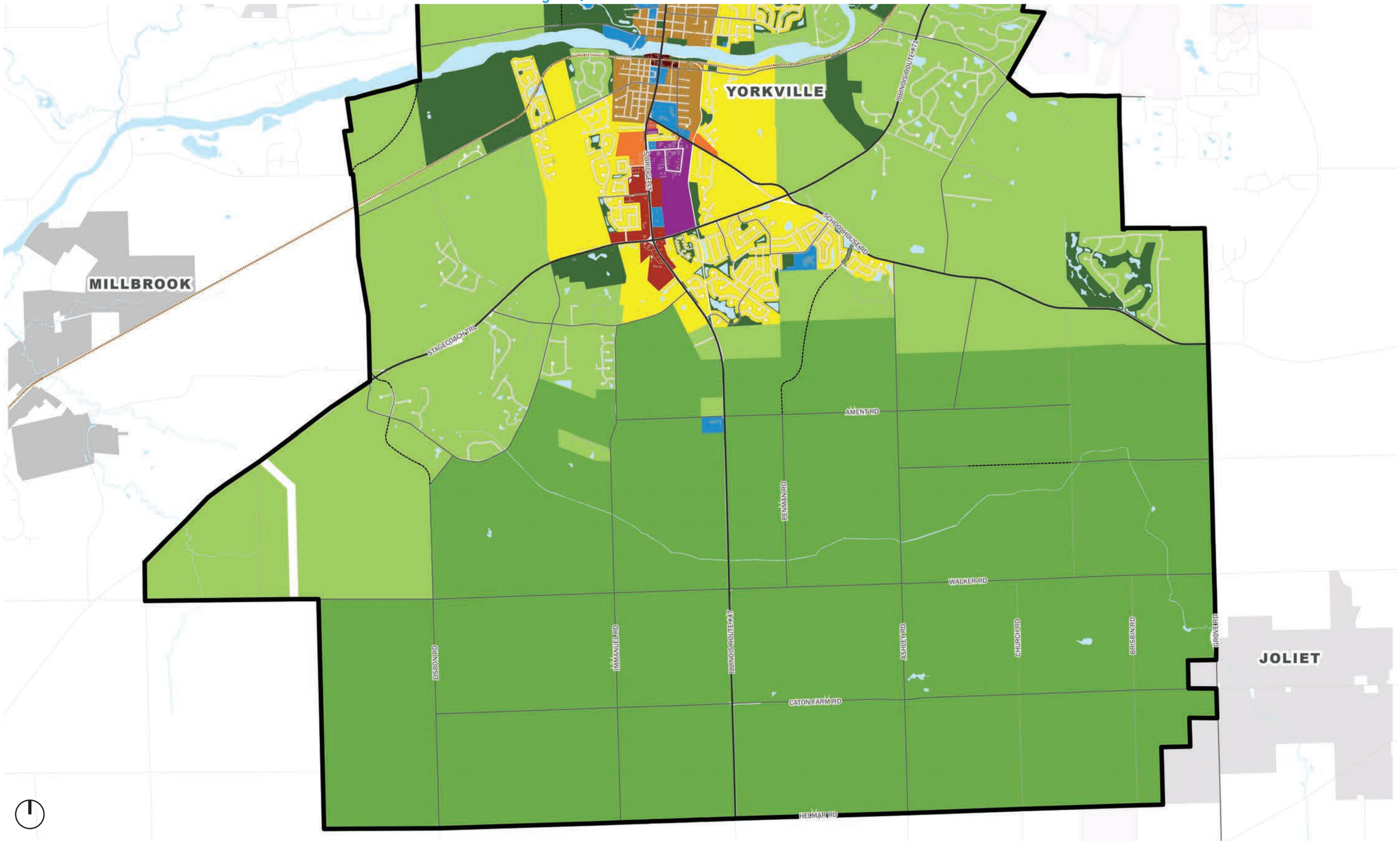



*Figure 4.2 - Future Land Uses South of the Fox River*

again, like Destination Commercial uses, Commercial Office uses would be typically located along Yorkville's transportation corridors. Previously, the 2008 Plan included an office land use classification as part of the overall framework for industrial development with an understanding that research-oriented and light assembly uses would locate in these areas. However, light manufacturing and research activities can already be accommodated in existing industrial-manufacturing areas rather than in new office park developments; there is also weak market demand in the Chicago region for office and research parks.

### INDUSTRIAL

As mentioned above, the Office and Research land use classification made within the 2008 Comprehensive Plan has been revised as the Commercial Office category. The only expansion of industrial land proposed in this Comprehensive Plan is the Fox Industrial Park, which could redevelop some point in the future as a more modern industrial park with added land extending south to Illinois Route 71.



*Grande Reserve subdivision, Suburban Neighborhoods*

### AGRICULTURE

Agriculture is a new land use classification to accommodate what will be the dominate land use in the southern portion of the Yorkville planning area.

## LAND USE MATRIX

The Land Use Matrix below summarizes the Land Use Strategy and categories presented above and how they can be applied given current conditions. Flexibility in implementing the land use strategy is allowed while being consistent in achieving the overall planning goals presented in this Comprehensive Plan.

**Table 4.1: Land Use Matrix**

### Institutional

***Use Characteristics***

- Use permitted include schools, churches, libraries, government buildings and other places that act as centers of community and public service facilities.

***Features***

- Permitted by condition in most other land uses areas except industrial; conditions may focus on traffic, parking, design and operating characteristics.
- Sidewalks, bike paths and trails should be encouraged to connect institutional uses to other neighborhoods.
- Shared parks and open spaces added as part of institutional campus settings is recommended.





### Parks and Open Space

***Use Characteristics***

- Parks and open space are maintained as both active and passive recreation space.
- Environmentally sensitive areas including drainage areas protected and maintained as open space.
- Greenways and trails established where feasible and as part of new residential developments

***Features***

- Parks and open spaces added in locations where there is a shortage of park space with parking and traffic adequately accommodated.
- New parks and trails added as part of subdivision development; trails must be connected to existing on and off-street trail network.
- Sustainable design features, such as bio-swales, rain gardens and permeable pavement are integrated when need for stormwater management.
- Park facilities and features are maintained and upgraded on regular basis.
- Riverfront park expansions are publicly accessible





### Agricultural Zone

***Use Characteristics***

- Agriculture and open space uses
- Land will generally not be developed due to market and infrastructure constraints

***Features***

- Land will remain in agriculture or open space use during this Comprehensive Plan time horizon.
- Environmentally sensitive areas such as tree groves, wetlands, and poorly drained areas will be protected from development.







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## Table 4.1: Land Use Matrix

### Downtown Mixed Use Core

*Use Characteristics*

- Includes a mix of commercial uses with upper story office and residential units.
- Focus of civic uses and social gathering spaces.
- Rehabilitation of historic commercial buildings.
- New mixed-use developments on infill development sites.

*Features*

- Pedestrian-oriented development with zero building setback.
- High level of streetscape and urban design treatments in the public ROW.
- Formal gathering spaces, riverfront improvements, center of activities and events.
- Historic preservation is of high importance.
- New development respects existing development character.
- Strong connections to adjacent neighborhoods.
- District may expand on underutilized or vacant lots and spaces.
- Parking is actively managed by the public sector.





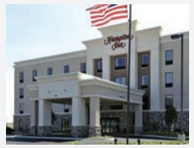
### Commercial Office

*Use Characteristics*

- Larger-scaled office developments, including hospitals and clinics, hotels and facilities for research and product development.

*Features*

- Higher quality building and site design required.
- Landscaping and urban design treatments between front parking lots, the sidewalk, street and right-of-way.
- Buffering and landscaping treatments along adjacent land uses of both higher and lower intensity including residential and industrial.
- Pedestrian connections to adjacent or nearby residential areas required.
- Development restricted from environmentally sensitive areas


### Destination Commercial

*Use Characteristics*

- A variety of low-scaled auto-oriented commercial uses, including offices, and medium and large format retailers.

*Features*

- Commercial uses generally located along Illinois Route 47 and Veterans Parkway
- Higher quality building and site design and landscaping required.
- Enhanced streetscape, urban design and infrastructure conditions with an emphasis in improving the pedestrian environment.
- Visual and business operational impacts minimized from the adjacent neighborhoods through buffering and landscape treatments.





### Traditional Neighborhood Residential

*Use Characteristics*

- Detached single family residential although duplexes and townhomes may be permitted in certain areas.
- Maintained and enhanced infrastructure.
- Civic and institutional uses permitted by condition.

*Features*

- Existing densities are generally maintained.
- Housing rehabilitation, preservation and infill development emphasized.
- Priority parkway and infrastructure improvements.
- Should be buffered from adjacent land uses of higher intensities.
- Enhanced connections to the Fox River and Downtown Yorkville.





### Neighborhood Retail

*Use Characteristics*

- Small to medium scaled auto-oriented commercial uses, such as retail centers, and restaurants located near residential areas on lower-trafficked streets.

*Features*

- Landscaping treatments between front parking lots and right-of-way.
- Buffering and landscaping treatments along adjacent land uses of both higher and lower intensity including residential and industrial.
- Pedestrian connections to adjacent or nearby residential areas required.
- Commercial signage should be high quality and scaled appropriately to the street and surrounding development.
- Development restricted from environmentally sensitive areas.





### Mid-Density Residential

*Use Characteristics*

- Attached single family residential on smaller lots.
- Duplexes, townhomes and apartments permitted generally near Yorkville's major corridors and shopping areas.
- Civic and institutional uses permitted
- Neo-traditional subdivision design encouraged.

*Features*

- May apply to existing neighborhoods but generally recommended for land near commercial areas.
- Density should be 8 to 12 units per acre
- Infrastructure is available while new streets, alleys, parks and trail connections may be required. Street connectivity with the existing development fabric is strongly recommended.





## Suburban Residential

### *Use Characteristics*

- Detached single family residential on larger lots.
- Civic and institutional uses permitted
- Neo-traditional subdivision design encouraged.

### *Features*

- Density should be six (6) to fifteen (15) units per acre.
- Infrastructure is available while new streets, alleys, parks and trail connections may be required. Street connectivity with the existing development fabric is strongly recommended.
- Applies to Tier 1 and 2 subdivisions, optional for Tier 3 and 4 subdivisions (see Section 6: Livable Neighborhoods.





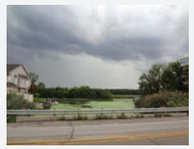
## Estate/Conservation Residential

### *Use Characteristics*

- Restricted to detached or attached single family on large lots.
- Planned Unit Developments and Conservation Subdivisions are encouraged.
- Developments provided with full municipal and infrastructure services
- Civic and institutional uses permitted by condition.

### *Features*

- Densities may range from 1 to 6 units per acre.
- Development clustering and the protection of environmental and historic resource assets and view sheds are recommended or required.
- Should generally not be located near industrial areas.
- Connectivity with adjacent residential and commercial areas.
- Dedicated open space.
- Buffering of adjacent land uses of higher intensities.


## Metra Station Transit Oriented Development

### *Use Characteristics*

- Detached single family residential on smaller lots, townhomes, multi-family
- Neighborhood scale retail and commercial uses.
- Civic and institutional uses permitted
- Neo-traditional or hybrid subdivision design encouraged.

### *Features*

- Applies only to Metra Station TOD District.
- Residential density should be 8 to 12 units per acre.
- Commercial development should be low-scaled, pedestrian-oriented.
- Street connectivity with the existing development fabric is strongly recommended.





## General Industrial

### *Use Characteristics*

- Generally small to large-scaled industrial uses that are wholly contained in a building and do not generate noticeable external effects.
- Warehousing, assembly and low impact manufacturing uses are considered industrial uses.

### *Features*

- Industrial area ideally should have adequate access to arterials and other transportation routes without having to pass through residential and commercial areas.
- Industrial areas are discouraged near residential neighborhoods.
- Industrial uses should be adequately screened from land uses of lower intensity such as residential and commercial districts.





# PRINCIPLES TO GUIDE FUTURE LAND USE

Going forward, the Yorkville community should implement the land use strategies recommended in this Comprehensive Plan according to a set of land use planning principles. In light of recent growth trends and development projections, Yorkville's future development program should align with the goals outlined in various sections of this Comprehensive Plan.

- Encourage sustainable residential growth patterns and different types of housing products that are affordable to a wide range of households.
- Reposition existing subdivisions that are not entitled nor platted for alternative residential development forms or different land uses that meet other comprehensive planning goals.
- Consider Yorkville's open spaces, scenic views, historic and cultural resources, and other environmental features as Yorkville assets to be preserved and maintained in new residential, commercial and industrial development.
- Concentrate mixed-uses in the Downtown core and promote high-quality development that attracts new businesses and residents.
- Maintain the physical scale, qualities and visual charm of the traditional residential neighborhoods surrounding the Downtown core district both north and south of the Fox River.
- Improve the overall land use and urban design environment of Yorkville's principal corridors and ensure compatibility between different land uses along such corridors.
- Promote pedestrian and roadway linkages between existing and developing areas of Yorkville and strive to complete a bike trail network that incorporates both on and off-street trails and bike lanes.
- Maintain and enhance parks and greenways and protect the watersheds of the Fox River, Blackberry Creek and other waterways from inappropriate encroachment and development.
- Facilitate small business development activity in the Downtown and the continued development of available land for both independent and large format retailing in appropriate locations that meet local market demand.



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- Encourage development in locations that are adequately serviced by community infrastructure systems, roads, sewers and utilities.

- Continue enhancing access to the Fox River, especially within the Downtown district.

## ZONING CONSIDERATIONS

Although the United City of Yorkville has recently completed an update to its Zoning Ordinance, adoption of this Comprehensive Plan should be followed by a review and an additional update of City's various development controls including the Zoning Ordinance and subdivision regulations. It is important that all development regulations be consistent with the Comprehensive Plan's goals and objectives. Future reviews and updates should, at a minimum, focus on:

- Allowances for proper use mix and density in new land use classifications, such as the Mid-Density and the Estate/Conservation Residential zones.

- Allowances for proper mix of housing types that support housing choice, accessibility and affordability.

- Creation of a conservation subdivision code and other subdivision code changes.

- Promotion of sustainable design and development techniques, and,

- Procedural amendments that may streamline the development review and approval process and encourage development and investment.

Additional zoning "overlays" may be needed for managing development along Yorkville's principal corridors, Illinois Route 47, Veterans Parkways and Eldamain Road, where a more consistent land use pattern and visual appearance is desired by the community. Corridor land use and physical appearance issues are addressed in later sections of this Comprehensive Plan. An overlay can incorporate additional development design requirements over and above those required in the underlying zoning, or include a "form-based" approach that emphasizes the overall physical form and visual characteristics of a development over its use. A form-based overlay would foster more predictable, higher-quality developments than more conventional zoning and design guideline provisions. A form-based overlay could also be adopted for the Downtown.

## PLACEMAKING AND COMMUNITY CHARACTER

A key planning goal for Yorkville is to invest in "place-making" design elements that would help create memorable places and vibrant public spaces; such design elements would also help "bind" together Yorkville's different residential neighborhoods and commercial areas with the traditional center that comprises old Yorkville and Bristol. There are different placemaking means and methods that can be implemented in Yorkville and are considered in different sections of this Comprehensive Plan related to the Downtown, residential areas and the corridors - methods that may include:

- Pedestrian amenities such as street furniture, improved crosswalks, and pedestrian-scale lighting and signage.

- Nature elements including landscaping, trees and connection to natural features and views.

- Public art such as sculptures, murals and interactive art.

- Water features, including riverwalks and interactive fountains that attract people and visitors.

- Site Interpretation that incorporate signage or informational kiosks that tell the history or cultural significance of a place.

- Landmarks or architectural features that contribute to a sense of place.

- Community events or programs that promote Yorkville's civic pride in partnership with local organizations.

- Architectural design that promotes a consistent architectural style established through design standards or other zoning tools.

- Streetscapes with a combination of landscaping and public space enhancements that promote increased pedestrian activity and community gathering.











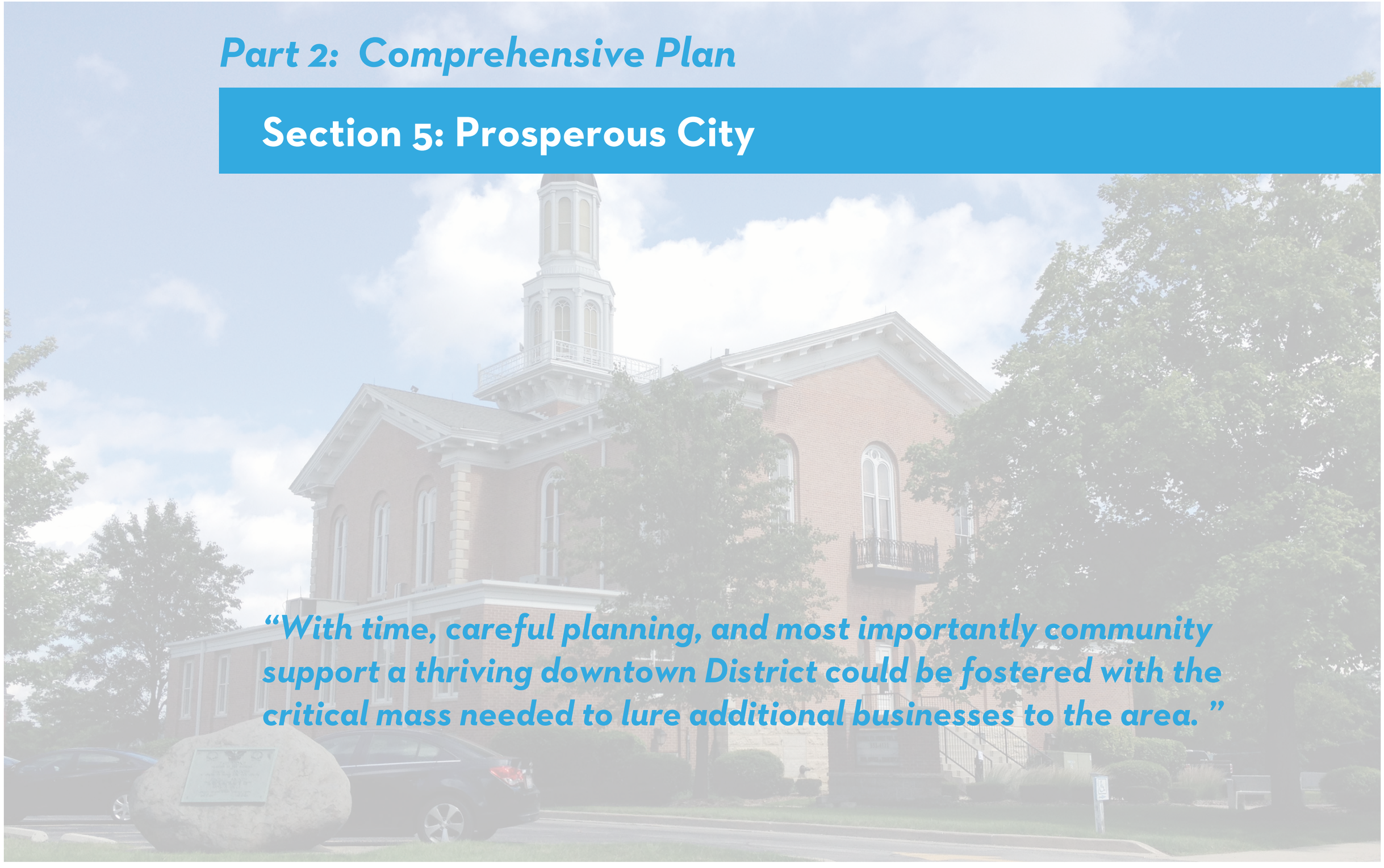



*Placemaking examples: public art and gateway entrances to a public park (below), gateway arch to the Old Plank Trail, Frankfort, IL (bottom), building mural (top right), crosswalk stripping (top middle), specialty tree grates (bottom middle), temporary play space in downtown parking lot (bottom)*

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*Part 2: Comprehensive Plan*

# Section 5: Prosperous City



*"With time, careful planning, and most importantly community support a thriving downtown District could be fostered with the critical mass needed to lure additional businesses to the area. "*

# Goals and Policies for a Prosperous City

| Goals | Policies for Decisions Makers |
|---|---|
| ***Enhance the visual appearance and functionality of Downtown Yorkville*** | • Support the preservation, rehabilitation, and re-use of Downtown Yorkville's traditional commercial buildings.<br>• Consider "clean and "green" initiatives that improve Downtown blocks and spaces.<br>• Implement placemaking and streetscaping programs that enhance Downtown's visual qualities and appearance.<br>• Consider design standards and new zoning tools to promote higher quality Downtown building design.<br>• Actively manage Downtown's parking supply.<br>• Continue enhancements to the Bicentennial Riverfront Park and add park space east and west of Bridge Street. |
| ***Strengthen and promote Downtown Yorkville as the community's primary mixed-use center.*** | • Encourage new commercial and mixed-use development on available opportunity sites.<br>• Address brownfield and environmental issues for targeted redevelopment sites.<br>• Consider the location of civic uses as anchors within the Downtown.<br>• Conduct effective Downtown Yorkville management, business development and marketing initiatives. |
| ***Facilitate development of Yorkville's existing destination and neighborhood shopping areas.*** | • Encourage development on available sites and out-parcels for both large format and neighborhood-scale commercial activity.<br>• Consider office, institutional and residential as alternative uses to commercial-retail for remaining commercially-zoned land and outparcels.<br>• Encourage and facilitate high quality building design and placemaking improvements in Yorkville's destination commercial areas.<br>• Facilitate a grocery-anchored development near the Illinois Route 71 and 47 intersection.<br>• Plan for a future Metra Station TOD neighborhood. |
| ***Attract new industries in existing industrial areas and plan for new industrial development in both existing and new industrial parks.*** | • Encourage development on available sites in existing industrial areas.<br>• Explore options for expanding and redeveloping the Fox Industrial Park.<br>• Conduct additional planning for creation of an industrial park along Eldamain Road.<br>• Incorporate consistent urban design and placemaking elements as part of industrial developments in Yorkville. |



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# SECTION 5 - PROSPEROUS CITY

**Section 5 of the Comprehensive Plan Update, "Prosperous City", outlines key planning goals and strategies for the Downtown district and Yorkville's other commercial areas along Illinois Routes 47 and 34. For Yorkville stakeholders, revitalizing Downtown Yorkville is a high priority while facilitating the build-out of recently developed commercial areas should be a focus of targeted community and economic development efforts.**

## DOWNTOWN YORKVILLE GOALS AND STRATEGIES

Downtown Yorkville is defined by Van Emmon Park on the east, Orange and East Fox Streets on the south, Morgan Street to the west, and the Fox River on the north with its historic commercial core is mostly bounded by the Fox River on the north, Fox Street to the south, Mill Street to the east, and Main Street to the west. This Comprehensive Plan envisions Downtown Yorkville as a mixed-use center offering a variety of shopping, dining, entertainment, living and recreational opportunities and capitalizing on its historic building stock and location adjacent to the Fox River and Yorkville's traditional neighborhoods. To accomplish this, the Yorkville community will focus on implementing several planning objectives, including

- Removing barriers to Downtown investment and facilitating the use of incentive programs to rehabilitate historic commercial buildings, and storefronts and converting upper floors where upper floors exist for location-neutral businesses, office and residential uses.
- Maintaining on-going business and real estate development efforts that support entrepreneurial endeavors, attract needed retail and commercial services, and facilitate the innovative adaptive use of vacant and under-utilized space.
- Encouraging new construction within the Downtown that shares the same setback, scale and massing characteristics of the existing historic commercial building fabric.
- Facilitating investments in streetscape and pedestrian environments
- Address parking through pro-active efforts in parking management led by the City of Yorkville.

It is recognized that revitalizing and redeveloping Downtown Yorkville will occur over time and in phases as barriers to investment and development are addressed and smaller-scaled revitalization projects are first completed; early projects will build momentum for more substantial reinvestment efforts to place.

### GOAL

**Enhance the visual appearance and functionality of Downtown Yorkville**

### POLICIES

- Support the preservation, rehabilitation, and re-use of Downtown Yorkville's traditional commercial buildings.
- Consider "clean and "green" initiatives that improve Downtown blocks and spaces.
- Implement placemaking and streetscaping programs that enhance Downtown's visual qualities and appearance.
- Consider design standards and new zoning tools to promote higher quality Downtown building design.
- Actively manage Downtown's parking supply.
- Continue enhancements to the Bicentennial Riverfront Park and add park space east and west of Bridge Street.

### STRATEGY A: ENHANCE FOX RIVER ACCESS AND CREATE A RIVERFRONT PARK WEST OF BRIDGE STREET (ILLINOIS ROUTE 47)

Along the Fox River, near Hydraulic and Main Streets, an existing City-owned public access area could be enhanced by the installation of new boat launch ramps and the creation of new park space. The new park would bring needed green space west of Bridge Street, which would make both commercial and residential properties more attractive for investments and development. Converting the Parks and Recreation Department building adjacent to the new green space into an active use, such as a boating/kayaking center, could also bring increased activity to the west side of Downtown and facilitate the utilization of an enhanced boat launch (See Figure 5.1: Downtown Revitalization Strategies Map on page 99).

#### IMPLEMENTATION ACTIONS

Implementation actions may include purchasing properties located west of Bridge Street and north of Hydraulic Street along the Fox River to create the new park; grant funding could be secured and a riverfront master plan developed by the City's Parks and Recreation Department to guide the new park's design and construction.







*Existing boat ramp access area*

## STRATEGY B: ENHANCE STREETSCAPE APPEARANCES AND IMPROVE THE WALKABILITY OF HYDRAULIC, MAIN AND VAN EMMON STREETS

Given Bridge Street recent widening by IDOT, there is a significant need to improve Downtown Yorkville's pedestrian environment and streetscape conditions as community stakeholders have commented consistently throughout the planning process that the street is now a significant barrier to walking to and from the east and west sides of the Downtown. In particular, Hydraulic and Main Streets could benefit from streetscape and urban design enhancements that would make them more walkable and comfortable for pedestrians. Hydraulic Street has the potential to better connect Downtown's east and west sides and is the one street that offers scenic views of the Fox River; Main Street also has potential of becoming a primary pedestrian street linking the Kendall County Courthouse complex with Hydraulic Street and the Fox River waterfront.

In addition to enhancing the streetscape environment to Main and Hydraulic Streets, Van Emmon Street should also be a candidate for urban design enhancements as it has the potential to link the Kendall County Courthouse complex to the eastern portion of Downtown. Since completion of the Bridge Street widening project, Van Emmon has now become the primary vehicular access point into the Downtown area. With that in mind, Van Emmon Street should serve as a gateway entrance point with streetscape and placemaking features that enable motorists to know where to turn and find parking within the Downtown. Streetscaping enhancements should encourage motorists to park their car and explore Downtown Yorkville on foot. Streetscape enhancements along Hydraulic, Main and Van Emmon Streets could include new sidewalks, wayfinding signage, public art, landscaping planters and pedestrian lighting.



### IMPLEMENTATION ACTIONS

Implementation actions may include the development of a streetscape master plan to guide the type of improvements needed to make Downtown Yorkville more walkable, including the creation of a "brand" image for the Downtown that can be used on signage, kiosks, banners and wayfinding. Specific elements of the streetscape master plan may include:

- Needed sidewalks and sidewalk connections
- Intersection and railroad crossing improvements
- Gateways, wayfinding signage and public art
- Landscaping treatments such as planters, trees and plantings in road medians
- Pedestrian-oriented lighting
- "Rail Walk" along Hydraulic Street








## STRATEGY C: CREATE PUBLIC PARKING AREAS

With the recent loss of on-street parking along Bridge Street and Downtown's tight building development pattern and adjacency to residential neighborhoods, finding places and locations to accommodate new parking in Downtown Yorkville is a significant challenge. Left-hand turns from Illinois Route 47 onto Hydraulic Street have also been recently restricted due to the Bridge Street widening, making it difficult for motorists to access available parking along Hydraulic Street. In addition, there is also a general lack of understanding about which off-street parking spaces and lots are publicly or privately owned, creating confusion for visitors on where they can park their cars. Overall, Downtown needs to add accessible off-street parking facilities if it is to attract new businesses and customers. Ideally, off-street parking facilities should be owned and managed by the City in order control their location so that prime developable parcels remain as developable parcels rather than being converted to parking by the private sector.

### IMPLEMENTATION ACTIONS

Implementation actions may include the development of a parking management plan that determines current and projected downtown parking needs and the location of potential off-street parking facilities. From the plan, key sites for public parking lots can be purchased by the City and developed for use with adequate landscaping and signage. Wayfinding signage to the parking areas should also be incorporated as part of a comprehensive Downtown wayfinding and placemaking program. Feasibility of constructing a two-story parking deck Downtown can also be explored as part of the parking management plan.












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## STRATEGY D: FACILITATE BUILDING REHABILITATIONS AND FAÇADE IMPROVEMENTS

Downtown Yorkville consists of mainly one to two-story historic commercial buildings facing Illinois Route 47; a number of other traditional commercial and industrial buildings are located east of Illinois Route 47 along Van Emmon, Mill and Hydraulic Streets. Downtown buildings are generally in good condition and are candidates for building and storefront rehabilitation and adaptive use. Several buildings along the west side of Illinois Route 47 have been rehabilitated in recent years. To encourage additional rehabilitation activity, a formal building improvement program should be established that would offer matching grants or low interest loans to property and business owners willing to undertake such improvements.

Rehabilitation projects would be completed according to design guidelines that incorporate commonly-accepted procedures and methods for storefront rehabilitations, historic building material maintenance, and windows and cornices. A special emphasis should be place on improving rear entrances given the lack of parking on Illinois Route 47.

### IMPLEMENTATION ACTIONS

Implementation actions may include securing funding for a building rehabilitation incentive program through Tax Increment Financing, a Special Service Area or through other financing programs. Design guidelines that address building storefronts, facades, signage and rear entries would need to be developed.



BEFORE


AFTER

## STRATEGY E: CLEAN AND GREEN THE "LEGACY BLOCK" (SHORT-TERM).

The block between Hydraulic, Van Emmon, Heustis and Mill Streets currently contains a semi-active rail spur, an empty grain elevator, a freight train car, and a storage structure and lumber mill. The spur was serviced a number of well-known Yorkville industries that located in and around the block, including Squire Dingee's pickle factory, the Yorkville Ice Company, and the Renbehn Brothers button factory, whose product was made from clam shell found in the Fox River. Given the high visibility of the block and its linkage to past Yorkville industries, the block is called the "Legacy Block" for the purposes of this Comprehensive Plan; the Block also represents an opportunity to conduct "clean and green' and placemaking efforts that would improve its appearance and better integrate it with the rest of the Downtown building fabric to the west. The City should work with the Block's property owners to facilitate property improvements, including landscaping, screening and fencing with industrial and rustic materials, and the installation of placemaking enhancements, such as signage, artwork and murals on or near the Block's identifiable structures.

### IMPLEMENTATION ACTIONS

Implementation actions may include providing incentives for property improvements and the creation of a placemaking and preservation/maintenance plan for the site, including the grain elevator where a public mural could be installed. A public-private partnership between the property owners and local artists will be needed developed in order to undertake various on-site placemaking initiatives. Resolving the issue over the public right-of-way on Heustis Street in front of the property should be explored if streetscaping and other physical enhancements are to be considered for that portion of the Legacy Block.










## STRATEGY F: EXPAND BICENTENNIAL RIVERFRONT PARK TOWARD VAN EMMON PARK

Bicentennial Riverfront Park, located between Hydraulic Street and the Fox River east of Bridge Street, is a year-round attraction for both residents and visitors. In particular, the Marge Cline Whitewater Course is a compelling regional attraction as it allows experienced Fox River kayakers and rafters to bypass the Glen Palmer Dam while also providing opportunities for beginners to learn whitewater rafting and paddling. On the eastern edge of this Park, Hydraulic Street terminates into a gravel parking lot and the park space transitions into underutilized land and a tree grove that touches the northwest portion of Van Emmon Park. Expansion of the Bicentennial Riverfront Park to the east along this land would add new waterfront park space, allowing residents and visitors to enjoy a longer expanse of the Fox River. It would make the surrounding area more attractive for commercial and residential redevelopment on land to the south and southeast near Van Emmon Park.

### IMPLEMENTATION ACTIONS

Implementation actions may include the purchase of properties located east of Bicentennial Riverfront Park and north of Hydraulic Street along the Fox River by the City or in partnership with other entities. Grants or other outside finding could be secured for property purchase as well as the creation of a park design plan for the expanded park area.









### GOAL

***Strengthen and promote Downtown Yorkville as the community's primary mixed-use center.***

### POLICIES

- **Encourage new commercial and mixed-use development on available opportunity sites.**
- **Address brownfield and environmental issues for targeted redevelopment sites.**
- **Consider the location of civic uses as anchors within the Downtown.**
- **Conduct effective Downtown Yorkville management, business development and marketing initiatives.**

## STRATEGY G: CREATE A KENDALL COUNTY GOVERNMENT CAMPUS

The historic Kendall County Courthouse, perhaps Downtown Yorkville's most iconic building, is located south of the Fox River along East Main Street, and includes the County's administrative building and other courthouse-related functions. Other buildings along West Ridge and Jefferson Streets adjacent to the Courthouse are occupied by other County agencies and departments; several commercial uses also exist within the vicinity. Future County facility expansion needs could be accommodated in new buildings or the rehabilitation of existing buildings in a potential Kendall County Government Campus incorporating the historic Kendall County Courthouse along Main, Ridge and Jefferson Streets. The campus building program should strive to create a campus "quad" or green space if feasible. Additionally, the campus could also incorporate special landscaping and urban design treatments such sidewalk paving and gateways column and features.

### IMPLEMENTATION ACTIONS

Implementation actions may include the creations of a Kendall County Government campus master plan that would determine potential building rehabilitation and construction projects to meet government agency expansion needs, and the types of urban design, landscaping and branding elements that could be installed to foster a campus environment. Gateways,









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wayfinding signage and public art should also be considered. Additional implementation needs may include the purchase of properties located between Van Emmon, Fox, Main and Bridge Streets to create the campus.

## STRATEGY H: EXTEND BICENTENNIAL RIVERFRONT PARK TRAIL

In addition to an expanded Bicentennial Riverfront Park, a continuous walking and cycling trail extending east and west of the Park could become an amenity for Yorkville residents and visitors. A trail that is long enough to bicycle or jog along and that has regional connections to other trails could bring new visitors into the Downtown. A challenge to extending the trail to the west would be finding an appropriate street path over Illinois Route 47.

### IMPLEMENTATION ACTIONS

Implementation actions may include purchasing additional land or easements where needed to extend the trail and securing other financial sources to complete construction of the trail extensions. Trail extensions could be completed concurrently with the creation of new riverfront park space on both the east and west sides of Downtown Yorkville.










## STRATEGY I: ENCOURAGE INFILL DEVELOPMENT ALONG HYDRAULIC STREET

Underutilized land between Van Emmon and Hydraulic Streets east of Illinois Route 47 represents an opportunity to encourage infill development, whether single story commercial or a multi-use buildings with upper-story office or residential units. New development would also re-orient the Downtown from Illinois Route 47 as the principal commercial thoroughfare to Hydraulic and Van Emmon Streets, where new building and storefront entrances can be located. Since the widening of Illinois Route 47 and the loss of on-street parking, existing retailers and restaurants have already begun to orient their storefront entrances to the rear of their buildings; little foot traffic is currently present along Illinois Route 47. New infill development would be of medium height, perhaps three to four stores at most so as to not block viewsheds of the Fox River from the south, and be compatible in architecture and materials with adjacent commercial buildings. Parking would be accommodated within the development or a combination of on and off-street parking facilities.

### IMPLEMENTATION ACTIONS

Underlying environmental and brownfield issues that are known to exist on the site should be addressed before any coordinated effort in redevelopment is attempted. The City would need to work with the property owner(s) to undertake any needed assessment and clean-up actions, which could be underwritten through grant and other financing programs offered by the Illinois and U.S. Environmental Protection Agencies. Alternatively, the City could purchase the property and implement clean-up efforts to initiate the redevelopment process; from there, the City could prepare more specific site development plans and issue a request for private-sector development proposals. Site development plans would also need to address the railroad right-of-way on the southern portion of the site adjacent to Hydraulic Street.








## STRATEGY J: REDEVELOP THE "LEGACY BLOCK" (LONG-TERM)

As an alternative to Strategy E, over the long-term, the Legacy Block between Hydraulic, Van Emmon, Heustis and Mill Streets could be considered for redevelopment if market demand for commercial and mixed use development and developer interest materializes at some point in the future for the site. If the block to the west of Mill Street redevelops as suggested in Strategy I above, the Legacy Block could become an attractive redevelopment site as it is one of the most visible blocks in the Downtown and located directly across from Bicentennial Riverfront Park, one of Downtown's most important attractions. If the block is redeveloped, the grain elevator structure could be retained as a placemaking landmark.

### IMPLEMENTATION ACTIONS

Implementation actions may include addressing any existing environmental or brownfield issues, assembling property parcels, preparing a site development plan and the preparation of a request for development proposals if the City is to redevelop the site with a private sector developer partner.





## STRATEGY K: CREATE DOWNTOWN CIVIC COMPLEX

The Yorkville City Hall and Police Station are currently located along Game Farm Road adjacent to a number of other public uses, such as the Public Library, Beecher Community Center, Yorkville High School Academy and Grade School. This complex of public buildings along Game Farm Road comprises Yorkville's civic campus. During the planning process, community stakeholders have suggested that Yorkville City Hall may be better suited in the Downtown rather than on Game Farm Road, thereby providing a new anchor destination in addition to the Kendall County complex to the west of Illinois Route 47. A Downtown location could be the site at the southeast corner of Van Emmon Road and Illinois Route 47 where an existing building could be reused or redeveloped. Another possibility is to locate the City Hall building within the Kendall County campus across Illinois Route 47.

### IMPLEMENTATION ACTIONS

Purchase of properties located between Heustis, Fox, Van Emmon and Bridge Streets for a new City Hall building would be necessary along with the preparation of Downtown civic complex master plan. The City of Yorkville could also participate in the development of the Kendall County Government campus master plan if the City Hall were to be located within the Kendall County campus. Branding, landscaping and streetscaping features for a City Hall complex should be consistent with other urban design treatments installed in other portions of the Downtown.

















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## STRATEGY L: REDEVELOP LAND NORTH AND SOUTH OF VAN EMMON STREET EAST OF MILL STREET

New commercial, multi-family residential and mixed-use development could occur on land located along Van Emmon Street east of the Mill Street, land that currently contains a mix of single family residential and industrial uses. Given that area's close proximity to Downtown and the Fox River waterfront, new townhomes, apartments, commercial and mixed-use development could bring added vitality to the Downtown as well as extend its footprint along a greater portion of the Fox River; more residential units in the Downtown would help to support Downtown businesses. Available land south of Van Emmon Road in this location would also be suitable for additional single family residential, although topography constraints may limit those opportunities.

### IMPLEMENTATION ACTIONS

Implementation actions would include property assembly by the City or private-sector developer, remediation of any environmental issues from existing industrial users, and the relocation of existing businesses to other industrial parks in Yorkville. A master development plan for the area would also need to be prepared.





## STRATEGY M: UNDERTAKE ACTIVE DOWNTOWN YORKVILLE MANAGEMENT EFFORTS

Strategies to improve Downtown Yorkville's physical appearance and redevelop various opportunity sites will take a number of years to implement; in the intervening time, efforts to actively manage Downtown should be undertaken by the City with other partners, including the Yorkville Area Chamber of Commerce – efforts that include working with property owners on façade improvements, retaining and recruiting new businesses, and marketing and promoting the Downtown through special events, festivals and advertising. A part or full-time manager that oversees Downtown management efforts could be retained by the City, while planning and other redevelopment initiatives would be managed by the City's planning staff.

### IMPLEMENTATION ACTIONS

Funding for at least a part-time manager would need to be identified and secured; additional funding would be needed for any future Downtown marketing and promotional activities.













# DOWNTOWN REVITALIZATION SEQUENCE

Revitalizing Downtown Yorkville as a thriving mixed-use commercial district will require a sustained, long-term commitment by the City of Yorkville, business and property owners, and other stakeholders to implement the strategies presented in this Comprehensive Plan. Since strategy implementation will take time, setting a clear sequence of priorities at the beginning of the revitalization and redevelopment process, based on what financial and organizational resources are available, will be critically important to achieving short-term goals and building momentum for more significant long-term change. A well-coordinated effort that engages both the public and private sectors in various revitalization and redevelopment activities is also needed to achieve Downtown planning goals. The revitalization sequence presented below outlines action steps and a general implementation timeline.



*Traditional Commercial Building in Downtown Yorkville*

## NEAR-TERM PHASE (1-10 YEARS)

The following actions should be taken within the next one to ten years to activate and achieve short-term planning goals:

- **Strategy A: Enhance Fox River access and create a riverfront park west of Bridge Street (Illinois Route 47).** Efforts should be placed on improving the existing boat launch access west of Bridge Street, converting the Parks Department facility to a new complimentary use, and assembling properties for the creation of a new riverfront park west of Main Street.

- **Strategy B: Enhance streetscape appearances and improve the walkability of Hydraulic, Main and Van Emmon Streets.** Streetscape enhancement initiatives should focus first on Main and Hydraulic Streets to improve their appearance and walkability.

- **Strategy C: Create public parking areas.** A parking management strategy should be commissioned and completed; potential public parking areas would also be identified and developed. Underutilized land south of Hydraulic Street and north of Van Emmon could be used as a public parking lot in the short-term.

- **Strategy D: Facilitate building rehabilitations and façade improvements.** A major focus of revitalization efforts in the near-term should be façade, storefront, signage and rear-entrance improvements.

- **Strategy E: Clean and green the "Legacy Block".** Property improvements, screening and fencing enhancements, and placemaking initiatives should be pursued for the Legacy Block.

- **Strategy F: Expand Bicentennial Riverfront Park toward Van Emmon Park.** Creation and adoption of a park design plan and the assembly of property needed to create the park should be undertaken.

- **Strategy G: Create a Kendall County Government Campus.** Planning for creating the government campus should be initiated along with the construction of any new County facilities and various urban design and campus landscape improvements.

- **Strategy H: Extend Bicentennial Riverfront Park trail.** An expansion of the Bicentennial Riverfront Park trail should be completed if riverfront park space has been expanded both east and west of Bridge Street.

- **Strategy I: Encourage infill development along Hydraulic Street.** If remaining brownfield issues have been addressed, the City could facilitate infill development along all or portions of the block bounded by Hydraulic, Mill and Van Emmon Streets.

- **Strategy J: Redevelop the "Legacy Block."** If market demand and developer interest materializes for the Legacy Block, redevelopment could be pursued; the grain elevator could be retained as a landmark-placemaking element for the Downtown.

## LONG-TERM PHASE (10-25 YEARS)

The following actions should be taken within the following ten to 25 years after the Near-Term Phase to achieve long-term Downtown planning goals:

- **Strategy B: Enhance streetscape appearances and improve the walkability of Hydraulic, Main and Van Emmon Streets.** While initial streetscape and urban design enhancements are placed on Hydraulic and Van Emmon Streets, subsequent streetscape programs should focus on Van Emmon Street to improve its walkability, especially if the Kendall County government and City hall complexes develop over time.

- **Strategy K: Create Downtown Civic complex.** Parcels needed to create the complex would be purchased and a campus plan developed for potential construction of a new City Hall at the southeast corner of Illinois Route 47 and Van Emmon Street.

- **Strategy L: Redevelop land north and south of Van Emmon Street east of Mill Street.** A master redevelopment plan could be prepared for the area and properties assembled for development; a request for proposals for private-sector develop interest can also be prepared.



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# Figure 5.1: Downtown Revitalization Strategies

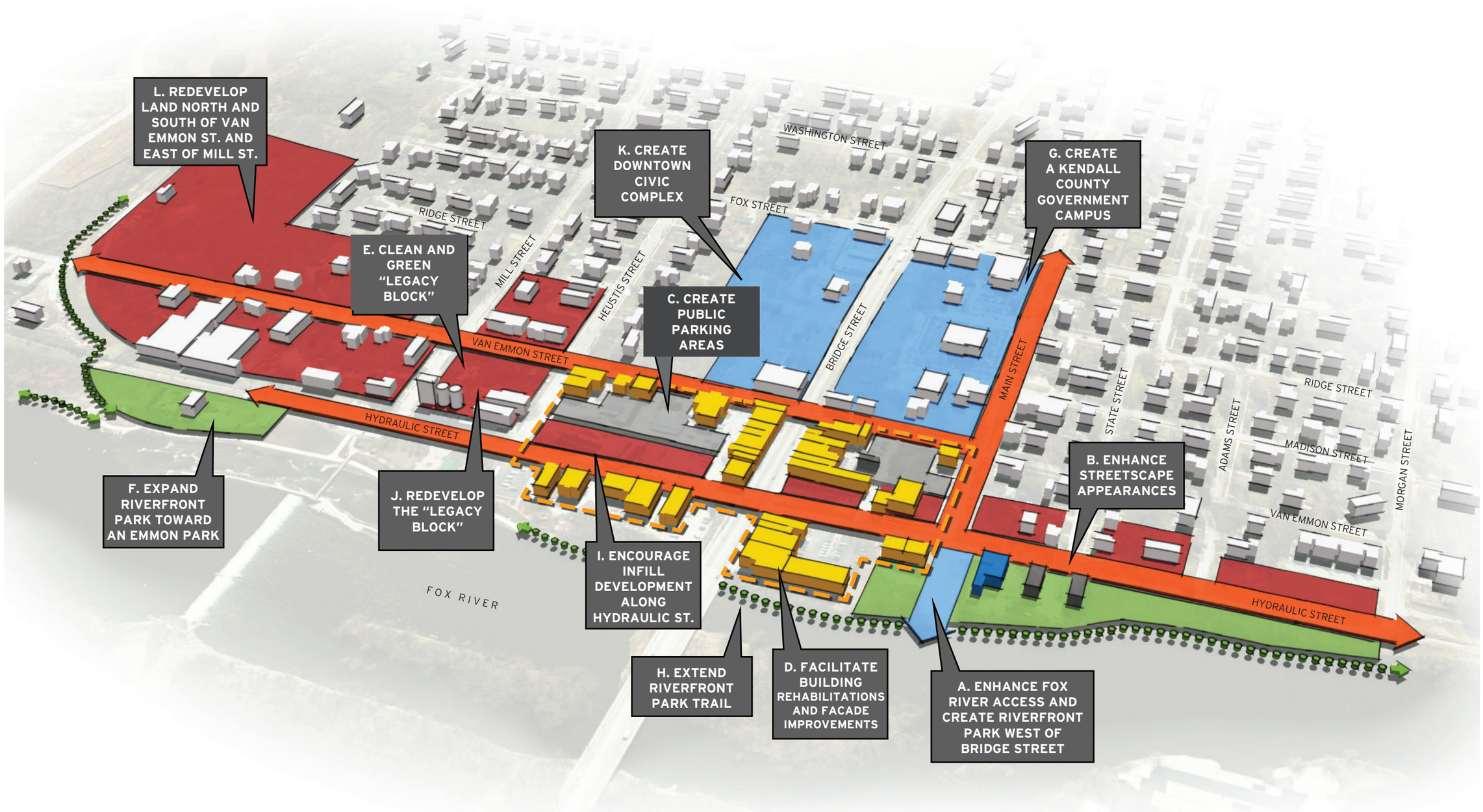



*Figure 5.1: Downtown Revitalization Strategies*

# COMMERCIAL AREAS

Apart from the Downtown district, there are seven other commercial areas comprising 181 acres of remaining developable land within Yorkville. Of these areas, three, including the Yorkville Marketplace, Yorkville Crossing and Kendall Marketplace, have 79 acres of remaining land left to build out; a fourth area, a potential grocery-anchored development at the intersection of Illinois Route 47 and 71 contains another ten acres. These areas are intended to remain or be developed with destination-type, large format, chain store retailing that would serve the Yorkville community and adjacent areas. It is likely that these area could be built-out over the next ten years as residential construction continues and market demand increases for retail and commercial services. However, the largest of these commercial areas, the Yorkville and Kendall Crossing developments, may not entirely build out as pure retail centers and may incorporate other commercial uses, such as smaller-scale office, medical and other service-retail businesses; in other cases, alternative land uses, such as multi-family residential could be considered as appropriate adjacent uses if full commercial build-out is not realized in the short-term.

Three other commercial districts, the Parkways, the Raging Waves Park at Illinois Route 47 near Galena Road, which could incorporate additional commercial uses, and the Metra Station TOD district to the west of Illinois Route 47, are mostly long-term commercial developments not likely to be fully realized until past the time horizon of this Comprehensive Plan. However, these areas can accommodate another 102 acres of commercial development, mostly neighborhood-type retail and services that could locate in theses areas to support growing residential development.

To accomplish this, the Yorkville community will focus on pursuing several planning objectives, including

- Removing barriers to commercial area investment and facilitating development through the use of incentives and regulatory relief.
- Concentrating business attraction efforts in near-term commercial areas, such as the Yorkville and Kendall Marketplace developments.
- Considering alternative commercial uses such as office and medical services on out-lots and other development parcels.
- Encouraging high quality development design that incorporates consistent streetscape and placemaking elements.
- Commercial developments are well-connected to each other and with surrounding neighborhoods while being appropriately buffered and screened with land uses of a lower intensity.

It is recognized that completing the full build-out of the identified commercial areas will occur over time and that build-out efforts should focus first on completing existing developments over initiating new ones in areas where the adjacent neighborhoods have yet to grow and develop. The following page presents various strategies to achieve planning goals and objectives in Yorkville's commercial areas.

**Table 5.1 - Commercial Development Areas**

| COMMERCIAL AREA | AREA LEFT TO BUILD |
|---|---|
| **NEAR-TERM AREAS ( 1 - 15 YEARS)** | |
| *A. Yorkville Marketplace* | 3 acres |
| *B. Yorkville Crossing* | 36 acres |
| *C. Kendall Marketplace* | 30 acres |
| *D. Grocery Anchored* | 10 acres |
| **TOTAL NEAR-TERM** | **79 acres** |
| **LONG-RANGE AREAS ( 15 - 30 YEARS)** | |
| *E. The Parkways* | 16.5 acres |
| *F. Raging Waves Support* | 18 acres |
| *G. Metra Station TOD* | 14 acres |
| **TOTAL LONG-RANGE** | **48.5 acres** |
| **TOTAL COMMERCIAL** | **127.5 acres** |

**Figure 5.2 - Commercial Development Areas**

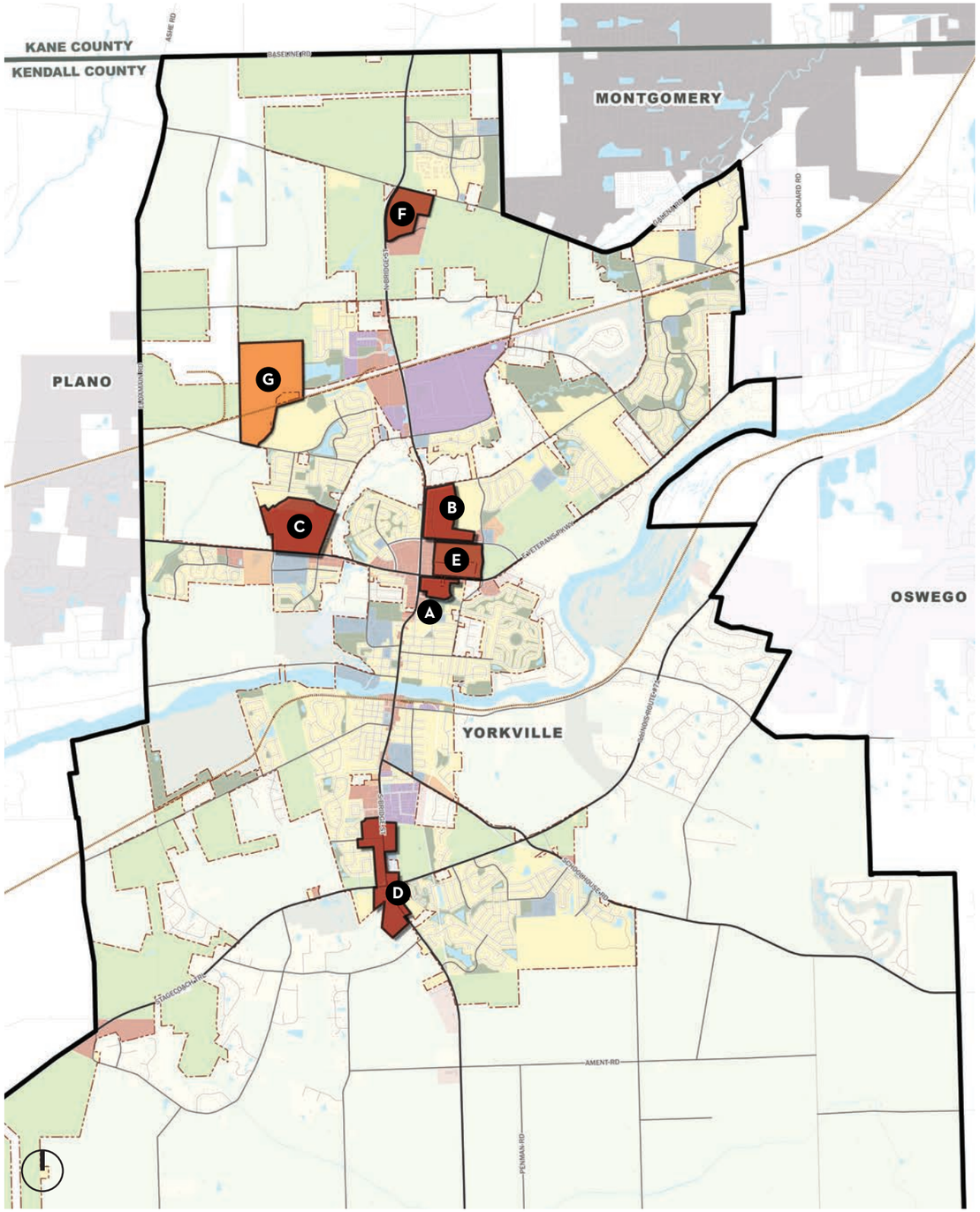



*Figure 5.2 - Commercial Development Areas*



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## GOAL

***Facilitate development of Yorkville's existing destination and neighborhood shopping areas.***

## POLICIES

- Encourage development on available sites and out-parcels for both large format and neighborhood-scale commercial activity.
- Consider office, institutional and residential as alternative uses to commercial-retail for remaining commercially-zoned land and outparcels.
- Encourage and facilitate high quality building design and placemaking improvements in Yorkville's destination commercial areas.
- Facilitate a grocery-anchored development near the Illinois Route 71 and 47 intersection.
- Plan for a future Metra Station TOD neighborhood.

## STRATEGY A: BUILD-OUT THE YORKVILLE MARKETPLACE DEVELOPMENT

Yorkville Marketplace is a destination retail commercial center at the southeast corner of Illinois Route 47 and Veterans Parkway, containing more than 111,000 square feet of commercial space. Its anchor tenants include Office Max, Panera Bread, and a 60,000 square-foot Jewel-Osco grocery store serving the northern half of the Yorkville community. An additional three acres of land remains that, if developed, would link the Jewel-Osco and Office Max stores together as one main in-line development. Therefore, an immediate priority should be placed on building out the remaining acres with a large format store or smaller in-line storefronts housing multiple retailers or service-commercial businesses.

### IMPLEMENTATION ACTIONS

The City of Yorkville could assist the owner/developer of the Yorkville Marketplace in marketing the site for commercial development.

## STRATEGY B: REPOSITION YORKVILLE CROSSING WITH A MIX OF DESTINATION COMMERCIAL AND RESIDENTIAL USES

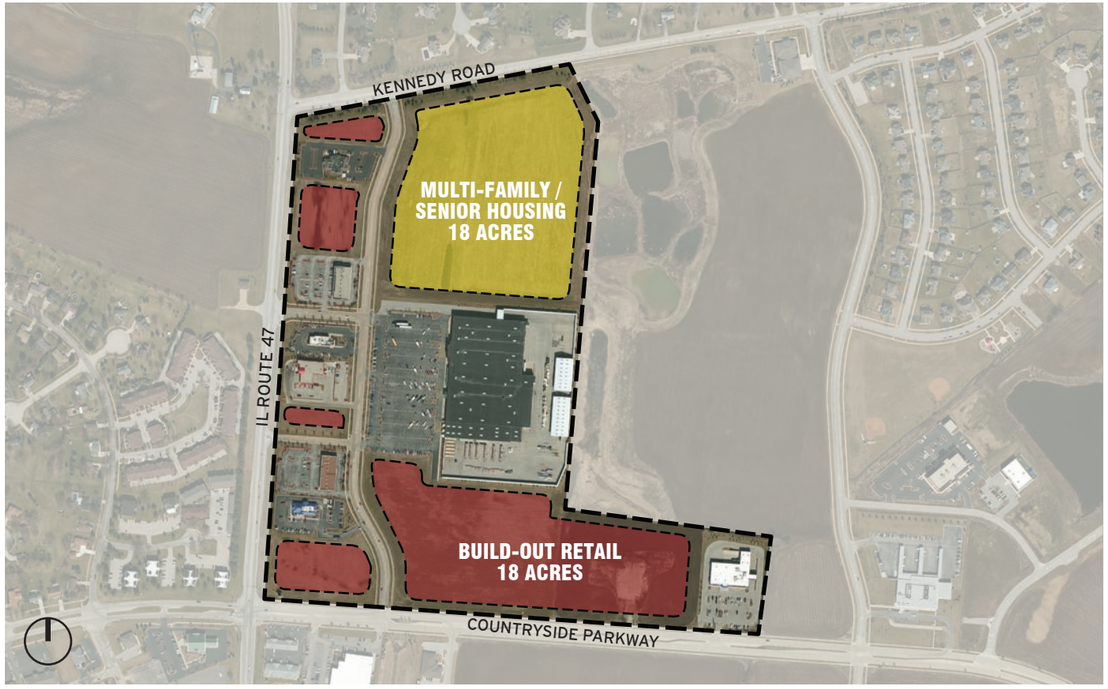
The Yorkville Crossing/Menards Commons shopping center is located north and east of the Illinois Route 47 and Veteran's Parkway intersection. In addition to the shopping center's anchor, Menards, other retailers include Ace Hardware, AutoZone, discount grocer Aldi, and the Goodwill thrift store. A planned Walmart was never built. Going forward, a development strategy for the center should include the build-out of the land along Countryside Parkway for retail and commercial uses; this area would include 18 acres of build-out destination and neighborhood-serving retail or service-commercial uses where access to new commercial development can be accommodated along Countryside Parkway. To the north of the Menards is 18 acres of developable land – land that was slated for the new Walmart. Given the current slack in the local commercial real estate market, an alternative to commercial uses would be to develop the land for multi-family residential, such as townhomes and apartments, in order to support nearby commercial centers and to provide a compatible land use to adjacent residential neighborhoods to the north and east of the site. Senior housing would also be suitable residential use type in this location.

### IMPLEMENTATION ACTIONS

The City of Yorkville could assist the property owner/developer in marketing the site for commercial and office development. A re-zoning of portions of the site for residential development would be needed.




*Yorkville Marketplace*




*Yorkville Crossing*

## STRATEGY C: DEVELOP REMAINING KENDALL MARKETPLACE OUTPARCELS

Kendall Marketplace, at 750,000 square feet of gross leasable space, is Yorkville's largest shopping center. Current anchor tenants include Marshall's, Super Target, Kohl's, Dick's Sporting Goods, and Home Depot. However, 19 retail spaces out of a total of 36 are vacant and available for lease; in addition, 19 outparcels remain undeveloped. The development strategy going forward is to consider a mix of both destination and neighborhood-serving retail uses on 20 acres of the remaining outparcels fronting Veterans Parkway and Cannonball Trail, and an institutional or office use for 10 acres of land at the southeast corner of the center behind the commercial outparcels. A larger-scaled office or institutional development could comprise adjunct government or medical offices in close proximity to the Kendall County Courthouse and Rush-Copley complexes to the south of Veterans Parkway. Such development would be low-scale and designed in a way to not block views into the shopping center. The commercial outparcels would house stand-alone retail or service-commercial developments.

### IMPLEMENTATION ACTIONS

The City of Yorkville could assist the property owner/developer in marketing the site for commercial and office development. A re-zoning of portions of the site for strictly office development could be considered.



*Kendall Marketplace*




*Kendall Marketplace*

## STRATEGY D: FACILITATE DEVELOPMENT OF THE PARKWAY SITE

South of Countryside Parkway and east of Illinois Route 47 and the Hampton Inn is the Parkways site, which includes more than 22 acres of developable land. Given the current slack in demand for commercial real estate, it unlikely that this site will develop entirely in one phase and will take several years beyond the time horizon of this Comprehensive Plan to fully build out. The site does offer an opportunity to take advantage of the Hampton Inn's location to create a unique commercial development that incorporates the hotel framing one side of a central green space; other one-story commercial developments could frame the green spaces other edges to the east, west and south along Countryside Parkway. The green space would be a significant feature for the development, perhaps serving as a gathering space for farmers markets or outdoor concerts; placemaking features such as fountains, gateway elements, trees and landscaping could be designed and installed as part of the green space. Mixed-use developments around the green space may also be possible long-term, although the upper-stories could be used as offices rather than as residential spaces. Other larger-scale commercial development could take place further south and east along the site with accessibility from Countryside Parkway and the development's internal street network.

### IMPLEMENTATION ACTIONS

The City of Yorkville could assist the property owner/developer in marketing the site for future commercial development; a new site plan that incorporates the green space would also need to be prepared.



*Easton Town Center in Columbus, Ohio*




*"The Parkways" Site*



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## STRATEGY D: FACILITATE A GROCERY-ANCHORED DEVELOPMENT NEAR THE ILLINOIS ROUTE 47 AND 71 INTERSECTION

The Yorkville community has long desired a new grocery store servicing the City's south side neighborhoods; an estimated gap of more than $26 million in grocery spending currently exists and would support the addition of a mid-size specialty or regionally-based grocery.

Six potential sites for a grocery-anchored development exist at or near the intersection of Illinois Routes 47 and 71 ranging in size from eight to 14 acres. Four of the six sites (Sites A, B, E and F) are currently undeveloped; the other two (C and D) would require some property assembly and potential removal of existing buildings to accommodate a large-scale grocery store development; larger parcels offer opportunities to combine some in-line or outparcel commercial development with a grocery store anchor. In addition, some parcels may need to address specific site planning and screening issues with adjacent residential subdivisions and industrial parks. Site A perhaps represents the best option for a grocery-anchored development given other adjacent commercial uses and the available street network. Site D may be less favorable an option if an expansion of the Fox Industrial Park south to Illinois 71 is pursued. Three different development concepts are presented on the following pages, one for Site A and two for Site C, although both concepts only take into account a portion of that site.

### IMPLEMENTATION ACTIONS

The City of Yorkville could assist the property owner/developer in marketing and assembling the site for a grocery-anchored development. Site D would need a change in zoning from industrial to commercial.

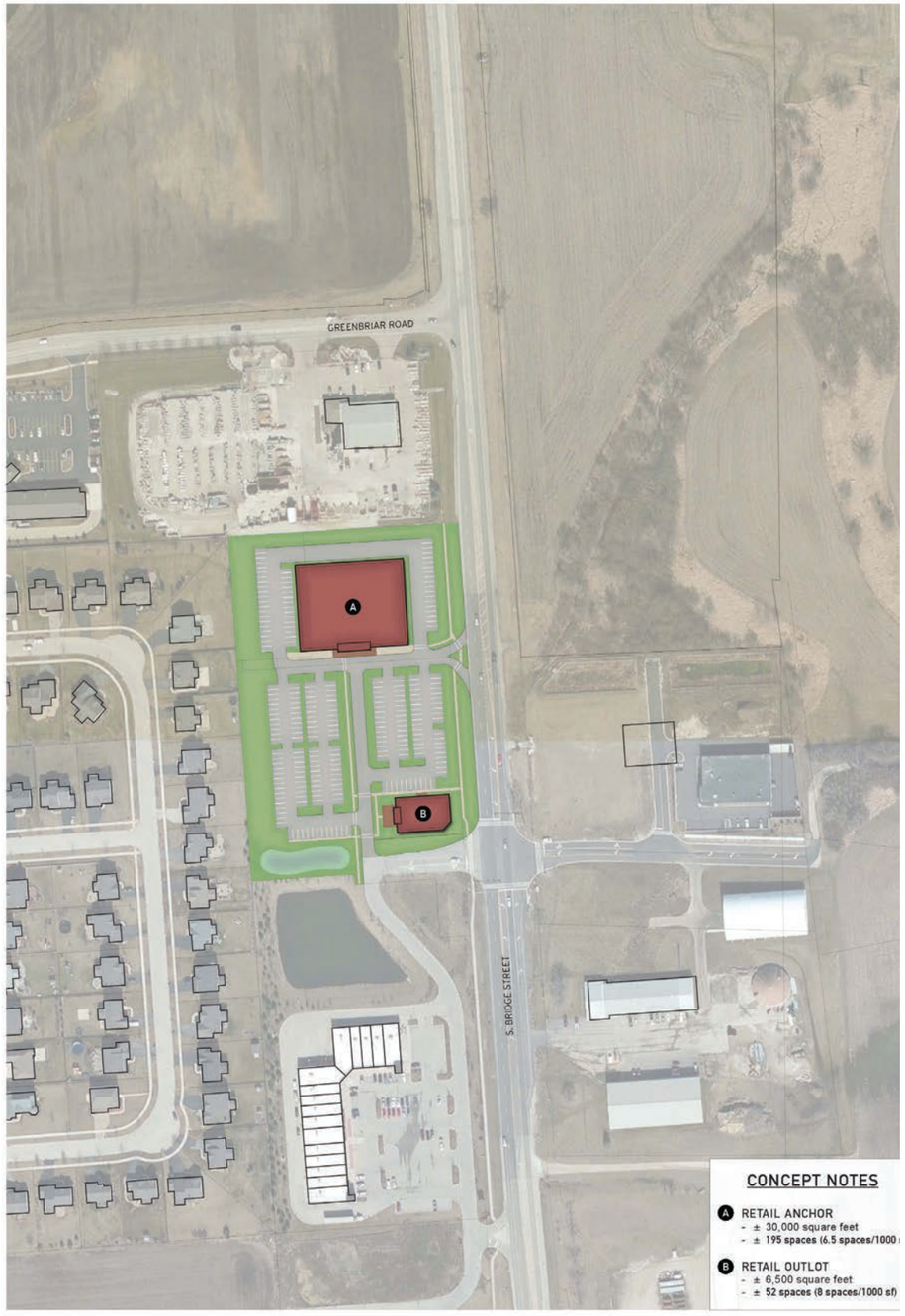



*Available Parcels for Grocery Store Development, Illinois Route 47 South of the Fox River*




*Site A: Prototype Grocery Store Development Concept, with grocery facing south and outparcels.*

*Site C, Alternative Grocery Store Development Concept, with store facing south on southern portion of the site.*




*Site C, Alternative Grocery Store Development Concept, with store facing Illinois Route 47 on smaller portion of the site.*






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## STRATEGY E: FACILITATE DEVELOPMENT OF THE PARKWAY SITE

South of Countryside Parkway and east of Illinois Route 47 and the Hampton Inn is the Parkways site, which includes more than 22 acres of developable land. Given the current slack in demand for commercial real estate, it unlikely that this site will develop entirely in one phase and will take several years beyond the time horizon of this Comprehensive Plan to fully build out. The site does offer an opportunity to take advantage of the Hampton Inn's location to create a unique commercial development that incorporates the hotel framing one side of a central green space; other one-story commercial developments could frame the green spaces other edges to the east, west and south along Countryside Parkway. The green space would be a significant feature for the development, perhaps serving as a gathering space for farmers markets or outdoor concerts; placemaking features such as fountains, gateway elements, trees and landscaping could be designed and installed as part of the green space. Mixed-use developments around the green space may also be possible long-term, although the upper-stories could be used as offices rather than as residential spaces. Other larger-scale commercial development could take place further south and east along the site with accessibility from Countryside Parkway and the development's internal street network.

### IMPLEMENTATION ACTIONS

The City of Yorkville could assist the property owner/ developer in marketing the site for future commercial development; a new site plan that incorporates the green space would also need to be prepared.




*Entertainment Retail in Rosemont, Illinois*




*Raging Waves Water Park Support Retail*

*Parkway Development Retail-Commercial Concept Plan, with outdoor recreational facilities.*



## STRATEGY F: ENCOURAGE NEIGHBORHOOD-ORIENTED COMMERCIAL DEVELOPMENT NEAR THE RAGING WAVES WATER PARK

The Raging Waves Water Park, which opened in 2008, is Illinois' largest outdoor waterpark and is situated on 45 acres along Illinois Route 47 near Galena Road. Nearly 3,000 people visit the water park daily during the summer months. Given the relative proximity of the park and nearby residential subdivisions, small-scale neighborhood retail developments would be suitable on land north of the park with a character zone green space buffer fronting the developments along Illinois Route 47. Such development would provide commercial services oriented to the visitors of the Water Park and residents of developing neighborhoods to the north, east and west. This site could perhaps incorporate six separate development parcels at four acres each, or be developed as one neighborhood retail center of 24 acres; the development would front the building close to the character buffer than to the rear of the lot. To the rear of the development along Galena Road, a 28-acre park or combination indoor-outdoor recreational facility that connects to the Water Park to the south would be constructed; the facility could be owned and managed by the private sector or by the Parks and Recreation Department.

### IMPLEMENTATION ACTIONS

The City of Yorkville could assist the property owner/developer in marketing the site for future commercial development; a site plan would also need to be prepared and reviewed. The park and recreation facility could be developed by the private sector or through the Yorkville Parks and Recreation Department. Funding for construction and management of the park space and facility would have to be secured by the private sector or by the City.

## STRATEGY G: PLAN FOR THE METRA STATION TRANSIT-ORIENTED DEVELOPMENT DISTRICT

Feasibility of extending commuter rail service from Aurora to Yorkville is currently being undertaken by Metra. Although conclusions of the study will not be released before the completion of this Comprehensive Plan, a potential site for the rail station has been identified, representing an opportunity to plan for a transit-oriented development district for the area. A transit-oriented development district is a commercial-residential neighborhood that is designed to maximize access to public transit, often integrating features that encourage transit ridership, such as nearby commercial services and high quality urban design and pedestrian amenities that encourage walking to the train station.

While it is still unknown where the train station will be sited exactly along the BNSF rail line, the TOD zone will most likely occur near Beecher Road. Ideally, the TOD neighborhood would be designed according to neo-traditional design principles with gridded streets so that land parcels could be developed more efficiently near the station. Adjacent to the station area would be neighborhood-serving commercial uses along with higher density residential, such as townhomes or apartments; on other blocks away from the station, single family residential on smaller lots would be the preferred land use. Greenways and parks would also be incorporated as part of the TOD neighborhood. To south of the BNSF rail line would be future phases of the Whispering Meadows residential subdivision.




*Metra Station Transit-Oriented Development Site*

### IMPLEMENTATION ACTIONS

If the commuter rail station proves feasible by Metra, the City should adopt a TOD overlay zone that would govern the future land use intensities and development design of the district, perhaps through a form-based code approach. A master development plan would also have to be prepared along with the overlay zone; future development would most likely be undertaken by a master developer or several developers responsible for different phases of the neighborhood's residential and commercial areas.



*Metra Station in Highland Park, Illinois*



*The Glen Metra Station in Glenview, Illinois*



*Prairie Crossing Metra Station in Grayslake, Illinois*



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# INDUSTRIAL AREAS

Yorkville's principal industrial areas include the Yorkville Business Center and Fox Industrial Park along opposite ends of Illinois Route 47, the Wrigley manufacturing complex, and the Lincoln-Prairie industrial areas along Eldamain Road. Apart from the Wrigley complex, the other industrial areas retain developable land for future industrial and manufacturing use and should be the focus of future industrial development in Yorkville. No other new industrial land is proposed in this Comprehensive Plan. Some light-industrial uses exist in the Downtown district and could remain until market demand supports future commercial and mixed-use redevelopment activity (See Table 5.2 below).

Of the five industrial areas with developable land, only the Yorkville Business Center at Illinois 47 northwest of the Wrigley complex, and Fox Industrial Center near Illinois Routes 47 and 71, have parcels ready for immediate development. Approximately 27 acres are available in these areas. The three remaining areas are not subdivided into parcels; one area represents a potential 60-acre expansion of the Fox Industrial Park from its current boundary at Wolf Street south to Illinois Route 71. These industrial areas are long-term development prospects given the slack in demand for industrial and manufacturing land in Yorkville. Completing full build-out of industrial areas will occur over time and that a near-term focus for completing existing industrial developments should be a priority.

To accomplish the future development of Yorkville's industrial areas, the community will focus on pursuing several planning objectives, including

- Removing barriers to industrial area investment and facilitating development through the use of incentives and regulatory relief.
- Concentrating industrial attraction efforts in near-term industrial areas, such as the Yorkville Business Center and the Fox Industrial Park.
- Facilitating redevelopment of Industrial areas to accommodate industrial uses of different sizes and to achieve more modern office park settings.
- Encouraging best practices in industrial building/park design, stormwater management, landscape buffering and placemaking.
- Ensure future industrial developments are located near adequate transportation and infrastructure networks.

## GOAL

***Attract new industries in existing industrial areas and plan for new industrial development in both existing and new industrial parks.***

## POLICIES

- Encourage development on available sites in existing industrial areas.
- Explore options for expanding and redeveloping the Fox Industrial Park.
- Conduct additional planning for creation of an industrial park along Eldamain Road.
- Incorporate consistent urban design and placemaking elements as part of industrial developments in Yorkville.

**Table 5.2 - Industrial Development Areas**

| INDUSTRIAL AREA | AREA LEFT TO BUILD |
|---|---|
| **NEAR-TERM AREAS ( 1 - 15 YEARS)** | |
| *A. Yorkville Business Center* | 25 acres |
| *B. Fox Industrial Park* | 2 acres |
| **TOTAL NEAR-TERM** | **27 acres** |
| **LONG-RANGE AREAS ( 15 - 30 YEARS)** | |
| *C. Fox Industrial Park Expansion* | 60 acres |
| *D. Konick Property / Lincoln Prairie* | 100 acres |
| *E. Healy Asphalt / Lincoln Prairie* | 200 acres |
| **TOTAL LONG-RANGE** | **360 acres** |
| **TOTAL COMMERCIAL** | **387 acres** |

**Figure 5.3 - Industrial Development Areas**

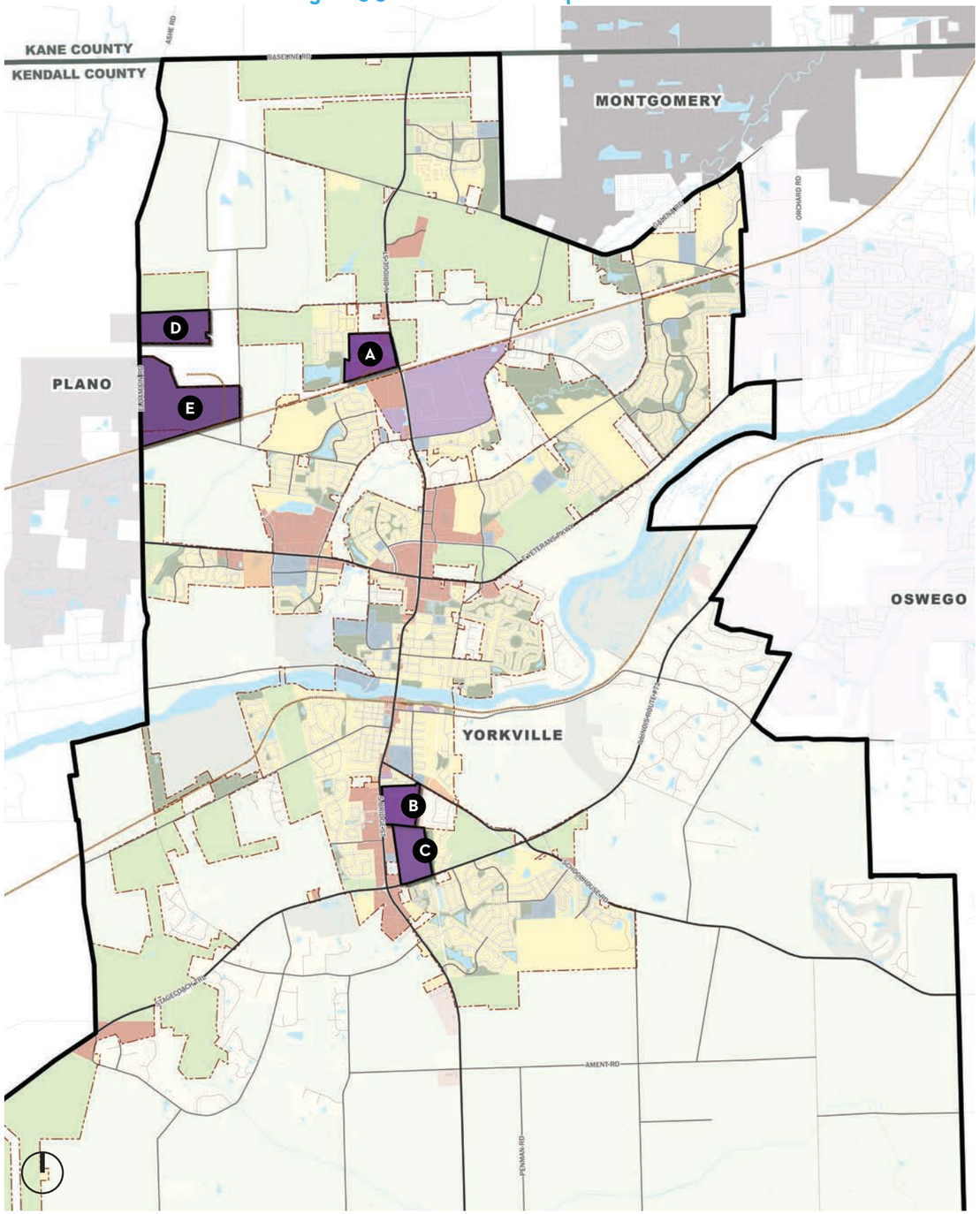



*Figure 5.3 - Industrial Development Areas*

## STRATEGY A: FACILITATE COMPLETION OF THE YORKVILLE BUSINESS CENTER INDUSTRIAL PARK

The Yorkville Business Center mainly contains a number of light-industrial uses with some ancillary commercial-offices; approximately 25 acres of land on different-sized parcels remain to be developed. The Center is designed with an attractive landscape setting that should serve to attract new businesses as the industrial market approves overall in the region. Building out the remaining parcels should be a high priority with light industrial and other appropriate manufacturing uses.

### IMPLEMENTATION ACTIONS

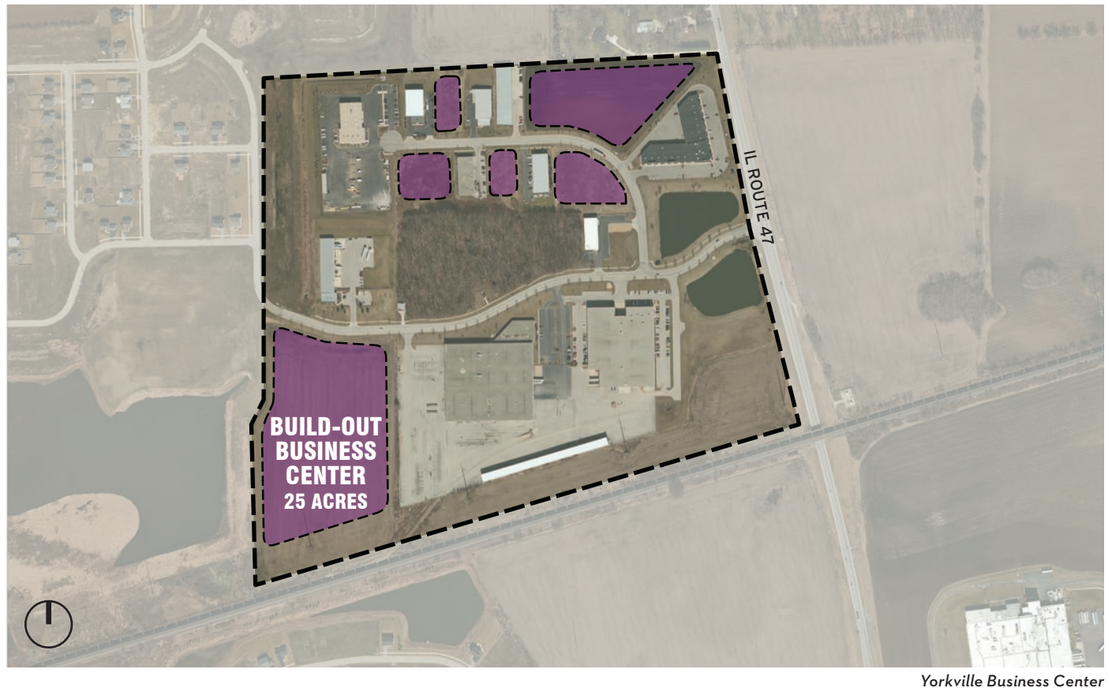
The City should work with the Park's owners and developers to build-out the remaining parcels, perhaps by implementing an incentive program that facilitates build-out and other enhancements to the park, including additional urban design and "placemaking" improvements such as gateway signage, landscaping and lighting treatments. Landscape buffering treatments should be encouraged for the industrial parcel adjacent to the residential subdivision on the west.



*Yorkville Business Center*



*Industrial Park Landscaping*




*Yorkville Business Center*

## STRATEGY B: FACILITATE COMPLETION OF THE FOX INDUSTRIAL PARK

The Fox Industrial Park is approximately 54 acres of industrially-zoned land located southeast of the intersection of Route 47 and East Schoolhouse Road. Businesses within the park include a mix of small industries and manufactures along with a number service-commercial outlets, such as a food pantry, contractor supply stores, and auto-body shops. Several of the single-tenant buildings were constructed in the 1970s. Two acres remain in the Park for development and should be a focus of development efforts going forward. Overall, the Park has an outdated, tired appearance and could use urban design enhancements such as consistent parkway landscaping, gateways, new signage, and, potentially, placemaking elements such as public art at certain locations within the park.

### IMPLEMENTATION ACTIONS

The City should work with the Park's owners and developers to build-out the remaining parcels, perhaps by implementing an incentive program that facilitates build-out. Additional urban design and "placemaking" could be implemented through an urban design plan that identifies appropriate gateway signage, landscaping and lighting treatments.



*Industrial Park Landscaping*




*Fox Industrial Park*



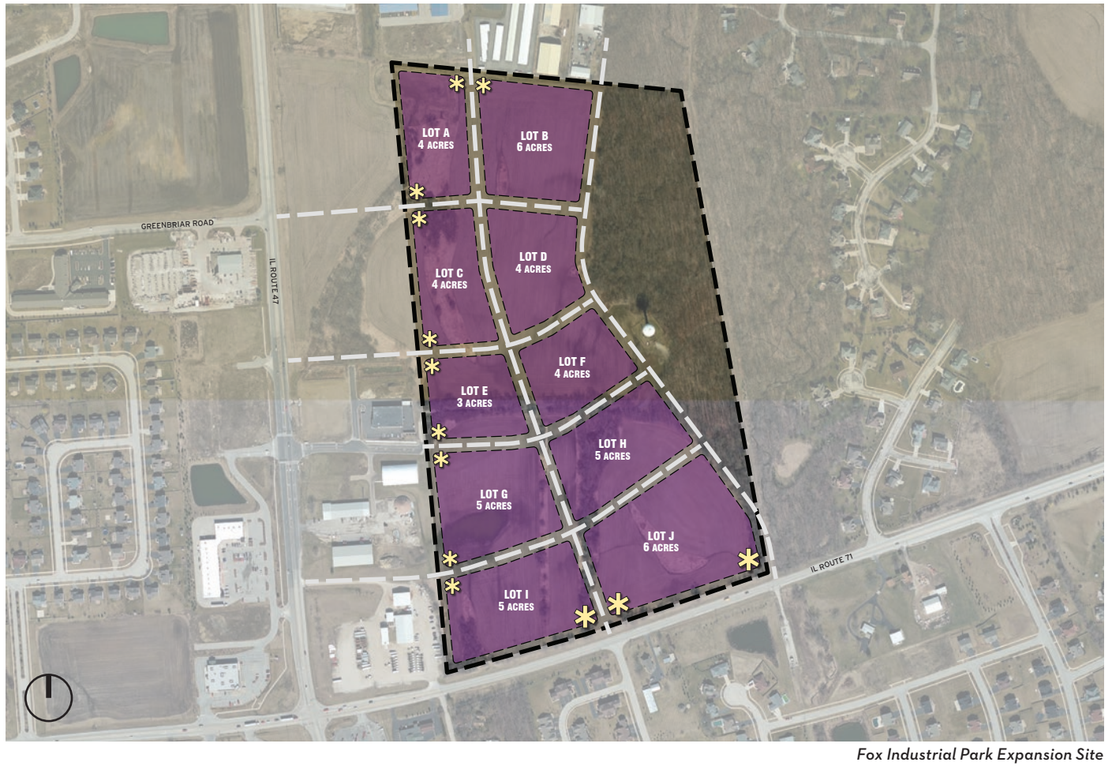
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## STRATEGY C: REDEVELOP AND EXPAND THE FOX INDUSTRIAL PARK

Expanding the Fox Industrial Park south to Illinois Route 47 could provide additional opportunities to attract smaller-scaled light industrial, warehousing and office uses to an area of Yorkville that is served by two state routes. Yorkville's relative distant location from interstate roadway access may be a limiting factor in recruiting larger-scale industrial and warehousing uses. The expansion could potentially yield ten land parcels in sizes ranging from three to six acres serviced by an internal road network that links the expansion to Illinois Routes 47 and 71 and the existing industrial park area to the north. The expansion area should be designed in an industrial park setting similar to that of the Yorkville Business Center with generous green space, attractive lighting, and other landscape and placemaking features, such as industrial park gateways and signage. An existing tree grove and other environmental features on the eastern edge of the property should be maintained as part of the development serving as a buffer to land uses to the east of the site. Expanding the Fox Industrial Park should serve as motivation to exploring redevelopment options in the existing Industrial park in order to create more sizable lots for larger industrial users and to integrate the physical design elements and features of the Park's expansion area. Perhaps, the Park's expansion should be planned as part of a larger redevelopment effort for the entire Park. Strategy C is a long-term industrial development opportunity.

### IMPLEMENTATION ACTIONS

The City could work with an industrial park developer to assemble properties and prepare a development plan. A redevelopment plan could also be prepared that incorporates existing industrial park land.




*Fox Industrial Park Expansion Site*




**CONCEPT NOTES**

- **A** INDUSTRIAL USE
  - Building 1: ± 20,000 SF
  - Building 2: ± 8,000 SF
  - 72 Parking Spaces
- **B** INDUSTRIAL USE
  - Building 1: ± 20,000 SF
  - Building 2: ± 25,000 SF
  - 134 Parking Spaces
- **C** INDUSTRIAL USE
  - Building 1: ± 17,500 SF
  - Building 2: ± 18,000 SF
  - 97 Parking Spaces
- **D** INDUSTRIAL USE
  - Building 1: ± 13,000 SF
  - Building 2: ± 12,000 SF
  - 88 Parking Spaces
- **E** INDUSTRIAL USE
  - ± 20,000 square feet
  - 100 Parking Spaces
- **F** INDUSTRIAL USE
  - Building 1: ± 18,000 SF
  - Building 2: ± 6,000 SF
  - 73 Parking Spaces
- **G** INDUSTRIAL USE
  - ± 24,500 square feet
  - 60 Parking Spaces
- **H** RETENTION AREA
- **I** INDUSTRIAL USE
  - Building 1: ± 15,000 SF
  - Building 2: ± 6,000 SF
  - 65 Parking Spaces
- **J** INDUSTRIAL USE
  - Building 1: ± 45,000 SF
  - 155 Parking Spaces
- **K** INDUSTRIAL USE
  - Building 1: ± 25,000 SF
  - Building 2: ± 28,000 SF
  - 152 Parking Spaces
- **L** GATEWAY MONUMENTS/ LANDMARKS

*Fox Industrial Park Expansion Site Concept Plan*

## STRATEGY D: DEVELOP THE LINCOLN PRAIRIE INDUSTRIAL PROPERTIES

Much of the land along Eldamain Road north of Veterans Parkway is currently zoned industrial, although agricultural is the existing land use. The only exception to agriculture is the ComEd transfer station. Past plans for this area have included a 32-acre industrial park and a 234- acre commercial and residential development, both located across Eldamain Road from the Menards distribution center in neighboring Plano. These locations appear to be appropriate for industrial development, although, such development may be long-term opportunities. Future Industrial development should occur as a planned industrial subdivision, similar to the Yorkville Business Center, with landscaped parkways, gateways and other placemaking features. This area could potentially yield eight development parcels ranging in size from 10 to 60 acres, which could accommodate larger-scaled industrial users. Landscaped buffers toward the front of the property along Eldamain, Beecher and Corneils Roads would serve as character design elements reflecting the area's semi-rural setting, as well as buffers to adjacent land uses. Planned residential uses in this area should be carefully considered given that potential conflicts could exist between residential and industrial uses. Ideally, Eldamain Road north of these sites should be improved to accommodate long-term industrial development.

### IMPLEMENTATION ACTIONS

The City could work with an industrial park developer to assemble properties and prepare a development plan for the site.




*Konick Property / Healy Asphalt / Lincoln Prairie Sites*



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# Section 6: Yorkville Neighborhoods



*"The tiered strategy for facilitating and managing housing development within Yorkville presents opportunities to shape Yorkville's housing market and future residential design in areas that have yet to be developed or in existing subdivisions that are not currently platted nor entitled. "*

# Goals and Policies for Yorkville Neighborhoods

| Goals | Policies for Decisions Makers |
|---|---|
| ***Yorkville's traditional neighborhoods have retained and enhanced their character and livability.*** | • Support the maintenance and rehabilitation of Yorkville's traditional residential building stock.<br>• Undertake capital improvements in neighborhood streets, sidewalks and other infrastructure.<br>• Enhance connections to the Fox River waterfront.<br>• Explore potential for landmarks and historic districts to brand Yorkville's historic residential center. |
| ***Facilitate completion of Yorkville's initiated subdivision developments in the Tiers 1 and 2 residential neighborhoods.*** | • Maintain an active inventory of shovel-ready lots with available infrastructure in the Tiers 1 and 2 subdivisions.<br>• Consider the creation of new and incentives to spur residential development activity in Tier 1 and 2 subdivisions.<br>• Recruit developers and contractors as necessary to complete active subdivisions. |
| ***Encourage alternative housing strategies in residential areas that are unlikely to be built out over the next decade and the time horizon of this Comprehensive Plan*** | • Consider the re-platting of entitled subdivisions in Tier 3 and 4 subdivisions with alternative subdivision design and housing products that meet local housing needs.<br>• Facilitate the re-zoning of certain Tier 3 and 4 subdivisions to different land uses, including agricultural.<br>• Support the addition of different housing products, including duplexes, townhomes, apartments, senior housing and conservation subdivisions. |
| ***Improve subdivision and residential design.*** | • Update existing subdivision code with enhanced design standards.<br>• Adopt conservation and neo-traditional subdivision codes as needed and appropriate.<br>• Implement neighborhood urban design and placemaking enhancements. |



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# SECTION 6 - YORKVILLE NEIGHBORHOODS

**Yorkville's older, traditional neighborhoods adjacent to the Fox River and the more recent subdivision developments comprise the community's residential areas. The traditional neighborhoods, largely built-out and with the advantage of being close to Downtown Yorkville, will be the focus of neighborhood conservation and enhancement, while the planning strategies for outlying residential subdivision developments will center on completing subdivisions that are development ready and re-positioning others for different land uses.**

## TRADITIONAL NEIGHBORHOODS

Yorkville's traditional neighborhood areas are generally located around Downtown Yorkville both north and south of the Fox River (See Figure 6.1 on far right). These areas are defined by older homes that date from the mid-19th century to the 1950s, with a mix of Queen Anne, Bungalow, Colonial and Ranch house types. The overall planning emphasis for Traditional Neighborhoods is conservation of the existing housing stock; street, parkway and infrastructure improvements; and, compatible residential infill consistent with the overall character and scale of adjacent homes and blocks.

To accomplish this, the Yorkville community will focus on implementing several planning objectives, including

- Encourage conservation and preservation of the existing housing stock through property maintenance and rehabilitation efforts.
- Undertake improvements to neighborhood infrastructure, including parkways, streets, alleys, and lighting to improve infrastructure conditions, walkability and the neighborhood's sense of place.
- Ensure connectivity between traditional neighborhoods and adjacent residential and commercial areas.
- Encourage appropriate, well-scaled infill housing in existing neighborhoods on vacant lots.

### GOAL

***Yorkville's traditional neighborhoods have retained and enhanced their character and livability.***

### POLICIES

- **Support the maintenance and rehabilitation of Yorkville's traditional residential building stock.**
- **Undertake capital improvements in neighborhood streets, sidewalks and other infrastructure.**
- **Enhance connections to the Fox River waterfront.**
- **Explore potential for landmarks and historic districts to brand Yorkville's historic residential center.**

### STRATEGY A: CONDUCT ONGOING NEIGHBORHOOD CAPITAL IMPROVEMENTS

A capital improvement program for Yorkville's traditional neighborhoods should be created prioritizing important infrastructure projects such as the repair and rebuilding of streets and sidewalks where needed. Parkway, neighborhood "greening" treatments such as rain gardens and landscape enhancements, and placemaking projects, including gateway, signage and public art could potentially be funded through a specific neighborhood capital improvement program.

#### IMPLEMENTATION ACTIONS

The City could dedicate portions of its capital improvement monies on enhancements to the traditional neighborhood areas, as well as seek funding through grants and special assessments.

### STRATEGY B. PREPARE A NEIGHBORHOOD DESIGN MANUAL

A design manual can be prepared by the City to provide guidelines and best practices to exterior housing rehabilitation, addressing topics such as siding repair and removal, painting, porch repair and replacement, new additions, landscaping, garages and driveways, and energy efficiency. Photos, images and graphics could help illustrate and describe rehabilitation methods and standards. The purpose is to encourage the conservation and preservation of the housing stock in the traditional neighborhood areas, as well as guide new housing construction that is in scale and character with adjacent housing. The manual would be a separate document from the existing Design Guidelines, which addresses design issues primarily in Yorkville's developing areas, the manual could be used in design review of new construction in traditional neighborhood areas, or in tandem for any property rehabilitation incentive program that might be developed in the future.

### STRATEGY C: EXPLORE NATIONAL REGISTER DESIGNATIONS FOR THE TRADITIONAL NEIGHBORHOOD

A National Register Historic District designation should be explored for the traditional neighborhoods surrounding Downtown Yorkville as a way to brand

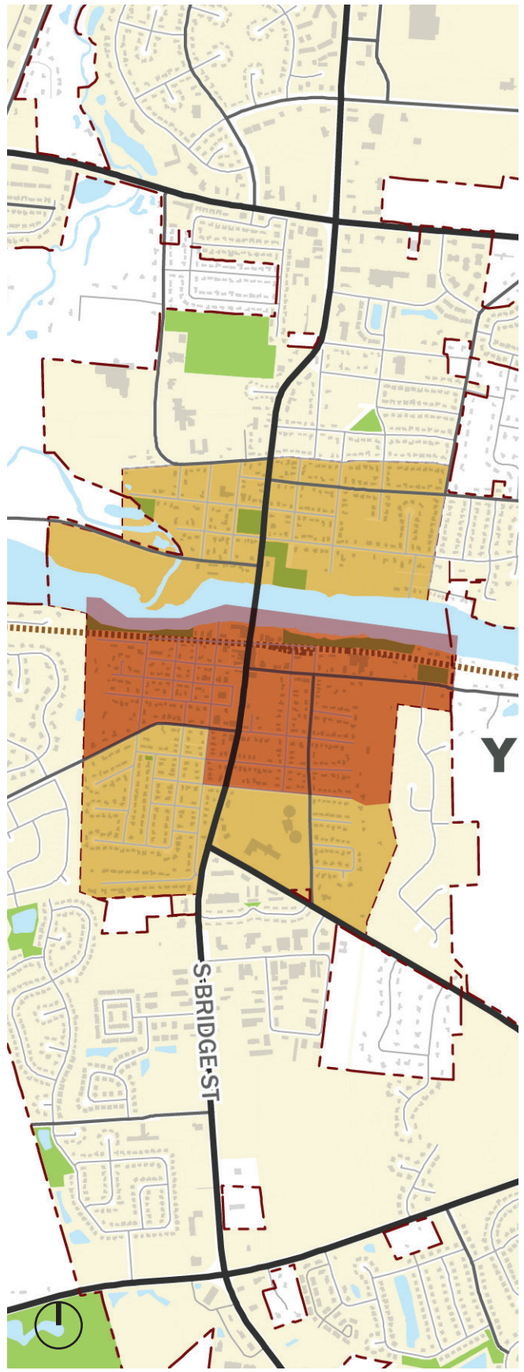



*Figure 6.1 - Traditional Center*

and build the image of the neighborhood as a distinct area of the community. National Register Districts are honorary and do not restrict the homeowner from use of the property; however, a district designation does allow homeowners to access the Illinois Historic Property Tax Freeze Program, which freezes a homeowner's property tax assessment at pre-rehabilitation levels for eight years if they undertake a substantial rehabilitation of their historic property. Individual properties may also be eligible for National Register listing, which could also take advantage of federal Historic Preservation Tax Credits if a National Register listed house is used for a bed and breakfast operation. Given the traditional neighborhood's proximity to Downtown and the Fox River, a bed and breakfast could be feasible for an appropriate historic house.

### IMPLEMENTATION ACTIONS

A consultation with the Illinois Historic Preservation Agency regarding the necessary procedures for determining whether there is a potential National Register district is needed; most likely, a survey may need to be conducted to assess the integrity of properties and the number of homes and buildings that could contribute to a district.



*Yorkville Traditional Neighborhoods*

# RESIDENTIAL SUBDIVISIONS

The existing state of partially completed and latent housing developments and subdivisions outside Yorkville's traditional neighborhoods requires a new planning approach —an approach that recognizes that the current supply of more than 5,000 entitled housing units will most likely not be built within the time horizon of this Comprehensive Plan. Therefore, the approach would recommend policies and initiatives that promote the completion of developing subdivisions while considering alternative solutions for subdivisions that have not been platted or entitled. Alternative solutions would provide a unique opportunity for Yorkville to encourage the construction of new housing products that would capture potential housing demand, and consider different methods for subdivision design that would enhance the community's visual character, as well as protect important scenic and environmental assets in Yorkville's developing areas. The approach would essentially divide residential subdivisions according to four separate tiers that would guide housing development policy in both the short and long-terms.

To accomplish this, the Yorkville community will focus on implementing several planning objectives, including

- Targeting the use development incentives and regulatory relief to facilitate the completion of Tier 1 and Tier 2 subdivisions.
- Explore the potential of re-platting and redesigning subdivisions that have been entitled but not platted.
- Ensure high quality subdivision design.
- Consider retaining open space and agricultural land if the subdivision has not been entitled or platted.
- Promote the sustainable development of residential subdivisions consistent with the provision of adequate infrastructure systems, including streets, sewer and water.

### GOAL

***Facilitate completion of Yorkville's initiated subdivision developments in the Tiers 1 and 2 residential neighborhoods.***

### POLICIES

- Maintain an active inventory of shovel-ready lots with available infrastructure in the Tiers 1 and 2 subdivisions.
- Consider the creation of new and incentives to spur residential development activity in Tier 1 and 2 subdivisions.
- Recruit developers and contractors as necessary to complete active subdivisions.

## TIER 1 RESIDENTIAL AREAS

Tier 1 residential development areas are those with completed infrastructure systems, including streets, water and sewer service, with homes currently being built; in other words, these subdivisions are considered active. These areas include 1,231 parcels left to be built, compromising seven residential subdivisions throughout Yorkville. These subdivisions include Autumn Creek, Blackberry Woods, Country Hills, Heartland Circle, Windett Ridge, Briarwood, and Prairie Meadows. At post-2008 recession construction levels and a projected absorption rate of about 100 units a year, the remaining parcels represent a land supply of more than 12 years; these subdivisions could realistically be built-out at the end of the time horizon of this Comprehensive Plan (See Table 6.1 below and Figure 6.2 on opposite page). The residential construction product is primarily detached single-family residential. The City should consider Tier 1 subdivisions priority residential areas and should work with developers and builders to expedite their completion through the extension or enhancement of an incentive program or the completion of needed infrastructure. Tier 1 subdivisions could also benefit from other urban design and placemaking enhancements, such as gateways and signage that could help integrate and promote these areas as part of the Yorkville community.

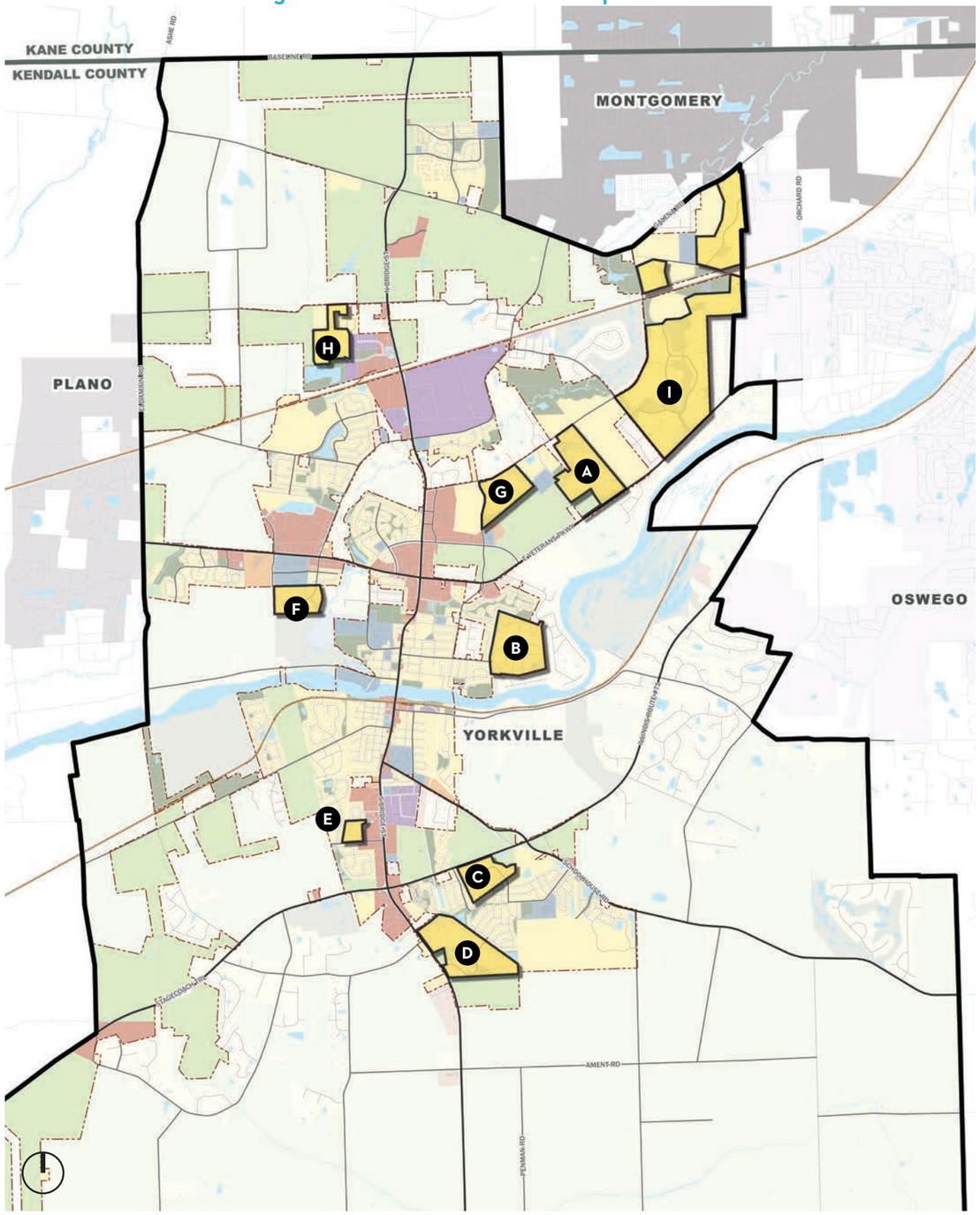
**Table 6.1 - Tier 1 Residential Development Areas**

| RESIDENTIAL AREA | UNITS LEFT TO BUILD |
|---|---|
| *A. Autumn Creek* | 33 units |
| *B. Heartland Circle* | 33 units |
| *C. Country Hills* | 36 units |
| *D. Windett Ridge* | 122 units |
| *E. Briarwood* | 21 units |
| *F. Blackberry Woods* | 42 units |
| *G. Prairie Meadows* | 48 units |
| *H. Caledonia (Phase 1 and 2)* | 96 units |
| *I. Grande Reserve (single family)* | 690 units |
| *I. Grande Reserve (duplex units)* | 36 units |
| *I. Grande Reserve (townhomes)* | 74 units |
| TOTAL TIER 1 RESIDENTIAL | 1,231 units |



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**Figure 6.2 - Tier 1 Residential Development Areas**




## TIER 2 RESIDENTIAL AREAS

Tier 2 residential developments are areas with mostly completed roadway and utility infrastructure, but are considered dormant or latent with no active housing unit construction. Currently, there are 11 Tier 2 residential areas located in the Raintree Village, and Whispering Meadows subdivisions, mainly representing different phases of each subdivision's development. The primary residential development products are a mix of detached single family, duplex units, and townhomes. The supply of available entitled land is 681 parcels that shovel-ready for development; however, the expected build-out of these areas is 15 years. Given that infrastructure is already installed and the units entitled, Tire 2 residential areas should receive priority in facilitating their completion, perhaps, in similar vein with Tier 1 subdivisions, by offering incentives for housing construction through an incentive program. However, to encourage the completion of Tier 1 subdivisions first, incentives offered for Tier 2 subdivisions may be in lesser amounts or in different forms, perhaps in addressing any remaining infrastructure issues related to roads, sidewalks, utilities, or stormwater management. Some Tier 2 subdivisions have yet to receive final roadway improvements, such as a top-coat layer to the street surface. Tier 2 subdivisions could also benefit from other urban design and placemaking enhancements, such as gateways and signage that could help integrate and promote these areas as part of the Yorkville community (See Table 6.2 below and Figure 6.3 on following page.

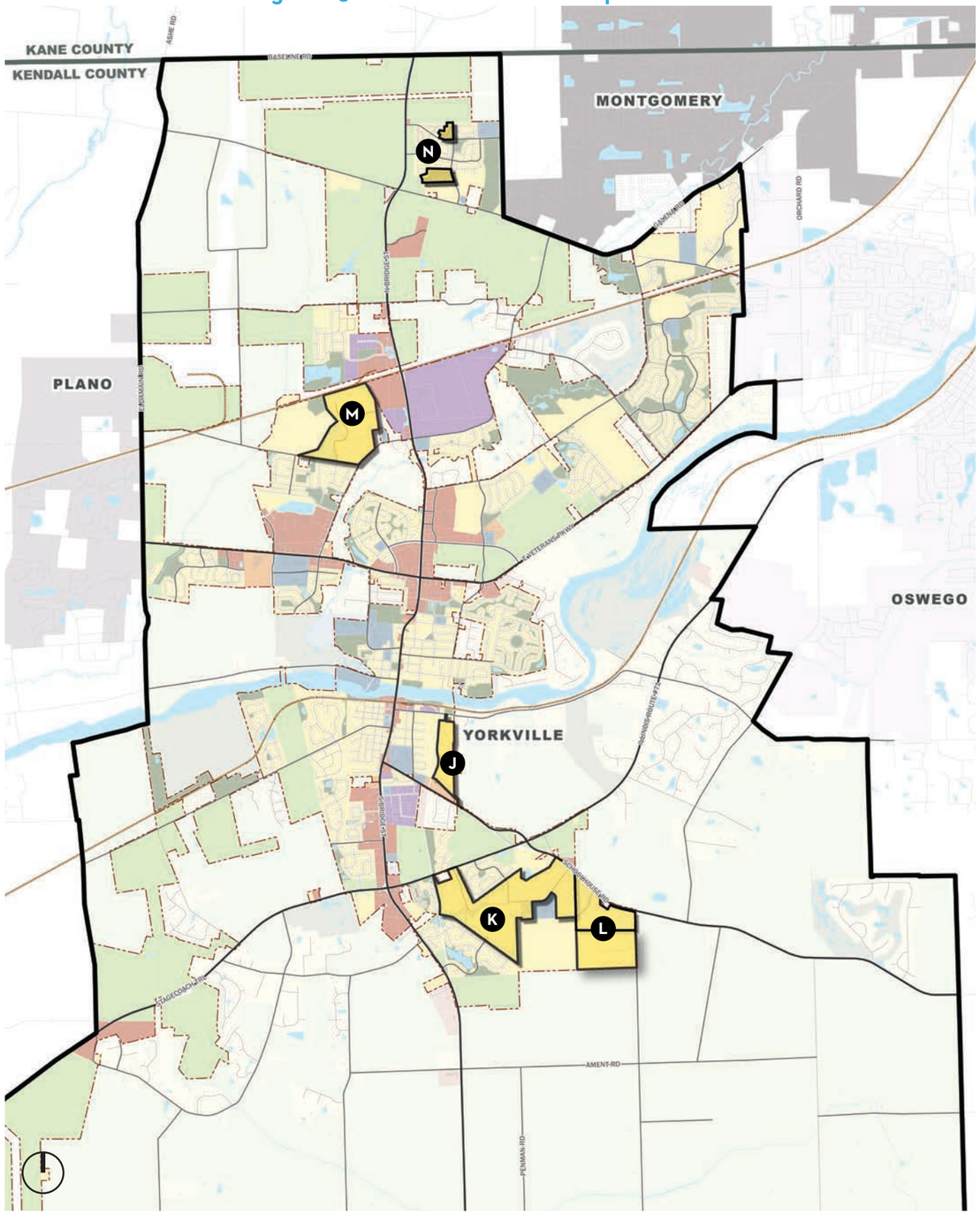
**Table 6.2 - Tier 2 Residential Development Areas**

| RESIDENTIAL AREA | UNITS LEFT TO BUILD |
|---|---|
| *J. Kendallwood Estates* | 83 units |
| *K. Raintree Village (single-family)* | 196 units |
| *K. Raintree Village (duplex-units)* | 59 units |
| *K. Raintree Village (townhomes)* | 108 units |
| *L. Whispering Meadows* | 71 units |
| *M. Prestwick of Yorkville (Unit 1)* | 104 units |
| *N. Bristol Bay (townhomes)* | 60 units |
| **TOTAL TIER 2 RESIDENTIAL** | **681 units** |



*Residential Housing at the Bristol Bay Subdivision*

**Figure 6.3 - Tier 2 Residential Development Areas**




## GOAL

***Encourage alternative housing strategies in residential areas that are unlikely to be built out over the next decade and the time horizon of this Comprehensive Plan***

## POLICIES

- Consider the re-platting of entitled subdivisions in Tier 3 and 4 subdivisions with alternative subdivision design and housing products that meet local housing needs.
- Facilitate the re-zoning of certain Tier 3 and 4 subdivisions to different land uses, including agricultural.
- Support the addition of different housing products, including duplexes, townhomes, apartments, senior housing and conservation subdivisions.

## TIER 3 RESIDENTIAL AREAS

Tier 3 residential development areas are those consisting of undeveloped agricultural land that have been entitled, but not platted. No infrastructure systems have been installed in these areas. Currently, there are 15 developments in Tier 3 representing a total of 3,702 residential parcels left to be built, a land supply of more than 33 years that is unlikely to be built-out during the time horizon of this Comprehensive Plan. These residential areas are mainly located in the Grande Reserve, Westbury Village and Prestwick subdivisions, mainly representing different phases of each subdivision's development. Given the unlikelihood that these areas will develop in the near future and are not platted, consideration shall be given to allowing the relinquishment of the entitlements to keep the land as open space or agricultural uses, or allowing developers to file new plats that offer preferable, alternative subdivision design and different housing products that meet local housing needs (see Table 6.3 at right and Figure 6.4 on following page).

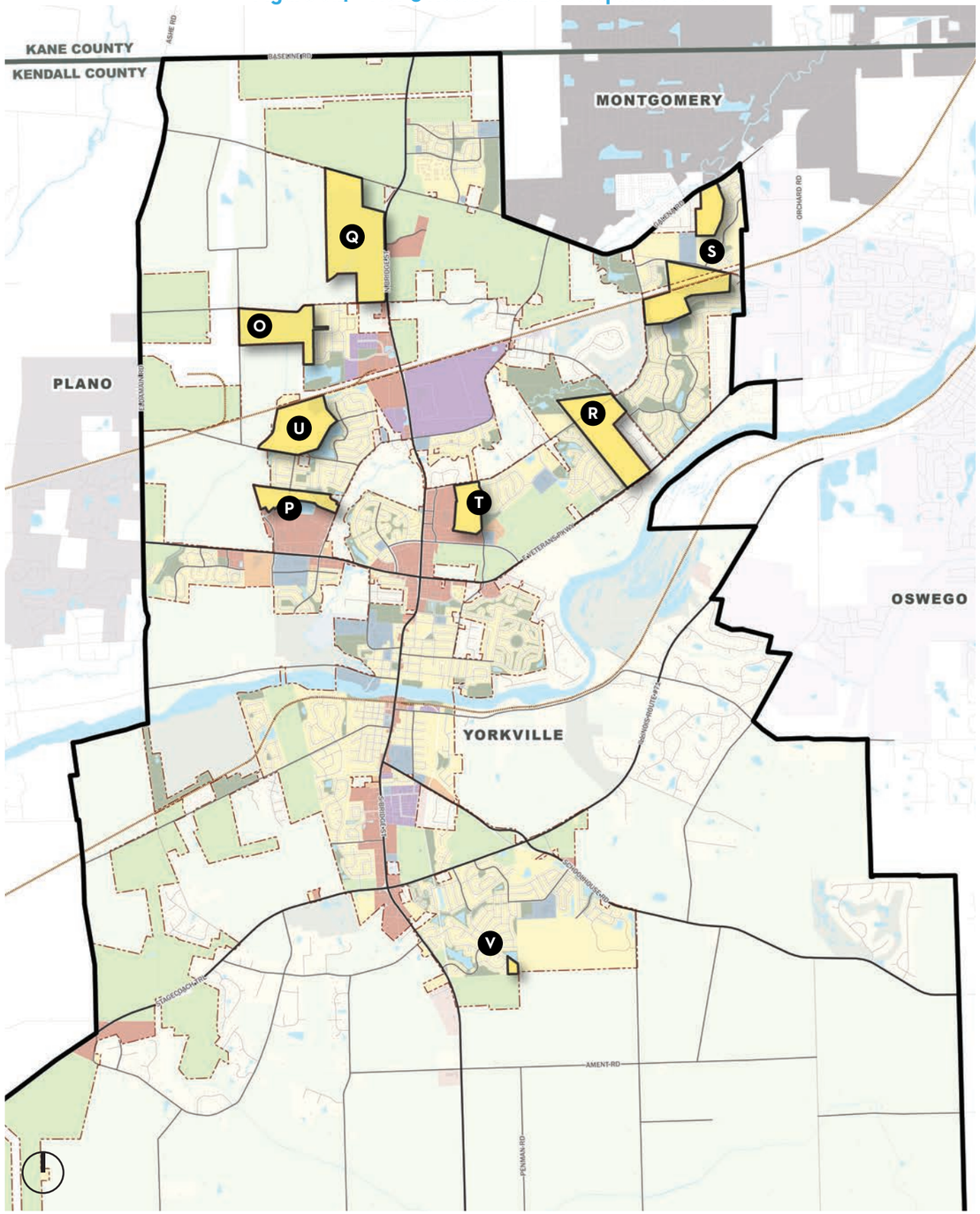
**Table 6.3 - Tier 3 Residential Development Areas**

| RESIDENTIAL AREA | UNITS LEFT TO BUILD |
|---|---|
| *O. Westbury South Village (single-family)* | 181 units |
| *O. Westbury South Village (townhomes)* | 294 units |
| *P. Kendall Marketplace (single-family)* | 28 units |
| *P. Kendall Marketplace (townhomes)* | 164 units |
| *Q. Westbury East Village (single-family)* | 293 units |
| *Q. Westbury East Village (townhomes)* | 605 units |
| *R. Heartland Meadows* | 47 units |
| *S. Grande Reserve (single-family)* | 371 units |
| *S. Grande Reserve (duplex-units)* | 332 units |
| *S. Grande Reserve (townhomes)* | 405 units |
| *S. Grande Reserve (apartments)* | 300 units |
| *T. Prairie Meadows (multi-family)* | 268 units |
| *U. Whispering Meadows* | 150 units |
| *V. Windett Ridge* | 16 units |
| **TOTAL TIER 3 RESIDENTIAL** | **3,454 units** |



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**Figure 6.4 - Tier 3 Residential Development Areas**




## TIER 4 RESIDENTIAL AREAS

Tier 4 residential areas are those consisting of undeveloped agricultural land that have not been entitled or platted; roads, utilities and sewer lines have also not been installed. Overall, these areas represent more than 1,300 acres of land that are unlikely to be developed during the time horizon of this Comprehensive Plan. Consideration shall be given to re-zoning these areas to agricultural use or open space. Alternatively, if market demand and developer interest improves for residential development, these areas would be more suitable for conservation-type subdivision design to ensure the protection of scenic views, open space, tree groves and other environmental features (see Table 6.4 at right and Figure 6.4 on page 118).




*Grande Reserve Subdivision*



*Remaining farmstead within Yorkville's City Limits*

**Table 6.4 - Tier 4 Residential Development Areas**

| RESIDENTIAL AREA | AREA LEFT TO BUILD |
|---|---|
| *1. Zangler Property* | 6 acres |
| *2. Yorkville Crossing* | 69 acres |
| *3. B&P Properties* | 14 acres |
| *4. Bailey Meadows* | 112 acres |
| *5. Corneils Crossing* | 15 acres |
| *6. Fisher Property* | 15 acres |
| *7. Schramm Property* | 110 acres |
| *8. Westhaven* | 506 acres |
| *9. Hudson Lakes* | 142 acres |
| *10. Townes at Windett Reserve* | 93 acres |
| *11. Windmill Farms* | 9 acres |
| *12. Kleinwachter* | 5 acres |
| *13. Rob Roy Falls* | 108 acres |
| *14 Tanglewood Trails* | 68 acres |
| *15 Metra Station TOD Site* | 100 acres |
| **TOTAL TIER 3 RESIDENTIAL** | **1,372 acres** |

**Figure 6.5 - Tier 4 Residential Development Areas**

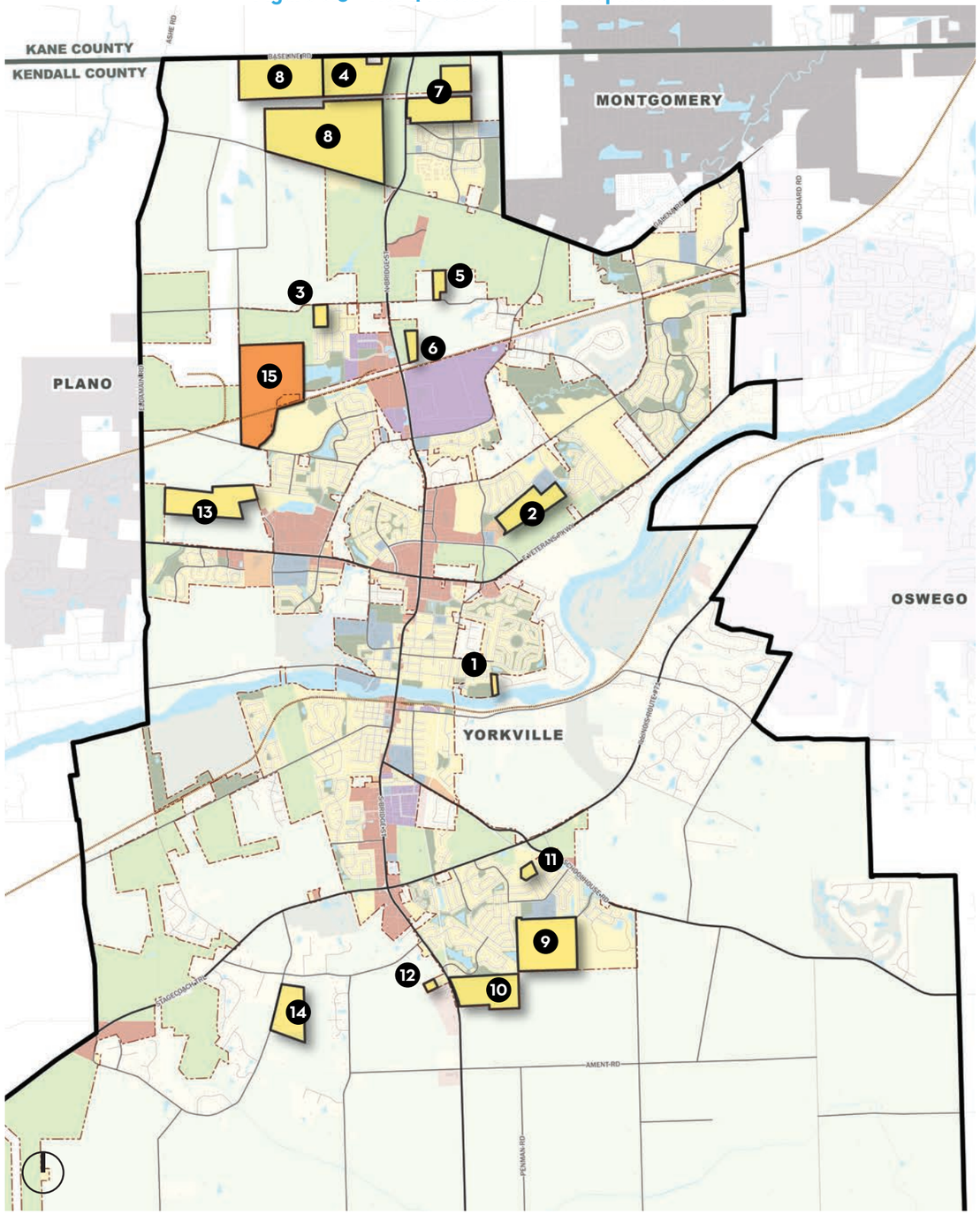



*Figure 6.5 - Tier 5 Residential Areas*

# RESIDENTIAL DESIGN

The tiered strategy for facilitating and managing housing development within Yorkville presents opportunities to shape Yorkville's housing market and future residential design in areas that have yet to be developed or in existing subdivisions that are not currently platted nor entitled. Alternative approaches to residential design should be considered for three principal reasons: one, there is a need to differentiate Yorkville's subdivisions from others in the immediate region, which can help promote a distinct product value in Yorkville housing from other communities; two, new housing products are needed to help meet different types of housing demand in Yorkville; and three, alternative subdivision design can add to Yorkville's green infrastructure and trail networks, also aiding in stormwater management and environmental protection. Just as important, new subdivision design can help in maintaining Yorkville's semi-rural setting, which is already an important feature that attracts people to live and work in the community.

There are five different types of neighborhood residential design approaches that can be employed in Yorkville for future subdivision development. Estate residential and conservation design, which both promote the integration of open space conservation in housing development, should be considered in areas around the developed perimeter of Yorkville – in areas to the north and south of Downtown Yorkville and the surrounding traditional neighborhoods where agricultural land predominates. These areas also contain subdivisions that are not platted nor entitled. Conventional and neo-traditional residential design are other subdivision types that incorporate gridded street patterns, a mix of uses and more variety in housing products; there is less emphasis on open space conservation in these areas, however. Each residential subdivision type is explained below

## GOAL

***Improve subdivision and residential design.***

### POLICIES

- **Update existing subdivision code with enhanced design standards.**
- **Adopt conservation and neo-traditional subdivision codes as needed and appropriate.**
- **Implement neighborhood urban design and placemaking enhancements.**

## LOCATION TYPOLOGY MAP

The Location Typology Map on the opposite side the page depicts areas where certain subdivision design types should be preferred over others. For the most part, most existing subdivisions (shown in yellow) are designed with conventional standards, although many have parks and open spaces as part of their developments. Other areas shown in tan could be developed either as estate residential neighborhood or as conservation subdivisions depending on what environmental features are present and worth preserving in a new development. Neo-traditional neighborhoods would appropriate in areas near Downtown or in the Metra Station TOD district (see Figure 6.6 on following page)..

## CONVENTIONAL SUBDIVISION DESIGN

The majority of recent subdivisions in Yorkville have been designed in more conventional subdivision design features, including longer blocks, curvilinear roads and detached single family housing as the dominate land use. While conventional subdivisions are somewhat more straightforward to design and construct, they often result in uniform housing products and a lack of open space and connectivity to other neighborhoods if these issues are not addressed through a planned-unit development process. While such subdivision design has served Yorkville well in the past, in terms of generating new housing development, they might not be suitable in areas where Yorkville's scenic, semi-rural environmental features may be more important to retain.



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## CONSERVATION SUBDIVISIONS

An alternative to the standard subdivision design are conservation subdivisions that conserve natural areas, open space, and historical and cultural resources while new development is designed and clustered in a way that does not impact those resources. Conservation subdivisions would be more suitable in Tier 3 and 4 areas where topography and vista views, tree groves, creeks and poorly drained areas should be protected from development. Undeveloped green space within such developments could be linked together to form greenways and parks, which would help add to Yorkville's open space inventory and green infrastructure network. Generally 40 to 60 percent of a development site is set aside in conservation areas; therefore, homes are built on smaller lots than in a conventional subdivision and are situated to provide the greatest view of the preserved open space. Pedestrian and bicycling routes are encouraged to promote connections between neighborhoods. Conservation subdivisions can also be designed to make the best possible use of existing infrastructure.

Placing residential development within a natural resource context means that land-use planning decisions will be made in accordance with a cohesive plan for a community's greenway and open space system. In addition, new developments are designed to reduce construction in aquifer recharging areas. Like planned unit developments, conservation subdivisions could be instituted as a "floating" zone that may be selected as an alternative design approach by a developer or builder.

## ESTATE RESIDENTIAL

Estate residential developments are typically defined by large lot single-family development that are often contained within developed estate subdivisions or along physical features such as ridges or creeks that take advantage of an area's environmental or scenic qualities. Estate residential lots generally accommodate one to two dwelling units per acre and, unlike conservation subdivisions, do not usually encourage the clustering of residential units. However, estate residential developments should consider open space and vista views in the siting of houses on individual lots and in the placement of streets. Tree groves and other environmental features should also

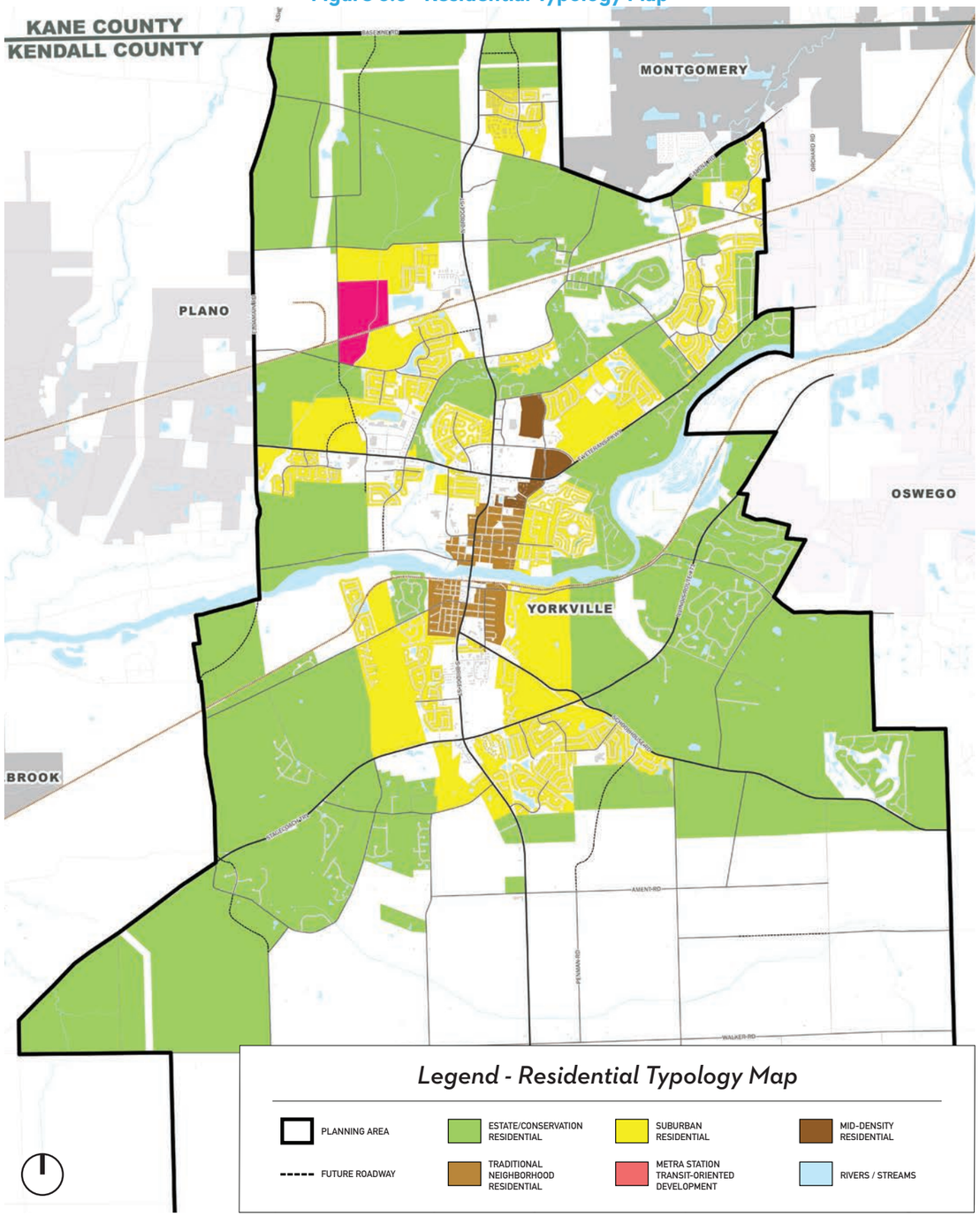


*Conservation Subdivision Design in Grayslake, Illinois*



*Estate Residential Design in Round Lake, Illinois*

**Figure 6.6 - Residential Typology Map**



be preserved as much as possible. Pedestrian and bicycling routes are also encouraged to promote connections between neighborhoods. Estate residential subdivisions would be appropriate for areas in the northern, southeast and southwest portions of Yorkville where undeveloped agricultural land, along with subdivisions that have not been platted or entitled, would be suitable for large lot residential development.

## NEO-TRADITIONAL NEIGHBORHOOD DESIGN

An alternative subdivision design alternative is the neo-traditional neighborhood design, which emulates traditional design principles inherent in older neighborhoods such as the neighborhood block surrounding the Downtown district. Such neighborhoods typically feature a mix of housing types, front porches, rear-loaded garages, gridded street patterns, sidewalks, and an integration of uses such as homes, shops, and open space. A neo-traditional subdivision design requirement could be instituted as a "floating" zone that may be selected as an alternative design approach by a developer or builder. Such subdivisions would be appropriate for the Metra Station TOD District and other areas near Yorkville's traditional neighborhoods adjacent to Downtown.





*Neo-Traditional Neighborhood Design in New Albany, Ohio*






*Prairie Crossing Metra Station TOD in Grayslake, IL*

## METRA STATION TOD DISTRICT

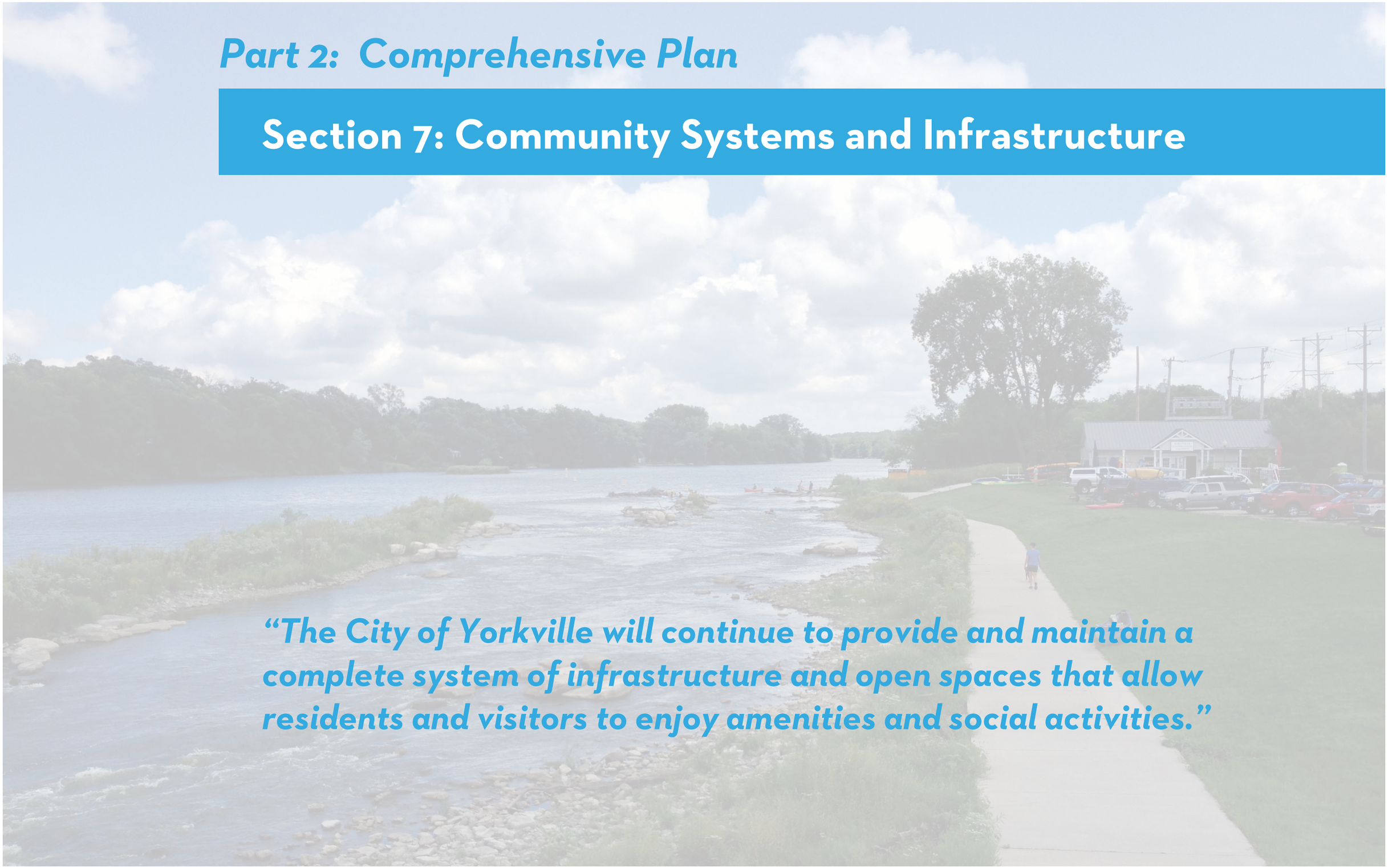
A proposed Metra Station TOD district is proposed as part of Yorkville's future land use pattern and has been discussed as part of the commercial land use strategy previously. In terms of its housing component, a hybrid between neo-traditional and conventional subdivision design may be appropriate, where a gridded street network could be planned near and around the station area to accommodate commercial and higher-density residential uses, and a more conventional street pattern for detached single family housing around longer street blocks to take advantage of any topographical or environmental features within the TOD district.



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*Part 2: Comprehensive Plan*

# Section 7: Community Systems and Infrastructure



***"The City of Yorkville will continue to provide and maintain a complete system of infrastructure and open spaces that allow residents and visitors to enjoy amenities and social activities."***

# Goals and Policies for Community Systems and Infrastructure

| Goals | Policies for Decisions Makers |
|---|---|
| ***Undertake strategic investments in the roadway network.*** | • Continue building the community roadway network through new development and other state and local planned projects.<br>• Monitor state and county-financed roadway projects for potential impacts on local land use. |
| ***Improve the transportation network through mobility enhancements.*** | • Update the trial plans to reflect near-term growth trends in residential development.<br>• Continue building the Yorkville trail system through a combination of both off and on-street paths.<br>• Enhance pedestrian crossings in key locations and continue installation of sidewalks in areas of need.<br>• Continue planning for a Metra Station TOD district. |
| ***Manage Downtown Yorkville's parking supply effectively and efficiently.*** | • Assess and analyze Downtown parking conditions.<br>• Implement Downtown parking management initiatives that make more effective use of the existing parking supply and considers new public parking areas. |
| ***Ensure City infrastructure systems are updated and modernized to meet current and future needs of Yorkville residents.*** | • Update the City water supply infrastructure plan.<br>• Coordinate sanitary system improvements with the Yorkville-Bristol Sanitary District<br>• Evaluate and plan for future sanitary line extensions in areas where future growth and development is expected. |
| ***Implement a growth management strategy.*** | • Pursue new and updated boundary agreements with neighboring communities.<br>• Coordinate with Kendall County on annexations of subdivisions within Yorkville's extraterritorial jurisdiction. |
| ***Maintain an enhanced and well-preserved parks and open space system.*** | • Update the Park and Recreation Department Master Plan.<br>• Promote a broad range of high quality parks and recreational facilities that meet the needs of Yorkville residents.<br>• Integrate new park and open space elements wherever feasible in subdivision development.<br>• Consider establishment of a Yorkville Park District. |



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# SECTION 7 - COMMUNITY SYSTEMS & INFRASTRUCTURE

**Infrastructure is a twofold definition. First, it represents multi modal transportation systems which includes automobile transit and roadway systems, public transportation systems, airports and air travel, railroad (freight and commuter) systems, and bicycle and pedestrian transit systems. Second, transportation systems can be local, regional, state-wide, or even national. The purpose of this section is to describe the status of the current and proposed transportation system and explain how it will impact future growth. Findings that will influence planning recommendations are included at the end of this section.**

## EXISTING CONDITIONS

### ROADWAY NETWORK

Yorkville's transportation system consists of a network of highways, local roads, sidewalks, freight rail lines, and trails. Yorkville is located approximately 12 miles south of Interstate 88 and 20 miles north of Interstate 80. The transportation network is owned and maintained by various agencies, including IDOT, Kendall County, and the City of Yorkville. The existing roadway and railroad network is shown in Figure 7.1. The Chicago Metropolitan Agency for Planning (CMAP) provided traffic forecast data for key roadways. Existing and forecast traffic volumes are shown below. All of these roads are under the jurisdiction of IDOT. Roads that are highlighted in yellow in the table refer to roadways that are planned for roadway widening between today and 2040 to increase capacity. All remaining roadways shown in the table are expected to remain at their current width of 2 or 4 lanes as shown.

With limited data, a planning level analysis of the major roads was conducted. Level of Service (LOS) is a measure of roadway performance that assigns a letter grade of A through F based on peak hour traffic volumes for a given roadway segment. It is a composite measure that takes into account average travel speed, average delay per roadway user, and the roadway's design capacity or maximum serviceable traffic volume. An acceptable LOS for roadway networks is between LOS A, which signifies free-flow travel without delay caused by other roadway users and LOS D, which signifies delays average travel speeds that are roughly half of posted speed or traffic volumes approaching design capacity.

In the absence of peak hour data, the peak hour can be estimated as a share of average daily traffic (ADT). For typical conditions, peak hour traffic can be estimated at 10 percent of ADT. Using this method, key roadways in Yorkville were reviewed to identify existing or proposed year 2040 capacity constraints. Two-lane roadways with more than 17,000 vehicles per day and four-lane roadways with more than 36,000 vehicles per day may pose capacity constraints. However, other factors, such as driveways and the number of turning movements, also may have positive or negative impacts on roadway capacity and would need to be studied in further detail. Two roadway segments for which capacity constraints may be an issue in 2040 are highlighted in red in Table 7.1.

With the proposed roadway widening, Yorkville's transportation network is expected to be able to accommodate traffic forecasts. CMAP and IDOT update their plans on a regular basis to address changes in travel patterns and financial conditions. These plan updates should be monitored to determine if there are changes in conditions or planned improvements.

**Table 7.1: Existing and Forecast Average Daily Traffic (ADT) Volumes**

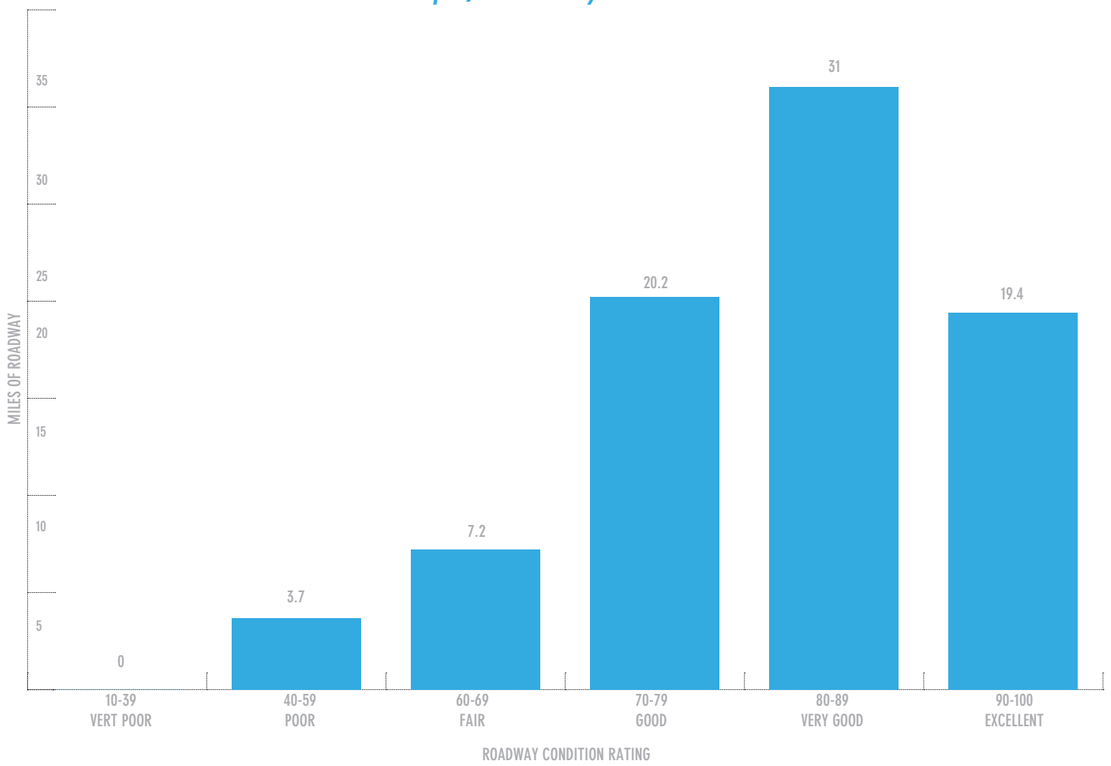
| | LANES | CURRENT ADT | YEAR 2040 ADT |
|---|---|---|---|
| **Illinois 47** | | | |
| *South of IL 71* | 2[1] | 8,050 | 16,000 |
| *IL 71 north to Greenbrier Road* | 4 | 9,800 | 19,000 |
| *Greenbrier Road north to Schoolhouse Road (IL 126)* | 4 | 12,300 | 23,000 |
| *Schoolhouse Road (IL 126) north to Fox Street* | 4 | 18,300 | 33,000 |
| ***Fox Street north to River Road (Bridge)*** | ***4*** | ***22,600*** | ***42,000*** |
| *River Road north to US 34* | 4 | 19,500 | 33,000 |
| *US 34 to north Countryside Parkway* | 4 | 16,700 | 31,000 |
| *Countryside Parkway north to Cannonball Trail* | 2[1] | 15,100 | 26,000 |
| **Illinois 71** | | | |
| *West of IL 47* | 2 | 8,450 | 13,000 |
| *IL 47 east to Country Hills Drive* | 2[1] | 9,200 | 18,000 |
| *Country Hills Drive east to Schoolhouse Road (IL 126)* | 2[1] | 8,750 | 17,000 |
| *Schoolhouse Road (IL 126) east to Hilltop Road* | 2[1] | 9,050 | 16,000 |
| *Hilltop Road east to Van Emmon/Reservation Road* | 2[1] | 9,350 | 16,000 |
| **Illinois 126 (Schoolhouse Road)** | | | |
| *IL 47 east to IL 71* | 2 | 6,400 | 11,000 |
| *East of IL 71* | 2 | 6,150 | 11,000 |
| **US 34** | | | |
| *West of Cannonball Trail* | 2[1] | 16,600 | 29,000 |
| *Cannonball Trail east to IL 47* | 2[1] | 19,300 | 25,000 |
| *IL 47 east to McHugh Road* | 2[1] | 13,300 | 26,000 |
| *McHugh Road east to Bristol Ridge Road* | 2[1] | 13,400 | 28,000 |
| *Bristol Ridge Road east to E. Rickard Road* | 2[1] | 16,000 | 31,000 |
| *E. Rickard Road east to Orchard Road* | 2[1] | 17,000 | 33,000 |
| ***Orchard Road east to Clark Ave*** | ***2*** | ***12,500*** | ***18,000*** |
| *Clark Ave east to W. Washington Street* | 2 | 11,900 | 17,000 |

[1] *These two-lane roadways are planned for widening to four lanes by 2040*
*Note: Roadways for which there may be capacity constraints in 2040 are highlighted in red.*

Pavement condition is another important factor in keeping the transportation network in a state of good repair. The City of Yorkville conducts pavement condition surveys on local roads on an as-needed basis to identify transportation project priorities for the City's Capital Improvement Plan (CIP). The City's 2015 budget as approved by City Council stated that the City's combined roadway score for roadways within the jurisdiction of the City of Yorkville is 82 out of a possible score 100. Graph 7.1 shows the share of roadways in each condition category by total mileage of roadway.

In order to keep the roadway network in a state of good repair, the City estimated a need of $2.1 million annually for roadway improvements. $1 million has been funded. The City anticipates that the combined roadway score will drop from 82 to 77 by 2018 with some exceptions for roadway improvement projects currently under way.

### *Graph 7.1: Roadway Conditions*




*Source: City of Yorkville*

### Figure 7.1 - Existing Roadway and Rail Network

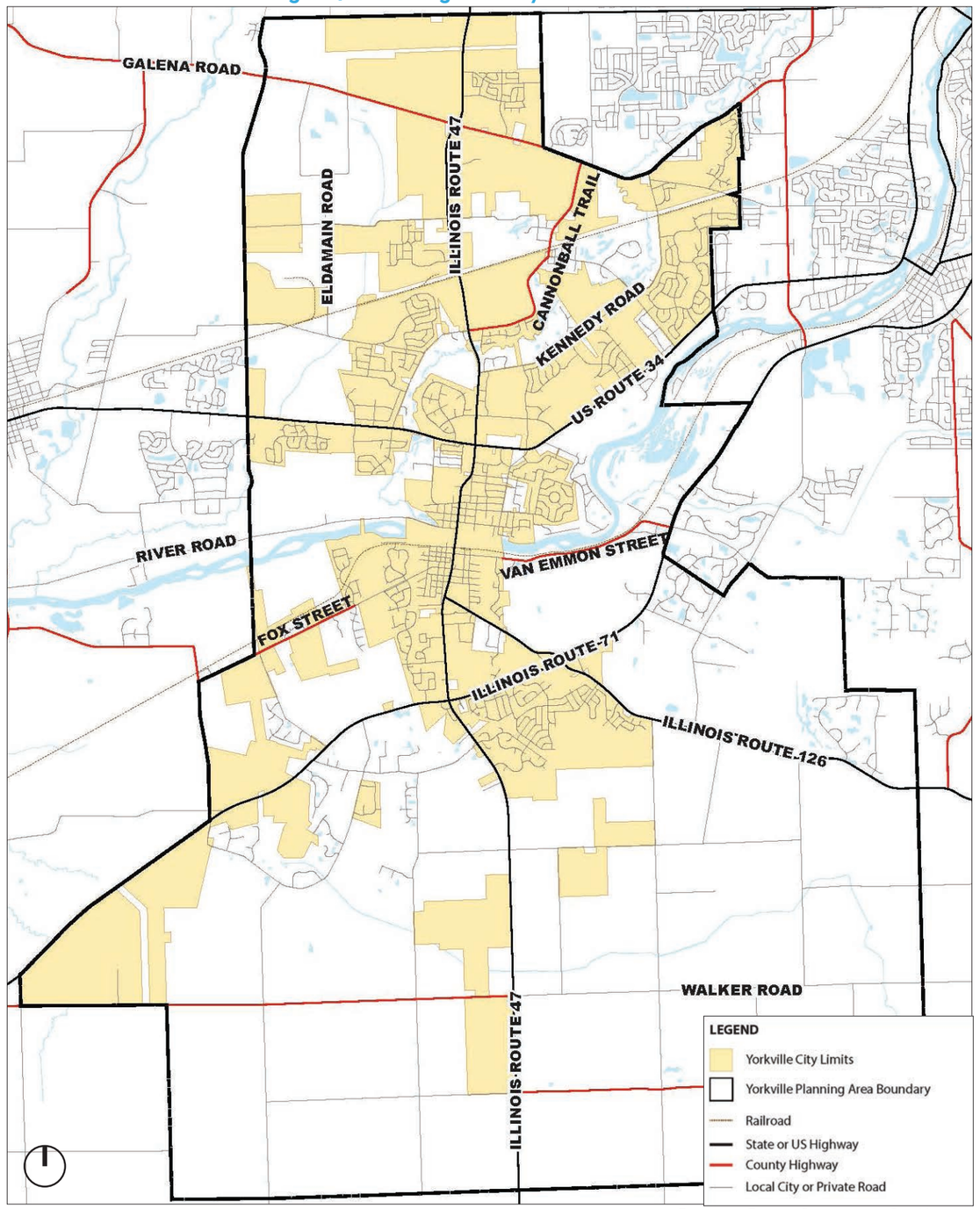



*Figure 7.1 - Existing Roadway and Rail Network*



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## BICYCLE NETWORK

Existing and proposed bicycle facilities are shown in Figure 7.2 – Existing and Proposed Bicycle Improvements. For the purpose of this plan the bicycle facilities are referred to as shared use paths or trails. A trail can be used by a pedestrian or a bicyclist and generally are a little wider than a sidewalk. Yorkville has done a very good job of requiring developers to include trails within residential subdivisions. The Yorkville Comprehensive Plan and Integrated Transportation Plan proposed much larger and more connected bicycle facility network.

The Kendall County Trails and Greenways Plan states that "while a number of communities have constructed multi-use trails in Kendall County, the vast majority of the trail system exists only on plans." Proposed trails from the Kendall County Trails and Greenways Plan were coordinated with the Yorkville Integrated Transportation Plan and 2008 Yorkville Comprehensive Plan.

While a concerted effort has been undertaken to plan the location of trails within Yorkville, the proposed trail network relied on implementation by developers as a condition of subdivision approval. Additionally, trail connections are needed across roadways. On-street facilities will be needed in order to make these connections.

Generally, low-volume, two-lane streets with posted speeds below 30 miles per hour are considered low-stress roadways that are good candidates for accommodating bicyclists on-street without much additional accommodation. If the City wishes to expand its existing bike network, many of these streets can be identified, or the City can install signs directing roadway users to the best streets for bicycling. However, wider and faster roadways need to be analyzed in greater detail to identify what types of facilities would be needed to provide a facility that is comfortable for bicyclists to use. A bicycle plan is needed that identifies specific gaps in the network for bicycling and prepares a capital improvement plan for bicycle facilities. Much of the cost in improving bicycling in Yorkville will occur at intersections, which generally are the highest-stress locations within a bicycle network.





**Figure 7.2 - Existing and Planned Bicycle Improvements**

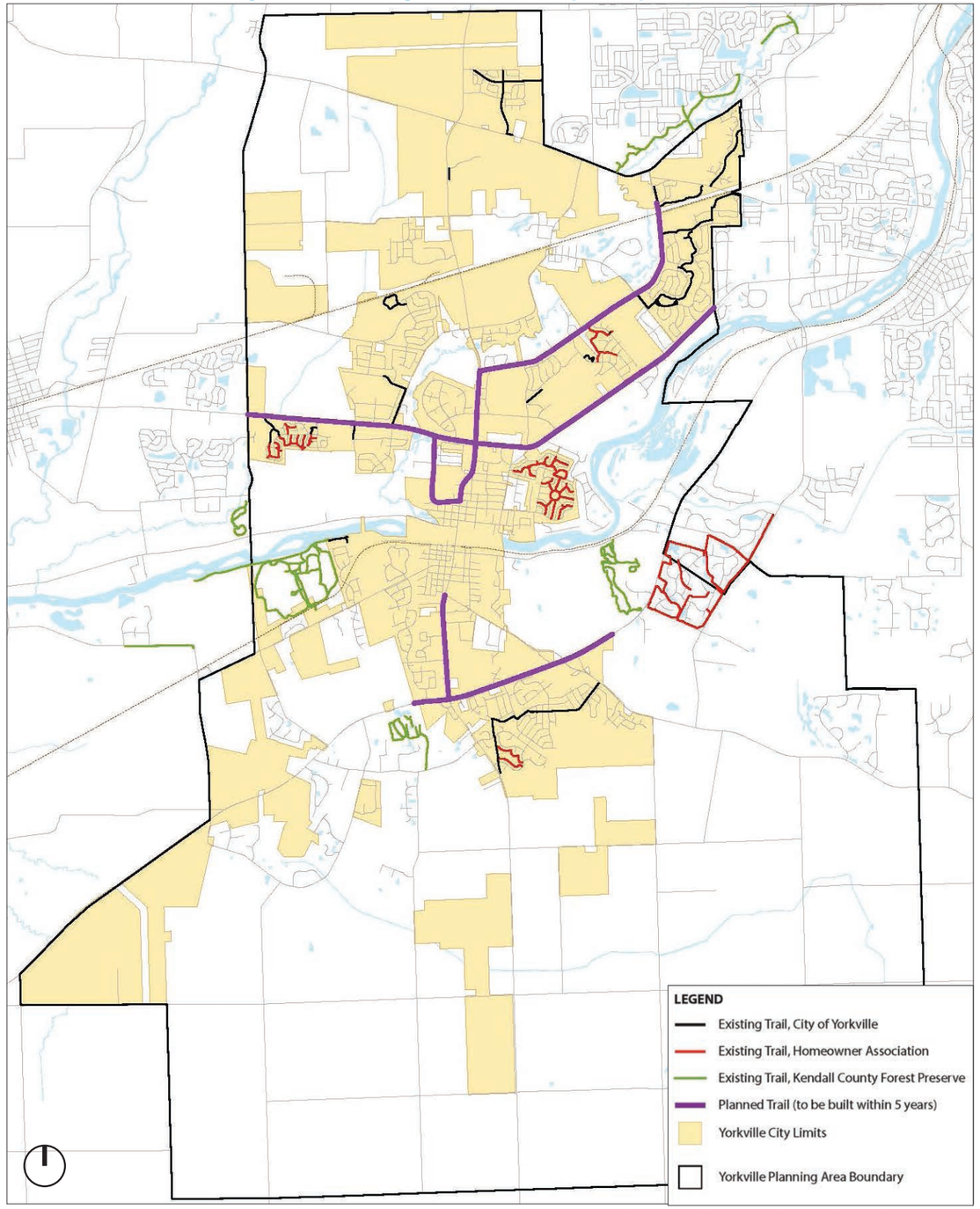



*Figure 7.2 - Existing and Planned Bicycle Improvements*

## PEDESTRIAN NETWORK

Sidewalks, shown in blue in Figure 7.3, are located along most residential streets within the City. Illinois Route 47, through downtown Yorkville, also has sidewalks. As shown in the figure, every subdivision that has been completed in Yorkville has a sidewalk network. Gaps exist on major roads including River Road, Illinois Route 71, and Illinois Route 126. On these roadways, there are sidewalks in some locations but gaps in the network limit connectivity. Sidewalks are a requirement of subdivision approval, and are installed by developers when subdivisions are built. Some older subdivisions do not have sidewalks. Developments within the City of Yorkville where the sidewalk system has not been fully completed and gaps exist are outlined in red.

Pedestrian crosswalks in Yorkville generally are not marked unless they are located on city-owned roads and there are sidewalks leading to the crossing. An example of this is on Game Farm Road near City Hall in the image below.









**Figure 7.3 - Existing Sidewalk Network**

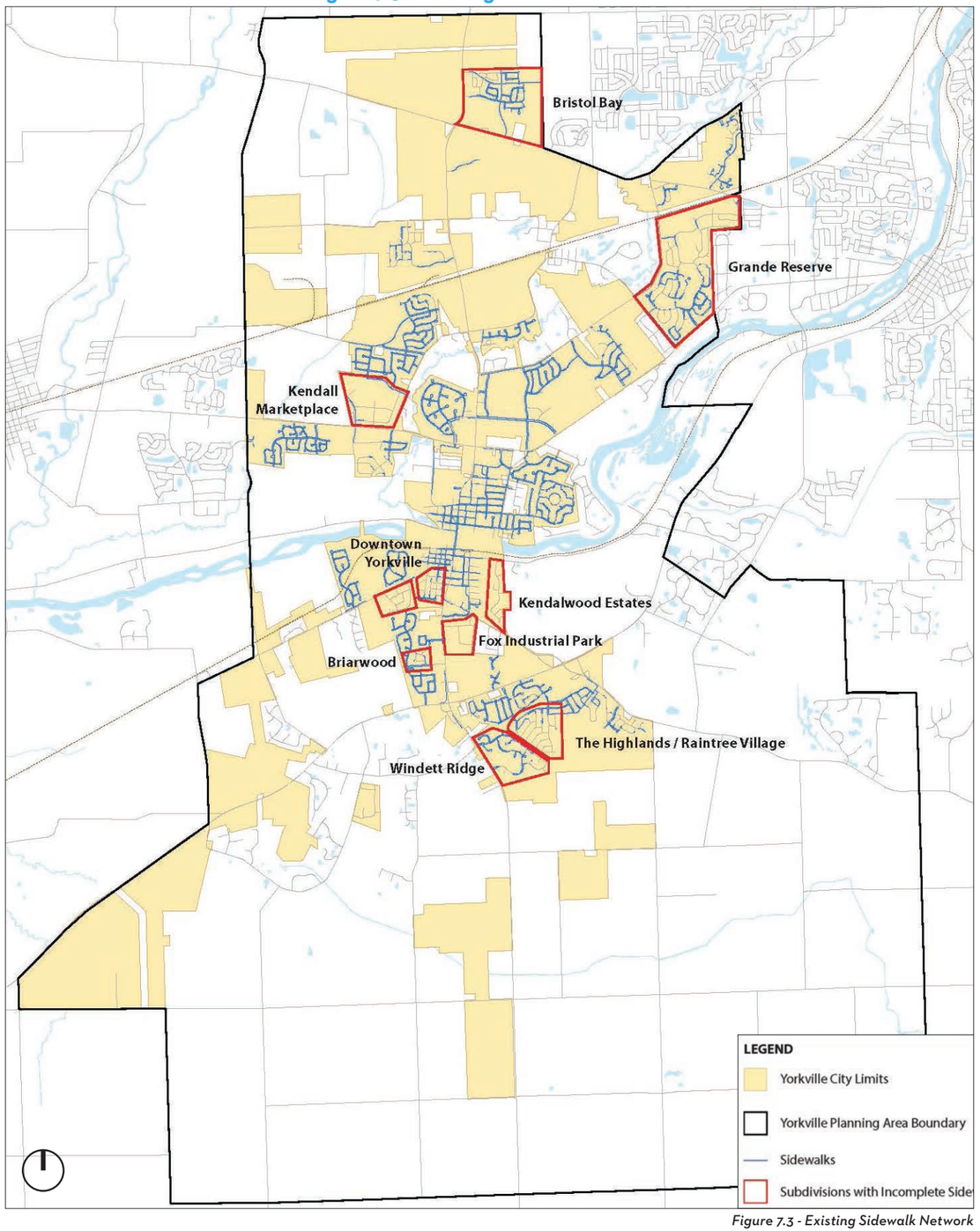



*Figure 7.3 - Existing Sidewalk Network*



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## TRANSIT

Transit service in Yorkville is provided as a paratransit "dial a ride" style service operated by Kendall Area Transit (KAT). Its objective is to "implement transit service in the Kendall County area that is reliable, flexible, and financially sustainable, while satisfying the various mobility needs of the general public and individuals unable to access or operate a private automobile." The service requires registration and serves destinations within Kendall County as well as select locations outside Kendall County.

The Burlington Northern Santa Fe ( BNSF) Line carries Metra commuter rail traffic between Aurora and Chicago. Currently, Metra is conducting a feasibility study to determine the potential for extending commuter rail service west of the current terminus in Aurora, located 12 miles northeast of Yorkville. Pending the results of the study, the City of Yorkville has identified a location along the BNSF line that could serve as a potential station area. The proposed station area would be located along the BNSF on the western end of Yorkville between Beecher Road and Faxon Road.

The Illinois Valley Public Transportation Plan (IVPTP) is currently underway to explore the physical, operational, and financial feasibility of commuter rail along the Illinois Railway (IR) between Aurora and Peru and the CXS operated railway between Joliet and Peru. The study concluded that a physical connection was feasible, but that further study was needed to determine whether ridership would support the investment.

## RAIL FREIGHT

The railroad network through Yorkville consists of two main lines: the BNSF Line that passes through northern Yorkville, and the Illinois Railway, which is a freight-only line that travels along the south bank of the Fox River from Montgomery to Streator, Illinois.

In the Yorkville area, there are three spur lines:

- Commonwealth Edison Spur Line, located near the intersection of Faxon Road and Beecher Road provides access to the BNSF Line
- F.E. Wheaton Spur Line, located west of Illinois 47, northwest of the Wrigley Manufacturing Company provides access to the BNSF Line
- Hydraulic Avenue Spur Line , located along the Fox River on Hydraulic Avenue, just east of Illinois 47 provides access to the IR Line

These freight lines add value to property that could potentially be used as industrial property. Figure 7.4 Existing Rail Network shows the approximate location of these rail spurs.

The Illinois Department of Commerce and Economic Opportunity (DCEO) provides developers with information on industrial properties by municipality. For each property listed, DCEO provides a transportation summary that identifies key information such as the distance to the nearest interstate, airport, and whether rail service is available. The properties listed are shown in Table 7.2.

**Table 7.2: Industrial Property Listings**

| NAME | STREET | SITE SIZE (ACRES) | ZONING |
|---|---|---|---|
| *N/W Corner Il.47&Bn* | *N/W Corner Il.47&Bn* | *65.7* | *Industrial-Light* |
| *N/W Corner Il 47&71* | *N/W Corner Il 47&71* | *50* | *Industrial-Light* |
| *Corneils Rd.* | *Corneils Rd.* | *15.35* | *Unknown* |
| *Yorkville Business Center - Lot 19* | *147 Commercial Drive* | *3.5* | *Industrial-Light* |
| *Yorkville Business Center - Lot 20* | *169 Commercial Drive* | *2* | *Industrial-Light* |
| *Yorkville Business Center - Lot 12* | *198 Commercial Drive* | *1* | *Industrial-Light* |
| *Yorkville Business Center - Lot 14* | *n/a* | *1* | *Industrial-Light* |
| *Yorkville Business Center - Lot 15* | *132 Commercial Drive* | *1* | *Industrial-Light* |
| *Yorkville Business Center - Lot 23* | *225 Commercial Drive* | *1* | *Industrial-Light* |
| *Yorkville Business Center - Lot 8* | *254 Commercial Drive* | *1* | *Industrial-Light* |
| *Yorkville Business Center - Lot 9* | *232 Commercial Drive* | *1* | *Industrial-Light* |

**Figure 7.4 - Existing Rail Network**

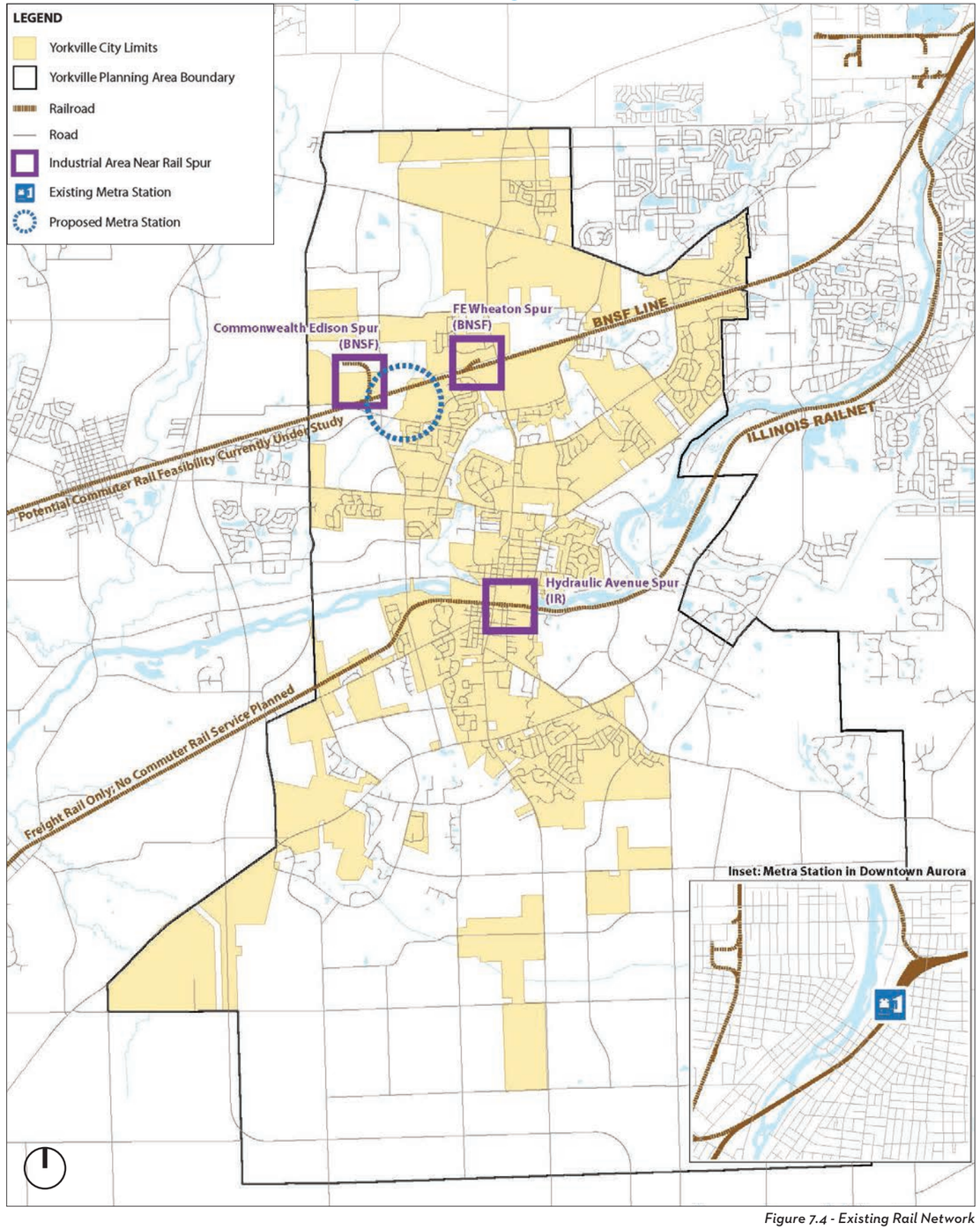



*Figure 7.4 - Existing Rail Network*

## PLANNED IMPROVEMENTS

Figure 7.5 – Proposed Regional Transportation Improvements shows the status of various roadway projects in Yorkville and nearby region that will impact Yorkville. The project sponsors include IDOT, Kendall County, Metra, and the Illinois Tollway. Table 7.3 below provides an overview of each project. It should be noted that projects often do not have funds available for the next phase of work since current efforts are a requirement to enter into the next phase.

### Table 7.3: Regional Transportation Improvements Status

| | | STATUS | STATUS |
|---|---|---|---|
| A. | *Prairie Parkway Study (Illinois Tollway)* | *The Prairie Parkway is a proposed limited-access tollway that would connect I-88 to I-80 through Kane, Kendall, and Grundy Counties. The project, while shown in the GO TO 2040 regional plan for the Chicago Metropolitan region, is in the feasibility study phase and is currently on hold.* | *Feasibility Study (currently inactive)* |
| B. | *I-88 / IL 47 Full Interchange (Illinois Tollway)* | *The Illinois Tollway is currently in Phase 1 engineering for a full interchange at I-88 and IL 47. Currently only a partial interchange, the completed project will improve access in all directions.* | *Phase 1 Study* |
| C. | *U.S. 30 from IL 47 to Dugan Road* | *IDOT is in Phase 1 to improve U.S. 30 using a Context Sensitive Solutions approach. The study includes the potential to widen U.S. 30.* | *Phase 1 Study* |
| D. | *IL 47 from Kennedy Road to Cross Street* | *IDOT is in Phase 1 to improve IL 47 using a Context Sensitive Solutions approach. The study includes the potential increase traffic capacity.* | *Phase 1 Study* |
| E. | *U.S. 30 from near IL 47 to near IL 31* | *IDOT is in Phase 1 to improve U.S. 30 using a Context Sensitive Solutions approach. The study includes the potential increase traffic capacity.* | *Phase 1 Study* |
| F. | *U.S. 30 from Orchard Road to Briarcliff Road* | *This section of U.S. 30 currently is under construction by IDOT to widen the roadway to four lanes.* | *Under Construction* |
| G. | *Proposed Metra Station* | *Metra currently is studying the feasibility of extending Metra commuter rail service west of its current terminus in Aurora. Kendall County would need to provide funding for construction and operations.* | *Feasibility Study* |
| H. | *U.S. 34 from near IL 47 to Orchard Road* | *This segment currently is under construction by IDOT to widen the roadway to four lanes.* | *Under Construction* |
| I. | *U.S. 34 from Eldamain Road to Center Parkway* | *IDOT currently is in Phase 1 engineering to determine potential traffic capacity improvements.* | *Phase 1 Study* |
| J. | *IL 47 from IL 71 to Kennedy Road* | *This segment of IL 47 currently is under construction by IDOT to widen the road to four lanes.* | *Under Construction* |
| K. | *IL 71 from near IL 47 to near Orchard Road* | *IDOT currently is in Phase 1 engineering to determine potential traffic capacity improvements.* | *Phase 1 Study* |
| L. | *IL 47 from Caton Farm Road to IL 71* | *IDOT currently is in Phase 1 engineering to determine potential traffic capacity improvements* | *Phase 1 Study* |
| M. | *Wikaduke Trail* | *The four counties of Will, Kane, DuPage, and Kendall have identified a potential corridor for a north-south roadway linking I-88 and I-80, which seeks to provide a highway connection on the eastern end of Yorkville. It is currently part of an access study and in each county's long-term transportation plan, though parts of it currently are under construction in Kane and Kendall Counties.* | *Long-Term Plan (some local construction)* |
| N. | *Eldamain Road from Menards to Galena Road* | *Kendall County currently is in Phase 2 engineering for the construction of an extension of Eldamain Road.* | *Phase 2 Engineering* |
| O. | *Eldamain Road from Highpoint Road to U.S. 34* | *This segment of Eldamain Road currently is under construction by Kendall County but does not include funding for a bridge across the Fox River.* | *Under Construction* |
| P. | *IL 47 from Sherril Road to Caton Farm Road* | *This segment of IL 47 currently is under construction by IDOT to improve connections from the south end of the Yorkville planning area to the Kendall-Grundy County line.* | *Under Construction* |

### *Figure 7.5 - Proposed Regional Transportation Improvements*

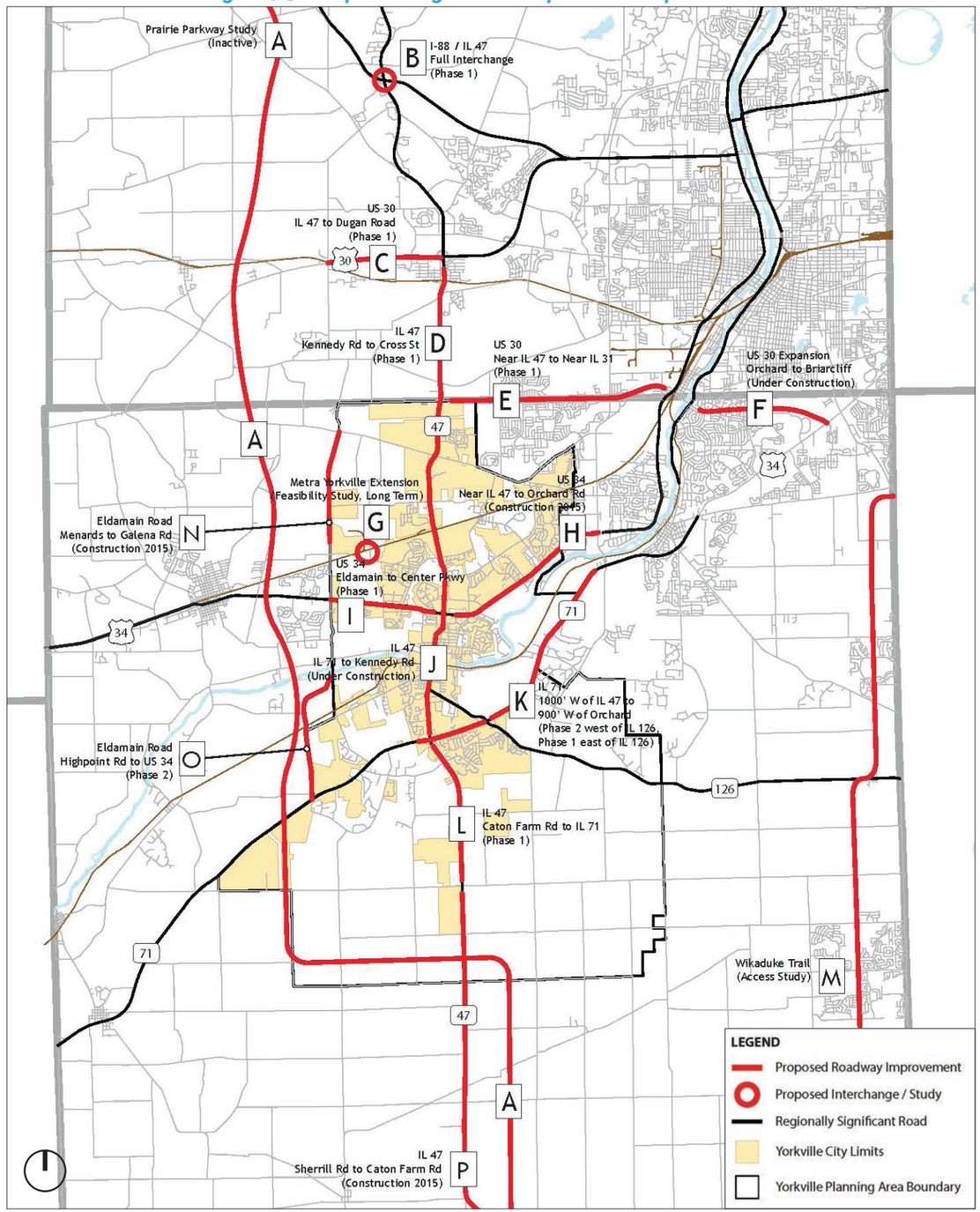



*Figure 7.5 - Proposed Regional Transportation Improvements*



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The Prairie Parkway is shown on Figure 7.5, which is a regional transportation project proposed to connect Interstates 88 to 80 through Kane and Kendall Counties. While planning for the project is currently on hold, it remains part of regional and local plans, as it would significantly impact roadway access in and around Yorkville.

Figure 7.6 shows proposed new local roads that would provide connections for future growth. The proposed local roads were  taken from the 2008 Comprehensive Plan. The issues associated with these proposed roadways remain the same as there was no reason to revise or update the proposed roadways.



*Game Farm Road in Yorkville, Illinois*

## Figure 7.6 - Proposed Roadways by Functional Classification

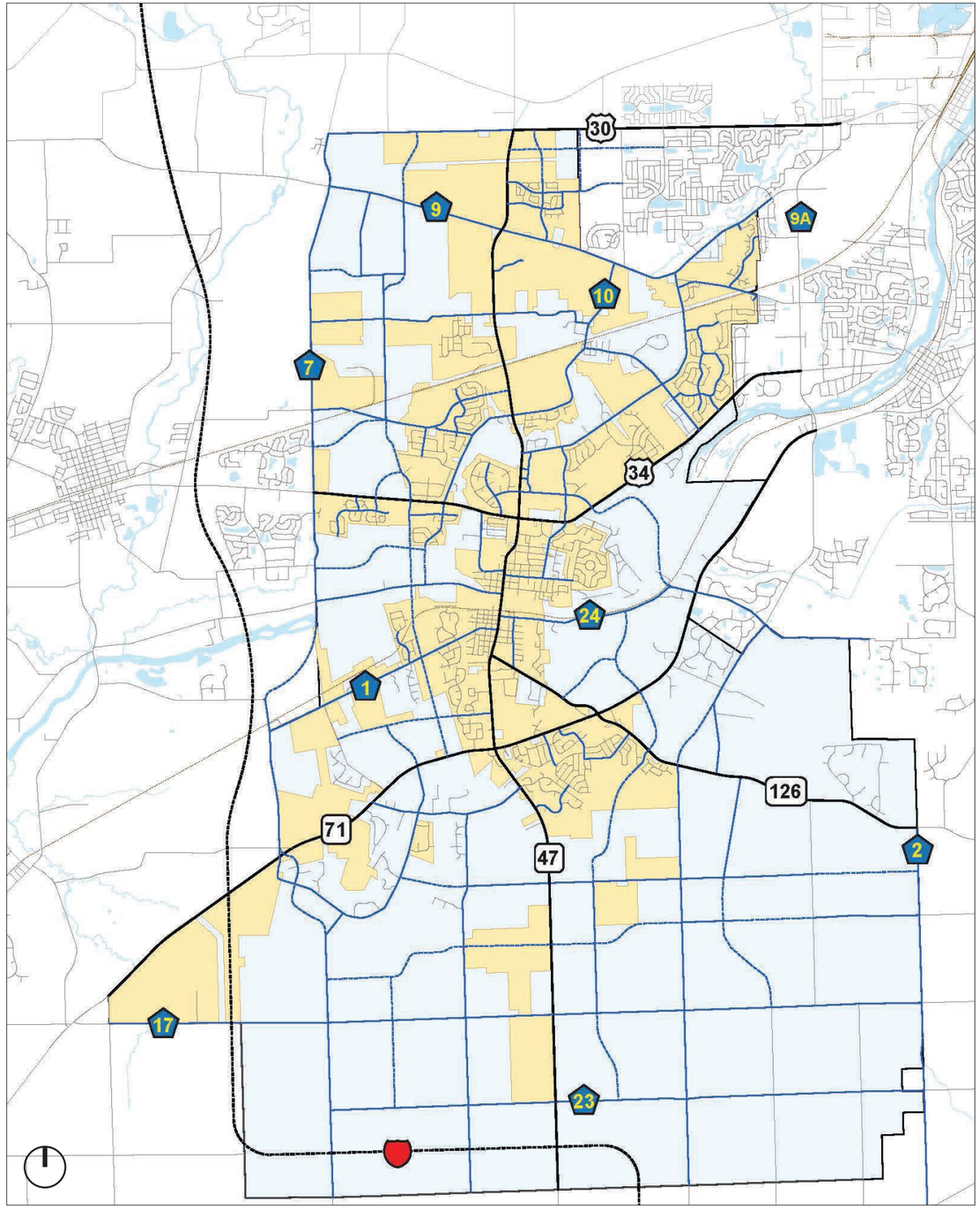



*Figure 7.6 - Proposed Roadways by Functional Classification*

## DOWNTOWN PARKING

During the course of the public engagement process, several concerns were raised about the need for additional parking in the Downtown area to support the commercial establishments. Parking can be location problem, that is, certain areas may not have enough. A parking utilization survey would be helpful in identifying where and how much additional parking is needed.

The parking supply in the Downtown is primarily a result of zoning regulations that require parking for individual land uses on individual or adjacent lots. This is a zoning practice that has helped to create the typical commercial form in new suburbs – a building on a lot surrounding by parking. This type of regulation works well for new developments that are automobile-oriented and have plenty of land to build upon. It does not work well for traditional downtown areas.

Yorkville has an older downtown that is built on a grid street network with buildings that were constructed before the zoning ordinance was in place. The Downtown pattern was created when people walked more than they drove automobiles. The Downtown has higher density and more diverse land use than the balance of the City. Higher density means that the buildings in the Downtown have more building floor area than the newer suburban areas. In addition, the Downtown has more diverse land use such as residential, office, commercial, government, and industrial land use. In modern development, it is typical to separate these land uses.




*An unsigned parking lot in Downtown Yorkville*

## SUMMARY OF TRANSPORTATION OBSERVATIONS

**The following are key observations and issues related to transportation in Yorkville:**

- Bicycle and pedestrian facilities are provided within many subdivisions. However, there is a need to develop connections between subdivisions.
- The City's Integrated Transportation Plan shows an extensive proposed trail plan. It was based on developers providing the facilities. Given the low growth period, the City should focus on connecting the existing trail network.
- There is a lack of pedestrian and bicycle connections to major traffic generators such as schools, parks, commercial areas and employment locations.
- A commuter station in Yorkville is in the very early planning stage as part of the proposed Metra commuter service extension along the BNSF Line. A land use strategy that focuses on transit oriented development is needed surrounding the area where the Metra station is planned.
- Travel throughout Yorkville, for the most part, is automobile-oriented. That is, an automobile is needed to reach most destinations outside of residential subdivision. A much more conscious decision will need to be made if the City desires a Complete Streets approach that would encourage bicycling and walking beyond residential subdivisions.
- Roadway capacity on bridges is a factor limiting development south of the Fox River. However, once Illinois 47 expansion is complete, it will be some time until this is an issue again. While traffic on Illinois 47 will continue to grow, the proposed Eldamain Road Bridge will provide another reliever to north south movement. Beyond these two expansions, it will be some time and a lot of growth will need to occur before a third bridge is needed. Given the extensive growth in traffic that has been forecasted, it would be a good idea for Yorkville to consider developing a travel demand model to consider the need for future roadway improvements. This could be done in conjunction with Kendall County.
- Illinois Route 47 currently is undergoing a roadway expansion project throughout much of Yorkville. The Illinois Route 47 and other regional transportation investments will continue to add economic development value to the Yorkville area.



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# TRANSPORTATION STRATEGIES

**GOAL**

***Undertake strategic investments in the roadway network.***

POLICIES

- **Continue building the community roadway network through new development and other state and locally-planned projects**
- **Monitor state and county-financed roadways projects for potential impacts on local land use.**

## ROADWAY TRANSPORTATION STRATEGIES

The City has prepared an inventory of roadway pavement conditions which shows that most of the roads are in good condition. This would be expected given that many of the roads have been constructed within the past 20 years. In addition, there is nothing to suggest that any of the local roads need widening. The previous Yorkville Comprehensive Plan proposed new local and collector roadways that would be constructed with new development (recreated in Figure 7.6). The developers would be responsible for constructing these new roadways. This practice should continue and these roadways are again shown in this Comprehensive Plan

The main roadways in Yorkville are County or State roadways. Significant improvements are planned or programmed (see Figure 7.6) for many of these roadways. Such improvements will adequately accommodate future growth; therefore, the City should continue to coordinate with Kendall County and IDOT on these proposed improvements. Figure 7.6 also shows a new local bridge crossing of the Fox River east of Illinois 47 that was suggested in the previous Comprehensive Plan; however, it is not expected to be needed anytime in the near future. In addition, the Illinois 47 Bridge was recently rebuilt and widened; Kendall County also continues planning for a new bridge over the Fox River at Eldamain Road.

It is not expected that a third bridge in Yorkville will be needed. Planning and constructing a third bridge would be the responsibility of Yorkville since it is not being considered by any other agencies. If the City of Yorkville desires to continue pursuing a third bridge, it would be a worthwhile effort to invest in preparing a travel demand computerized model that could determine future demand for the bridge.

The proposed Prairie Parkway freeway is shown on regional plans and therefore is shown in this Comprehensive Plan (see Figure 7.6). However, no regional or state money is being spent on moving this project forward and it is a safe assumption that this project will not move forward. However, given the past involvement of regional, state, and federal agencies in this project, the City monitor this project into the near future unless CMAP, IDOT and the Illinois state legislature acknowledge the Parkway will not be funded or built.



*Parking Lot in Downtown Yorkville*

**GOAL**

***Improve the transportation network through mobility enhancements.***

POLICIES

- **Update the Yorkville trial plans to reflect near-term growth trends in residential developments.**
- **Continue building the Yorkville trail system through a combination of both off- and on-street paths.**
- **Enhance pedestrian crossings in key locations and continue installation of sidewalks in areas of need.**
- **Continue planning for a Metra Station TOD district.**

## BICYCLE NETWORK STRATEGIES

Many of the new subdivisions within Yorkville have shared-use trails that allow bicycling and walking. The City previously prepared a bicycle plan that promoted new shared-use trails throughout the community. However, the shared-use trail network was dependent upon developers building the trails within new subdivisions. Given the slowdown in new development, many of the proposed trails will not be built in the near future. Overall, the trail system is not well connected within the City; the previous plan that relied upon shared use trails will be difficult to implement in the short-term. There are several regional shared-use trails that are planned as part of new roadway improvements along Illinois Routes 47 and 71 and U.S. Route 34 that would be constructed by the Illinois Department of Transportation. These new regional trails along with the City's current shared trail system will provide an important benefit to the City and make it more attractive as a place to live and work. An option to connect the trails would be to utilize the street system. On-street bicycle facilities can be added at much less cost than building shared use trails.

## PEDESTRIAN NETWORK STRATEGIES

The City has a good pedestrian network that has resulted from requiring sidewalks with new development. The City also is working towards installing sidewalks in the Downtown area. One area for improvement is pedestrian crossings of roadways. This would be important in the Downtown, which is more pedestrian-oriented than other parts of the City. A careful evaluation of commercials areas might also produce some locations that need safer roadway crossings. In addition, if the trail plan in updated, it will identify roadway crossings that will need to be improved to accommodate pedestrians as well bicyclists.

## METRA COMMUTER STATION

The City has been promoting an extension of the Metra BNSF line with a station in Yorkville. Metra has been undertaking planning studies, but there is not a schedule for any improvements. The City should continue to support this effort.

## GOAL

***Manage Downtown Yorkville's parking supply effectively and efficiently.***

## POLICIES

- **Assess and analyze Downtown parking conditions.**
- **Implement Downtown parking management initiatives that make more effective use of the existing parking supply and considers new public parking areas.**

### DOWNTOWN PARKING STRATEGIES

As the Downtown district has a much different land use pattern from the rest of the City, parking regulations, in general, should be different. In Title 10, Zoning, Chapter 16, "Off Street Parking and Loading" addresses how parking needs to be provided for new buildings, when buildings are expanded, or the use of a building changes to a new use. These regulations are more typically used to create parking on individual lots similar to what is required in newer suburban areas. This is not the type of development form that is desired for the Downtown. Currently, existing commercial zoning for the Downtown area is the same that is used for other commercial areas of the City; therefore, the Downtown should have different parking regulations that address Downtowns' particular land use issues and revitalization needs.

Providing public parking facilities would be the best way of addressing the lack of parking. At the same time, in order to promote publicly provided parking, the zoning ordinance should be rewritten to reduce the parking requirements for individual land uses. This would reduce the burden on the property owner, make the land more valuable and encourage the use of the public parking.

## UTILITY INFRASTRUCTURE

The purpose of this section is to review the status of the water supply and sanitary waste systems and to evaluate how they will affect growth. Findings are presented that will influence planning recommendations. The City has other utilities such as the stormwater system (United City of Yorkville), electrical (Commonwealth Edison), natural gas (Nicor), telephone/cable/internet (Comcast). However, it is the water supply and sanitary waste system that has the most impact on land use and growth.

### WATER SUPPLY

The water supply system is owned by the United City of Yorkville. Water is obtained through ground wells, although it should be noted that a regional water source is being explored by the City as ground water supplies are being depleted. Future alternatives could include water from the Fox River or Lake Michigan. This is long-term study and no final conclusions have been reached. An analysis of the water supply system was prepared more than a decade ago and is no longer current. A copy of the water supply study was not provided by the City Engineer, as they felt it out of date and no longer reliable. Therefore, an analysis of this utility system in relation to future land use and growth was not possible due to the age of the study and need to prepare an update of the water supply plan. The Existing Water Main Network is shown in Figure 7.7. This figure illustrates one of the essential infrastructure components that add economic value to the City of Yorkville. For many developers, the ability to provide City-supplied water is an important reason for annexing into the City.

Figure 7.7 illustrates two important features in relation to growth management. First, there is a lot of undeveloped land on the outskirts of the City that are not serviced by City water. The City should update its water supply expansion plan before any extension of water mains is considered. Second, new development should be focused on those areas in the main part of the City that can utilize existing water mains. There are large parcels of undeveloped land on the outskirts of the City limits that are not serviced by the municipal water system.

### SANITARY SYSTEM

Sanitary service infrastructure within the City involves three different government agencies. Most of the local sanitary sewers are owned by the City. These city-owned lines carry sanitary waste from buildings to the main lines that are owned by the sanitary districts. The sanitary sewer mainlines and waste water treatment facilities are owned by two separate government bodies. The Yorkville-Bristol Sanitary District is responsible for serving most of the area within the City. The Fox Metro Water Reclamation District serves a

**Figure 7.7 - Existing Water Main Network**

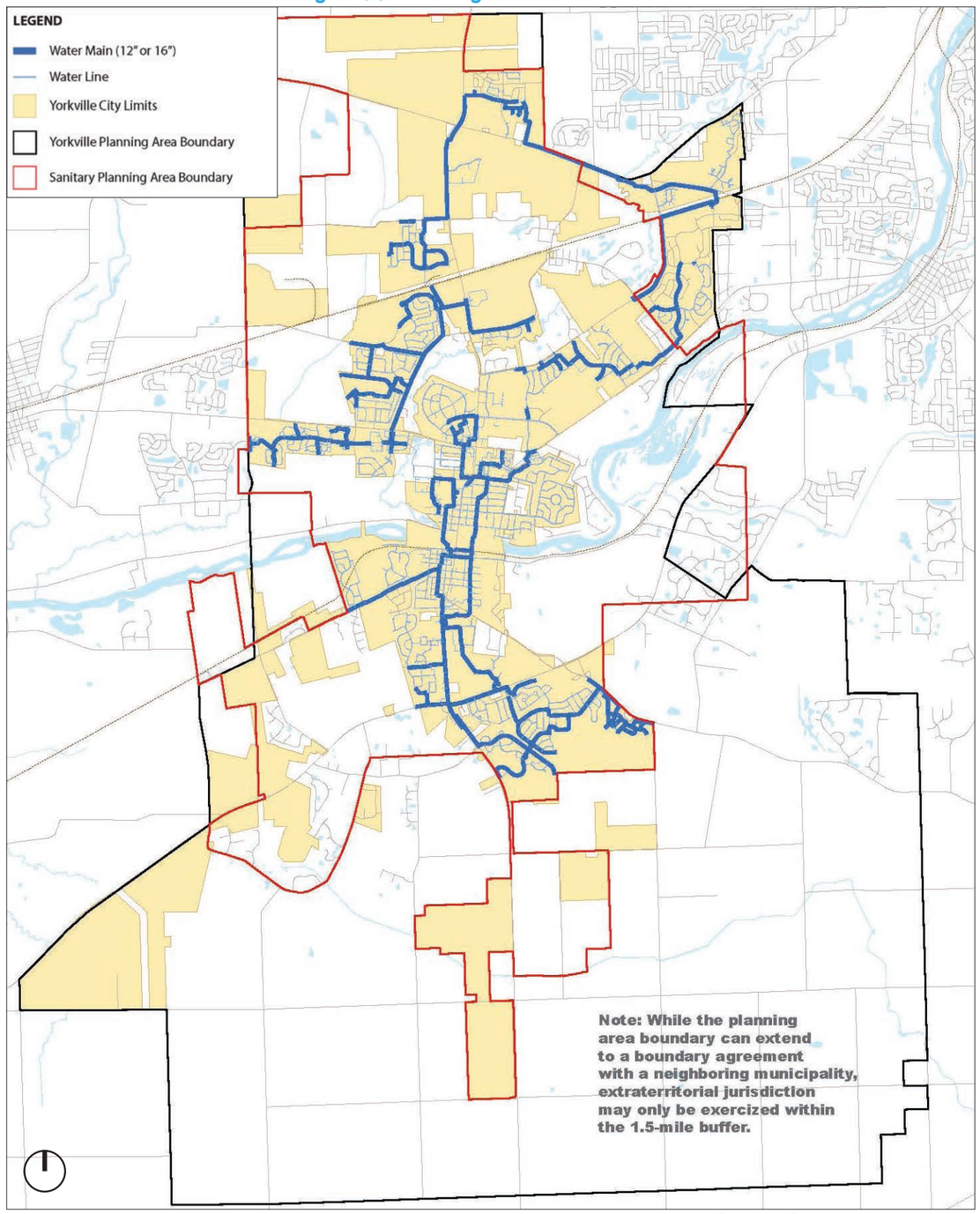



*Figure 7.7 - Existing Water Main Network*



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small area in the northeast corner of the City. These various lines are shown in Figure 7.8, Existing Sanitary Network. Figure 7.8 shows the watershed divide where storm water flows north to the Fox River or south to the Illinois River. Generally, sanitary sewer lines operate by gravity flow, providing sanitary sewer service south of this divide will be somewhat difficult as lift stations will be needed to get the flow over the ridge line.

The Yorkville-Bristol Sanitary District (YBSD) primarily services areas within the United City of Yorkville. There are two main elements of the system – collection and treatment. The future collection system has been addressed by the YBSD in a Future Wastewater Collection System Map dated August 8, 2007 showing the proposed locations for the extension of interceptors, force mains and lift stations. The YBSD wastewater treatment facility is located on the east side of Blackberry Creek and north of the Fox River. According to discussions with YBSD in Fall 2014, the facility is nearing capacity. While a slowdown in development has extended the time before the facility reaches operating capacity, YBSD identified a need for expansion. There are three primary factors that affect capacity of the facility:

- flow (in of gallons of wastewater),
- treatment for the removal of biological oxygen demand, and
- treatment for the removal of suspended solids.

YBSD will need to expand wastewater treatment capacity in the future. YBSD has secured a permit from the Illinois Environmental Protection Agency (IEPA) and has acquired land for expansion. However, a slowdown in development halted construction and the permit has since expired. Figure 7.11 also shows the existing and potential facility area planning (FPA) boundaries. Sanitary districts are required to establish facility planning areas and have them approved by the Illinois Environmental Protection Agency (IEPA). A facility planning area is an area in which the sanitary district is allowed to extend their service area, as shown in Figure 7.11. The YBSD facility planning area boundary does not necessarily have to be coterminous with the City's planning boundary as these are separate government agencies subject to different state statutes. Still, the YBSD system plan should be prepared in a coordinated manner with the City's comprehensive plan. This is elaborated on in the next section.

The situation with the sanitary sewer system is very similar to the water system. That is, an updated plan is needed to provide information on this system will be affected by future growth. The update of the sanitary system plan is more critical in that the system is near capacity. Sometime during slow growth periods it can be easy to overlook the need to prepare system expansion plans. However, the treatment system is near capacity and during a low growth period the water flow can slowly increase until it reached a critical point for expansion. Again, like the water system, encouraging development that can utilize the existing sewer mains should be preferred over extending main lines in the outskirts until the sanitary system is updated.

## SUMMARY OF UTILITY INFRASTRUCTURE FINDINGS

**The following are key observations and issues related to utility infrastructure in Yorkville:**

- The water supply system and sanitary waste system are the two utility systems that have the most impact of Yorkville growth. The water supply system is owned by the United City of Yorkville. The sanitary waste system is primarily operated and maintained by a separate government agency, the Yorkville-Bristol Sanitary District.
- An update to the water supply plan is needed.
- The Yorkville-Bristol Sanitary Waste Treatment Facility is close to capacity. This has not been an issue with the recent economic slowdown. However, an expansion plan should be prepared.
- The utility expansion plans should be prepared in light of revised population, economic and growth forecasts presented in this Comprehensive Plan.

**Figure 7.8 - Existing Sanitary Network**

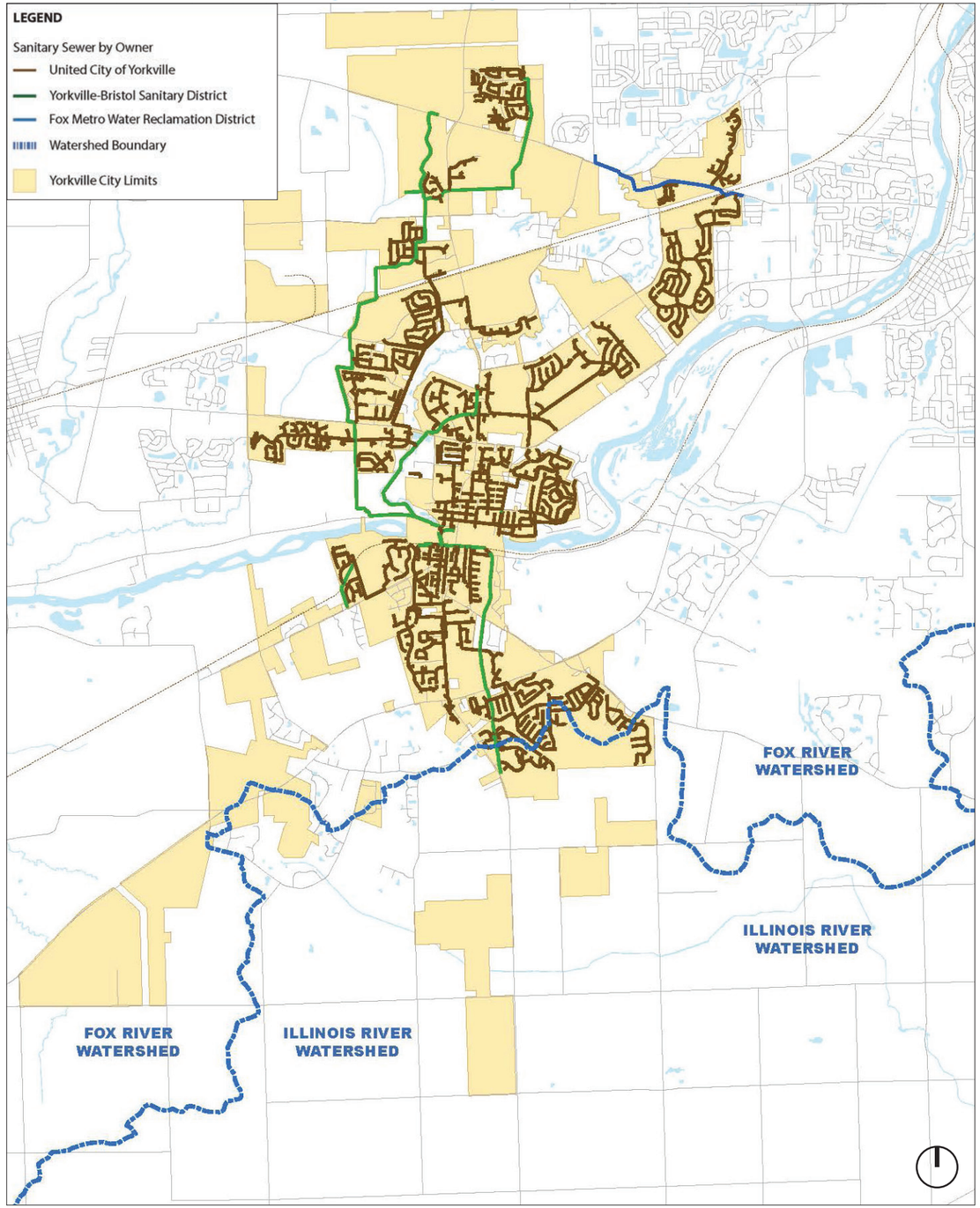



*Figure 7.8 - Existing Sanitary Network*

# INFRASTRUCTURE SYSTEMS STRATEGIES

## GOAL

***Ensure City infrastructure systems are updated and modernized to meet current and future needs of Yorkville residents***

## POLICIES

- **Update the City water supply infrastructure plan.**
- **Coordinate sanitary system improvements with the Yorkville-Bristol Sanitary District**
- **Evaluate and plan for future sanitary line extensions in areas where future growth and development is expected.**

### WATER SUPPLY STRATEGY

It was determined through the planning process that the current water supply infrastructure plan was outdated and will need to be revised to accommodate system maintenance and future growth. The City should update the water supply infrastructure plan in the near-term.

### SANITARY SYSTEM STRATEGY

The jurisdiction of the Yorkville-Bristol Sanitary District includes most of the City. The wastewater treatment plant is near capacity and expansion plans need to be considered. An overall plan for expansion of the treatment system should be prepared by the Yorkville-Bristol Sanitary District. Given the impact that the Sanitary District has on Yorkville's future growth, planning for future expansion of the system needs to be closely coordinated with the City of Yorkville.

### SANITARY AND WATER MAIN LINE EXTENSION

Since the City going forward will be experiencing more measured growth in both residential and commercial development, development policies overall should focus on infill development – development that can utilize existing main sanitary and water main lines rather than extending these lines to areas with no expectations of development over the time horizon of this Comprehensive Plan. While mainline extensions are required to be installed by developers at no cost to the City, extending these lines can increase incremental costs to the users. Stated differently, a few people making use of a utility line will have to pay more than more people using the same main line. This is not to suggest that new main lines should not be built or extended; however, they should be evaluated very carefully before an extension occurs. In addition, the preparation of sanitary and water infrastructure plans should carefully address the issue of extending main lines in light of anticipated growth trends.

# PLANNING AREAS, MUNICIPAL BOUNDARIES, AND GROWTH MANAGEMENT

The purpose of this section is to explain how utility infrastructure affects the municipal boundaries and growth patterns of the City. The ability of Yorkville to grow is very much a function of its capability to provide water and service. As Yorkville grows and develops it needs to consider what its future boundaries will be. This discussion is then used to present findings that assist in making planning recommendations.

### MUNICIPAL PLANNING AREA AND EXTRATERRITORIAL JURISDICTION

A municipal planning area and extraterritorial jurisdiction, while sometime referred together, are not the same thing. A municipality can plan to grow its boundaries as far as it wants to. However, by Illinois State Statures, its comprehensive plan and territorial jurisdiction can only extend for one and one-half miles beyond its border. If there are other municipalities within that mile and one-half, then the planning area is equidistant between the two municipalities. State regulations allow a municipality to exert some control over development that falls outside its corporate limits but within its territorial jurisdiction with the understanding that these areas may eventually be annexed by the municipality. The municipality can

**Figure 7.9 - Boundary Agreements**

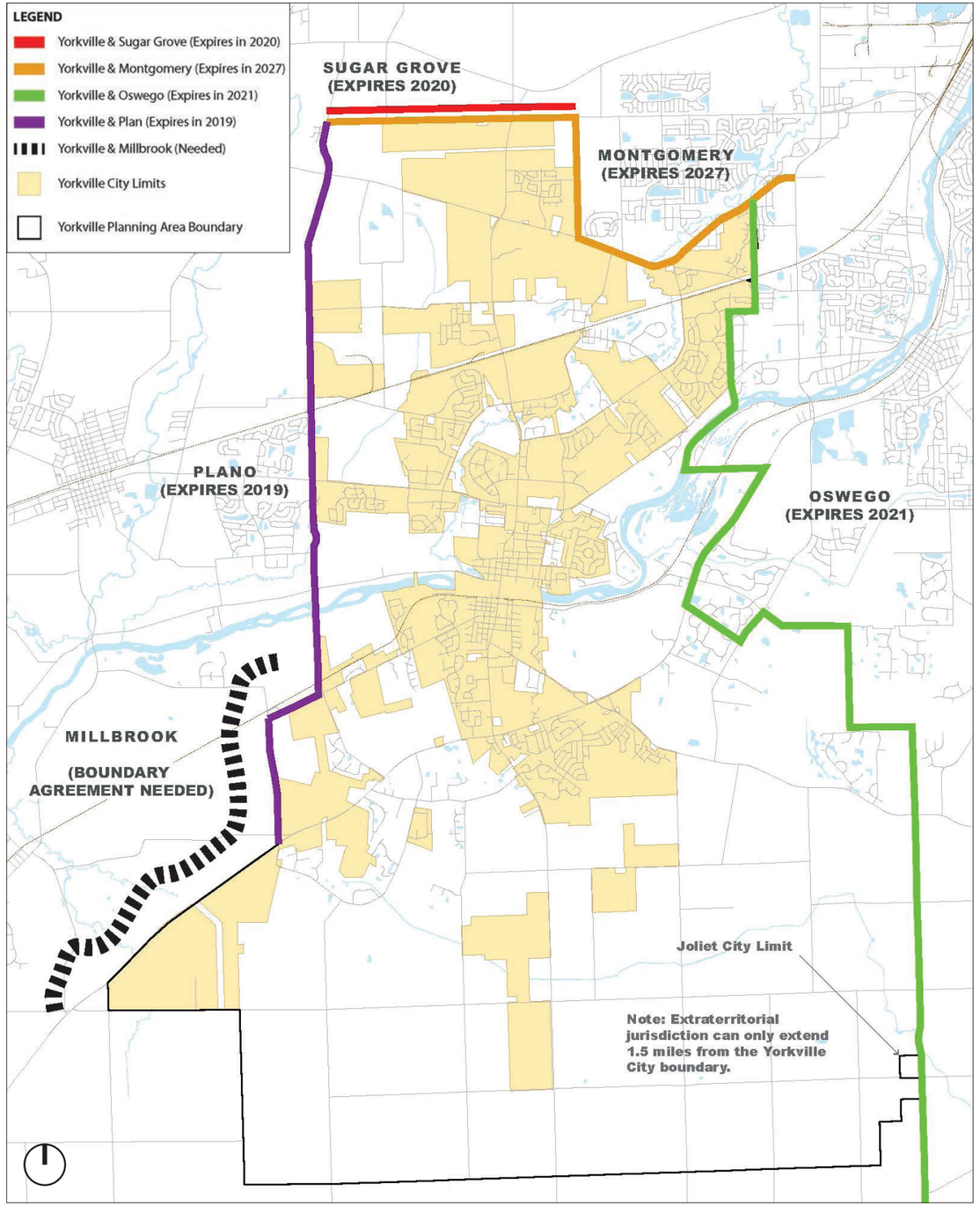



*Figure 7.9 - Boundary Agreements*



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influence the land use and impose its standards on roadways and infrastructure.

The City of Yorkville has completed a number of boundary agreements with its neighboring municipalities that are used to define the planning area. These boundary agreements allow for thought out growth and clear demarcation of future city limits. It prevents the interlocked boundary lines that can occur when municipalities do not work together. The status of the boundary agreements is shown in Figure 7.9. Some of the boundary agreements will expire in the next decade and will need to be updated. The Village of Millbrook is now close to the United City of Yorkville borders and a boundary agreement should be considered.

The 2008 Comprehensive Plan shows a planning boundary area to the south that is much greater than one and a half miles. While Yorkville can plan to grow into this area, its territorial jurisdiction can only extend a mile and a half beyond its municipal limit. Figure 7.9 shows that the City of Joliet has extended its municipal boundary into Yorkville planning area, as designated on the 2008 Comprehensive Plan. However, Joliet remains more than a mile and a half from the current Yorkville city limits. The City should consider developing a boundary agreement with the City of Joliet.

## MUNICIPAL BOUNDARIES AND GROWTH MANAGEMENT

Due to the growth that occurred in the 2000s, the City witnessed leap frog development that has resulted in scattered municipal boundaries. Another way of looking at this is to say that the City boundaries grew out along the tentacles of the utility systems. In some areas on the outskirts of the City the municipal boundaries are beyond the current reach of the utility system.

With the growth slowdown, it would be better to focus on infill development. That is, promote development that could use existing water and sanitary systems rather than extending the system. This sort of policy would promote economies of scale for providing municipal services. Contiguous municipal boundaries without unincorporated voids are easier to service. For example, a police car has to travel from incorporated to unincorporated and then to incorporated boundaries. This same principle applies to roadway maintenance and utility service (water and sanitary). This adds expense to the provision of infrastructure and services.

The City has the authority to exert greater control over future development in unincorporated Kendall County that falls within its extraterritorial jurisdiction. Figure 7.10 shows the subdivisions outside Yorkville that fall within the planning area. While these are outside the City limits, they are still part of the community and may still utilize City roads, parks, or other city facilities. Annexation of these areas after they are built is very difficult as it requires approval of residents. Therefore, it is recommended that Yorkville should work with Kendall County to either annex future development into the City or ensure that unincorporated subdivisions adhere to the United City of Yorkville's roadway, sidewalk, and subdivision standards.

Figure 7.10 also illustrates areas that are surrounded by Yorkville municipal limits. Under Illinois Statutes, a municipality can annex areas that are less than 60 acres and surrounded by the City.

Figure 7.11 shows the Yorkville City and planning area Boundaries including those of the YBSD. The lack of congruency in boundaries is most visible in the area south of Fox River. When the water supply plan and sanitary district plan are updated, they should be in a coordinated fashion that takes into account realistic growth projections for the next ten to twenty years.

**Figure 7.10 - Existing Development**

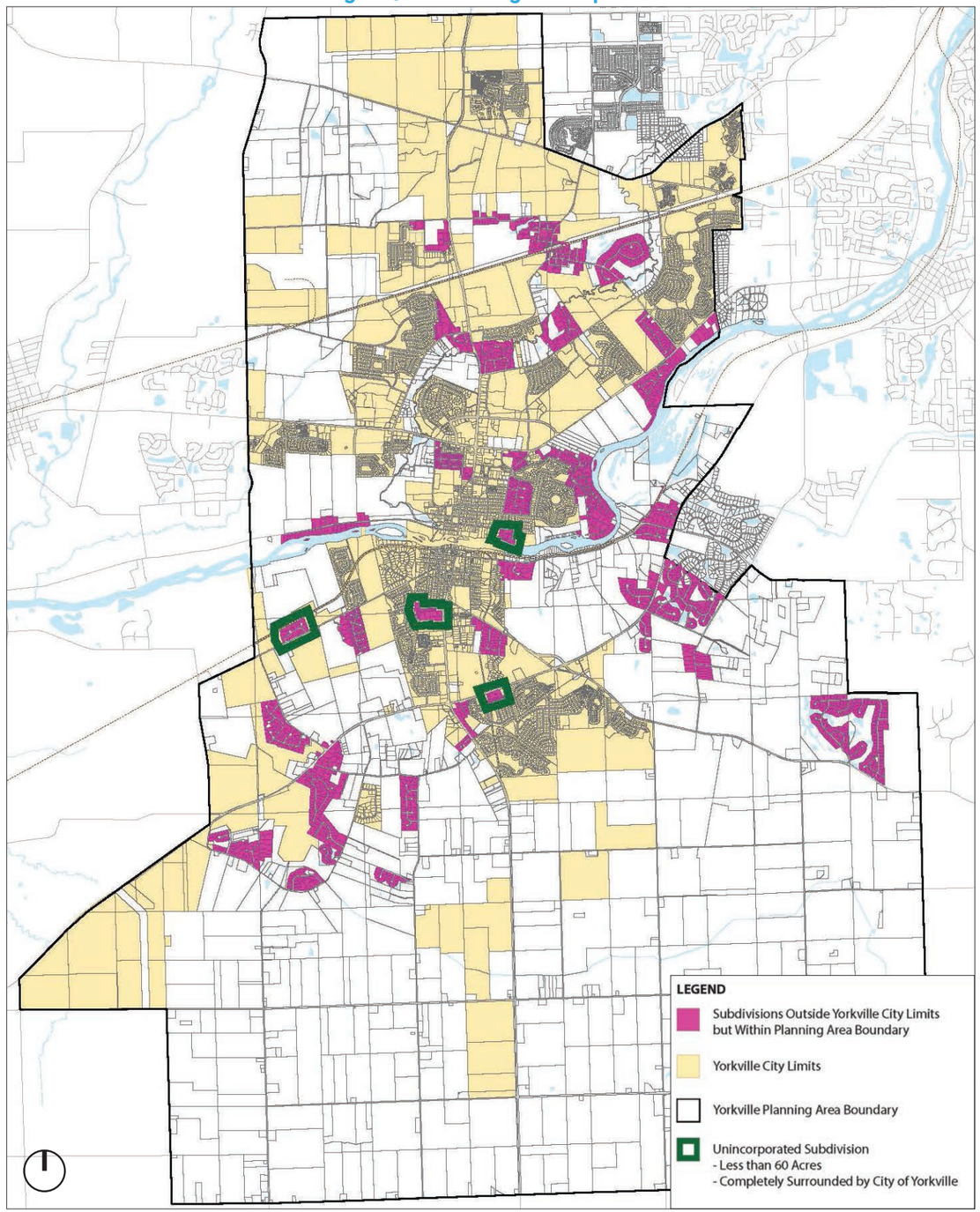



*Figure 7.10 - Existing Development*

## SUMMARY OF MUNICIPAL BOUNDARIES AND GROWTH MANAGEMENT ISSUES

**The following are key observations and issues related to municipal boundaries and growth management issues in Yorkville:**

- The City has established boundary agreements with most neighboring municipalities. This is a very good practice that allows for orderly growth and clear demarcation of municipal limits. Some of these boundary agreements will need to be updated in the next decade. A boundary agreement with Millbrook and Joliet should be considered.
- To the south there are no municipalities within one and a half miles. The planning area at this location should remain at the full one and half miles currently shown. In some places the planning area can extend beyond the current designation.
- Some of the City's planning area extends beyond one and a half miles. This is okay, but its comprehensive plan and territorial jurisdiction can only extend one and a half miles.
- Given current slow growth patterns, it is not likely that the City will grow to the south in the near future. This growth may be slowed by the Fox River/Illinois River watersheds ridge line.
- The City should consider a policy that focuses on encouraging development that utilizes existing sanitary and water main lines before extending these lines until such time when growth accelerates. This policy would decrease incremental or per capita costs associated with water and sanitary service. Encouraging infill development also can help to reduce other municipal operating costs on a per capita basis.
- The City should consider annexing areas that are surrounded by the City and are fewer than 60 acres.
- The water supply system and sanitary system plans need to be updated. The updates should be done in a collaborative manner with a realistic evaluation of potential growth for the next ten to twenty years.
- The City should exercise development control over new development in Kendall County that falls within the City's extraterritorial jurisdiction. This could be done by working with the County to annex such subdivision developments or ensure that Yorkville's development standards are considered and implemented.





**Figure 7.11 - Planning Areas**

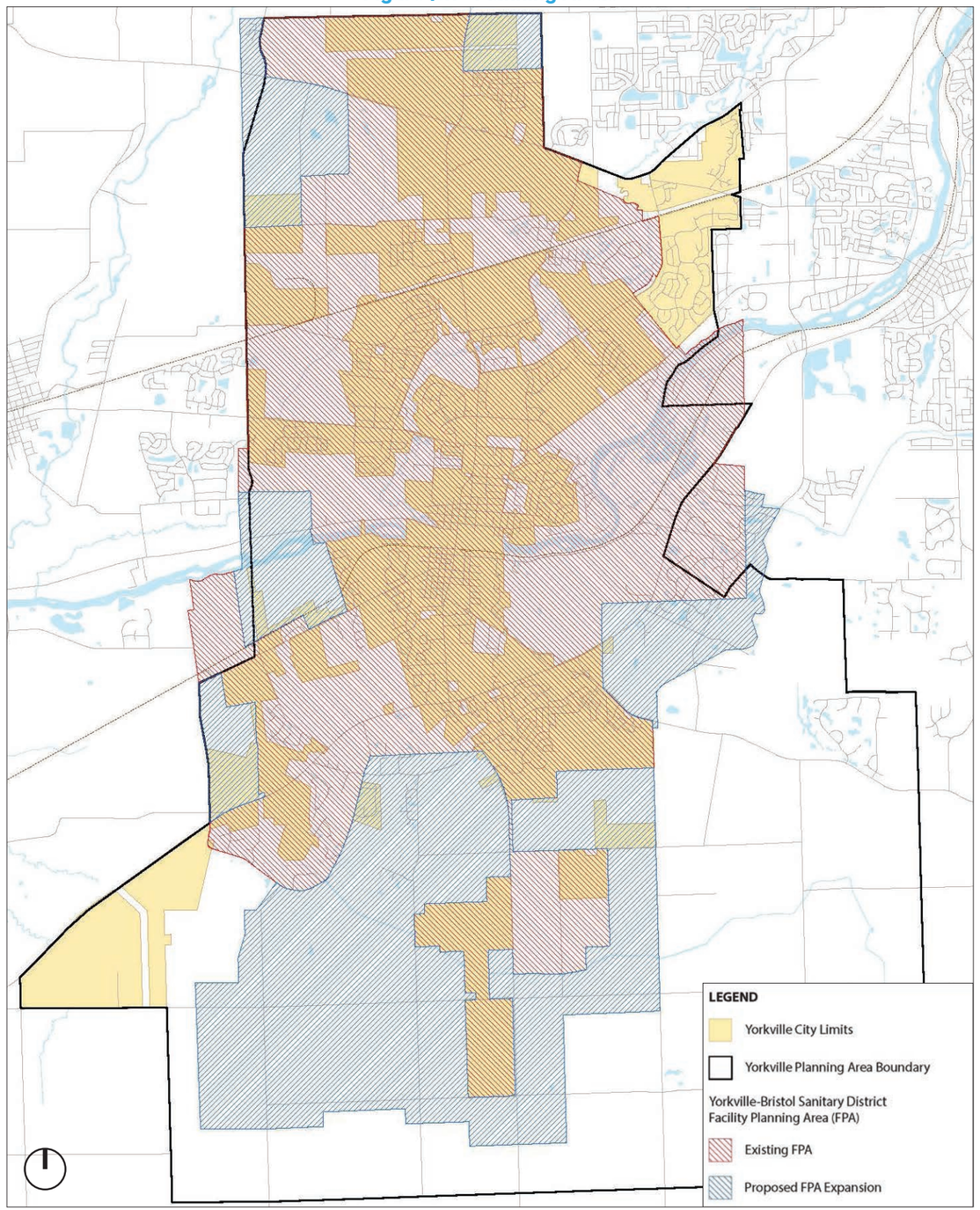



*Figure 7.11 - Planning Areas*



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# MUNICIPAL BOUNDARIES AND GROWTH MANAGEMENT STRATEGIES

**GOAL**

***Implement a growth management strategy.***

**POLICIES**

- **Pursue new and updated boundary agreements with neighboring communities.**
- **Coordinate with Kendall County on annexations of subdivisions within Yorkville's extraterritorial jurisdiction.**

## PLANNING BOUNDARY STRATEGY

The City identified planning boundaries in the previous Comprehensive Plan. The Yorkville planning boundary is well established to the west, east and north through boundary agreements with neighboring municipalities. Over the course of the next 15 years, these agreements will need to be updated.

The southern part of the planning area needs careful review and updating. An agreement with the Village of Millbrook is recommended since Yorkville is now within a mile and a half of the Village due to annexations that have occurred within the last ten years. The City of Joliet has extended into the Yorkville planning area. The City should also development a boundary agreement with the City of Joliet.

To the south and southeast, the City's planning boundary extends beyond its extraterritorial jurisdiction. Extraterritorial jurisdiction as defined by Illinois state statute as extending a mile and a half from a municipality's borders. Extraterritorial jurisdictions refers to a municipality's ability to control development in unincorporated areas with the understanding that these areas may someday be in the municipality. Yorkville's planning area extends beyond its extraterritorial jurisdiction and that is acceptable; however, some reconsideration of the boundary is in order. The planning area should be reconsidered while boundary agreements with Joliet and Millbrook are being developed. Also, the preparation of water and sanitary infrastructure plans should address how future main lines may affect the City's reach since it may be problematic to extend water and sanitary sewer main lines to the southern reaches of the planning boundary.

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## GENERAL ANNEXATION STRATEGY

A number of subdivisions, approved by Kendall County, have built in unincorporated areas close to the City's borders. The proximity of these subdivisions to the City would suggest that they should be in the City rather than unincorporated areas. This planning concept is based on the notion that the City will eventually grow and surround these subdivisions. Therefore, the City should control and regulate these subdivisions from the outset. The City should coordinate with Kendall County to encourage these new subdivisions to annex into the City. At the minimum, the City should use its extraterritorial jurisdictional powers to ensure that the new subdivisions are built to the City rather than County's standards.

Areas that are less than 60 acres and completely surrounding by the City can involuntarily be annexed into the City. Yorkville can better control its future boundaries by annexing these areas.



*Unincorporated land near Yorkville, Illinois*

# PARKS AND OPEN SPACE LAND USE

Within the planning area, Yorkville's parks and open space areas comprises 2,526 acres, which represents 5.6 percent of Yorkville's total planning area. This section summarizes general parks and open space conditions. In general, Yorkville is amply served by parks managed and owned by the United City of Yorkville and other public and private entities.

## EXISTING PARKS AND OPEN SPACE AREAS

Yorkville's Parks and Recreation Department owns and manages approximately 268 acres of park land and open space throughout the community with a vast majority located north of the Fox River. These park spaces range in size and uses from mini parks or tot lots of one acre in size to regional parks of 40 acres in size or more in order to accommodate a wider range of uses and attract park users from beyond Yorkville. Other neighborhood and community park ranges in size from two to ten or more acres in size to accommodate the recreational needs of one or more neighborhoods and incorporate facilities such as play spaces and playground equipment, basketball and tennis courts, ball fields, pedestrian and bicycle paths, and complexes for sport tournaments. Natural resource areas are also found throughout Yorkville with an intent on maintaining wooded and forested areas while allowing some space for picnic areas and walking trails. Yorkville's two regional parks, Bristol Bay and Steven G. Bridge Park, are the two largest in the system at 65 and 56 acres respectively. The Beecher Park athletic complex adjacent to the public Library and the Beecher Community Center is at 20 acres. Riverfront Bicentennial Park is regarded by many Yorkville stakeholders as the community's showcase park given its location adjacent to the Fox River and the introduction of the rapids chute in recent years.

Beyond the City-owned parks, there are 15 Kendall County Forest Preserve facilities which are located within the planning area, including the Hoover Outdoor Educational Center, which at 400 acres is one of the largest park and open spaces within the Yorkville planning area. The Educational Center provides outdoor learning experiences and a living history area for Yorkville area students and residents. The Kendall County Fairgrounds is also located in Yorkville at the Harris County Forest Preserve at Illinois Route 71 and East Highpoint Road, which, in addition to hosting the annual Kendall County Fair, also maintains a horse arena, a lake, picnic shelters, and trails. To Yorkville's




*Hometown Days Summer Festival at the Beecher Center*

**Figure 7.12: Existing Park / Open Space Land Use Areas**

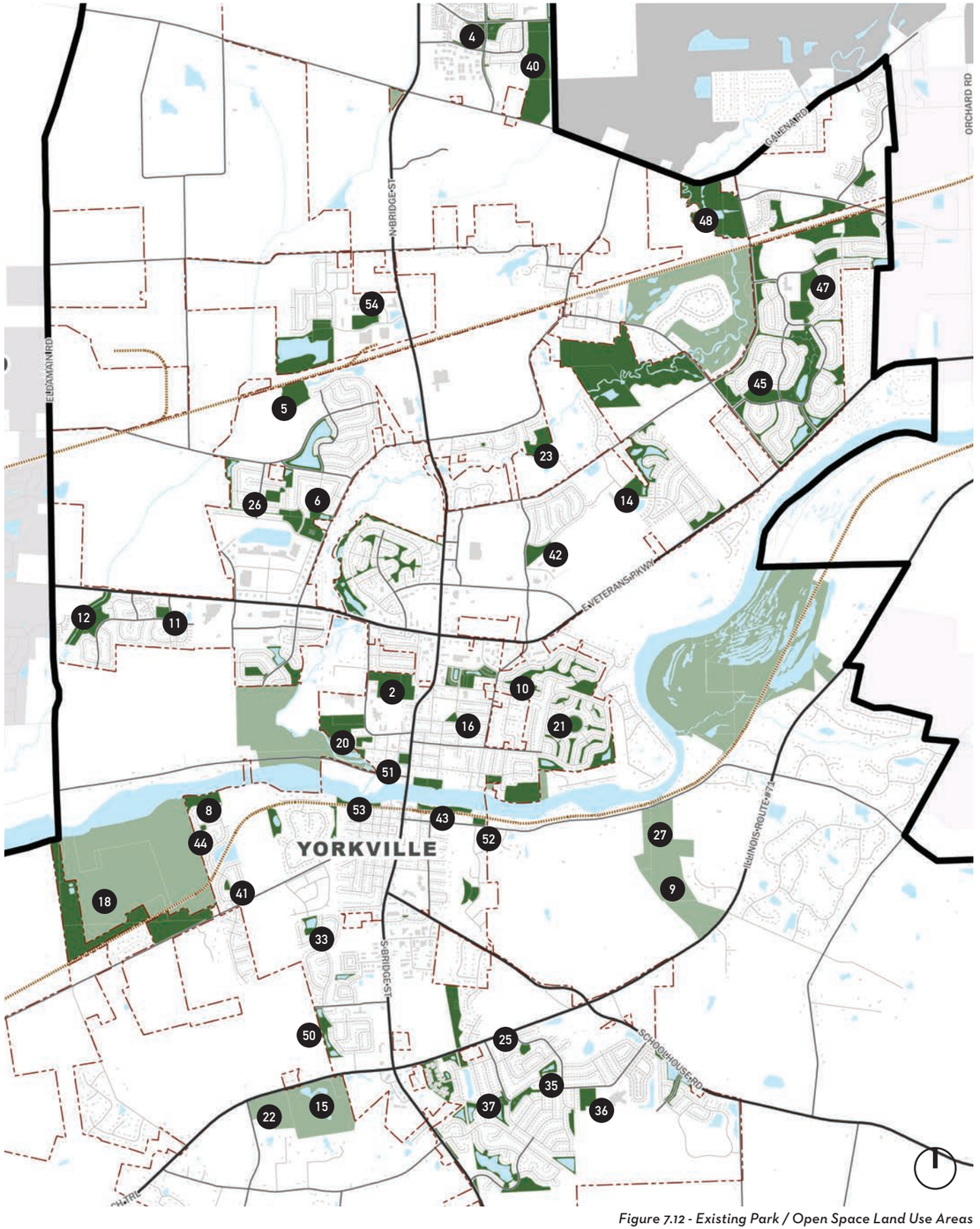



*Figure 7.12 - Existing Park / Open Space Land Use Areas*



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## Table 7.4: Existing Park / Open Space Land Use Areas

| PARK | KEY | ACRES | TYPE |
|---|---|---|---|
| Baker Woods Forest Preserve | 1 | - | Forest Preserve |
| Beecher Park | 2 | 20 | Athletic Complex / Community Park |
| Blackberry Creek Forest Preserve | 3 | - | Forest Preserve |
| Bristol Bay Park A | 4 | 3 | - |
| Bristol Station Park | 5 | 12 | Community Park |
| Cannonball Ridge Park | 6 | 3 | Neighborhood Park |
| Cobb Park | 7 | 1 | Mini Park |
| Crawford Park | 8 | 6 | Natural Resource Area |
| Dick Young Forest Preserve | 9 | - | Forest Preserve |
| Emily Sleezer Park | 10 | 1 | Mini Park |
| Fox Hill East Park | 11 | 4 | Neighborhood Park |
| Fox Hill West Park | 12 | 19 | Neighborhood Park |
| Gilbert Park | 13 | 1 | Mini Park |
| Green's Filling Station Park | 14 | 6 | Neighborhood Park |
| Harris Forest Preserve | 15 | - | Forest Preserve |
| Hiding Spot Park | 16 | 1 | Mini Park |
| Hollenback Sugarbrush Forest Preserve | 17 | 1 | Forest Preserve |
| Hoover Educational Center | 18 | 400 | Forest Preserve |
| Jay Woods Forest Preserve | 19 | - | Forest Preserve |
| Jaycee Pond | 20 | 7 | Natural Resource Area |
| Junior Women's Club Park @ Heartland Circle | 21 | 5 | Neighborhood Park |
| Kendall County Fairgrounds | 22 | - | Fairgrounds |
| Kendall County Forest Preserve | 23 | - | Forest Preserve |
| Kendall County Forest Preserve | 24 | - | Forest Preserve |
| Kiwanis Park | 25 | 2 | Neighborhood Park |
| Kylan's Ridge Trail Space | 26 | - | Trail Space |
| Lyons Forest Preserve | 27 | - | Forest Preserve |
| Meramech Forest Preserve | 28 | - | Forest Preserve |
| Millbrook North Forest Preserve | 29 | - | Forest Preserve |
| Millbrook South Forest Preserve | 30 | - | Forest Preserve |
| Newark Forest Preserve | 31 | - | Forest Preserve |
| Pickerill-Pigott Forest Preserve | 32 | - | Forest Preserve |
| Price Park | 33 | 1 | Neighborhood Park |
| Purcell Park | 34 | 1 | Mini Park |
| Raintree Village Park A | 35 | 1 | Mini Park |
| Raintree Village Park B | 36 | 7 | Playground |
| Raintree Village Trail Space | 37 | - | Trail Space |
| Raintree Village Trail Space | 38 | - | Trail Space |
| Raintree Village Trail Space | 39 | - | Trail Space |
| Regional Park at Bristol Bay | 40 | 65 | Regional Park |
| Rice Park | 41 | 1 | Mini Park |
| Riemenschneider Park | 42 | 7 | Neighborhood Park |
| Riverfront Park | 43 | 5 | Community Park |
| Rivers Edge Park | 44 | 1 | Mini Park |
| Rotary Park | 45 | 12 | Neighborhood Park |
| Silver Springs State Park | 46 | - | State Park |
| Stepping Stones Park | 47 | 7 | School/Park Site - Neighborhood Park |
| Steven G. Bridge Park | 48 | 56 | Regional Park |
| Subat Forest Preserve | 49 | - | Forest Preserve |
| Sunflower Park | 50 | 2 | Neighborhood Park |
| Town Square Park | 51 | 3 | Community Park |
| Van Emmon Park | 52 | 2 | Community Park |
| West Hydraulic Park | 53 | 1 | Mini Park |
| Wheaton Woods | 54 | 5 | Natural Resource Area |

*Source: United City of Yorkville GIS*

*Source: United City of Yorkville GIS*

eastern quadrant along the southern bank of Fox River is Saw Wee Kee Park managed by the Oswegoland Park District; this park is adjacent to other open space and forest preserve land administered by other private sector entities and the State of Illinois. To the north along the intersection of Kennedy and Bristol Ridge Roads is the Blackberry Oaks Golf Course; directly to the west of the golf course is 80 acres of open space owned by Openlands, a regional non-profit land and nature conservation organization. The land was conveyed to Openlands in an effort to preserve wilderness and open space areas in Yorkville. Other parks, recreational facilities and open spaces are also owned and managed by individual Yorkville homeowner associations. Silver Spring Park and the Mies van der Rohe-design Farnsworth House are located directly west of Yorkville.

## PARKS AND OPEN SPACE NEEDS ANALYSIS

The 2008 Parks and Recreation Master Plan suggested several recommendations for parks and recreational facility standards based on park planning standards promulgated by the Illinois Department of Natural Resources and the National Recreation and Park Association. For the most part, Yorkville meets the majority of the standards and provides more than adequate park facilities for its residents within close proximity to residential neighborhoods. Recommendations proposed in the Master Plan include the need to link parks and public spaces through a system of paved trails and greenways, locating a community athletic park with good access from Route 47 and available land, a lighted sports facility, and to continue developing greenways and trail locations throughout Yorkville (bike and pedestrian trails are discussed in the transportation chapter). A water-spray park feature in one of Yorkville's neighborhoods was also considered a top priority.

During this comprehensive planning process, community stakeholders have expressed the need to develop a recreational facility for indoor activities and a new park on the City's south side that could be in the range of 50 to 100 acres. Some planning has already been undertaken for the recreational facility by the Parks and Recreation Department. The Department also needs a new maintenance building given that future park maintenance needs are projected to be more significant in the future. In addition, the Department has tried to attract baseball tournaments; however, only one field is currently lighted. The Department also owns property west of the Illinois Route 47 bridge, which could be an opportunity for a fishing pier or some other amenity along the Fox River. There already is a fishing pier east of the canoe chute.



*Fox River Looking East from Downtown*

## OPEN SPACE ZONING DISTRICTS

Development of parks and open space is regulated by one of two open space zoning districts, outlined below:

### OS-1 Open Space (Passive)

The OS-1 Open Space (Passive) District is intended to govern the use of city-owned passive green space and park land. The regulations are intended to provide for the protection, conservation, and utilization of high-quality natural resources; preservation of wildlife habitats; creation of scenic vistas; provision of public gathering areas or facilities for safe and accessible outdoor space; connectivity between other green infrastructure via bike and hiking trails and paths; and maintain or establish appropriate buffers between differing land use types or intensities. Permitted uses include bicycle trails, community gardens, conservation areas, hiking paths, parks, and stormwater detention facilities. Front yards are required to be at least thirty feet and side yards are required to be at least ten feet or a distance equal to 50% of the building height, whichever is greater, when adjacent to a residential district. Rear yards are required to be at least twenty feet or a distance equal to 50% of the building height, whichever is greater, when adjacent to a residential district. Building height is limited to six-stories or eighty feet.

### OS-2 Open Space (Recreational)

The OS-2 Open Space (Recreational) District is intended to govern the use of city-owned recreational areas and park land. These regulations are intended to provide safe and accessible indoor and outdoor leisure and entertainment space for the general public while maintaining or establishing an appropriate buffer between differing land use types or intensities. Permitted uses include community centers, playgrounds, recreation centers, amphitheaters, and outdoor music venues. Front yards are required to be at least thirty feet and side yards are required to be at least ten feet or a distance equal to 50% of the building height, whichever is greater, when adjacent to a residential district. Rear yards are required to be at least twenty feet or a distance equal to 50% of the building height, whichever is greater, when adjacent to a residential district. Building height is limited to six-stories or eighty feet.




*Graph 7.2 - Open Space Zoning Districts*



*Riverfront Park in downtown Yorkville*

**Figure 7.13: Open Space Zoning Districts**

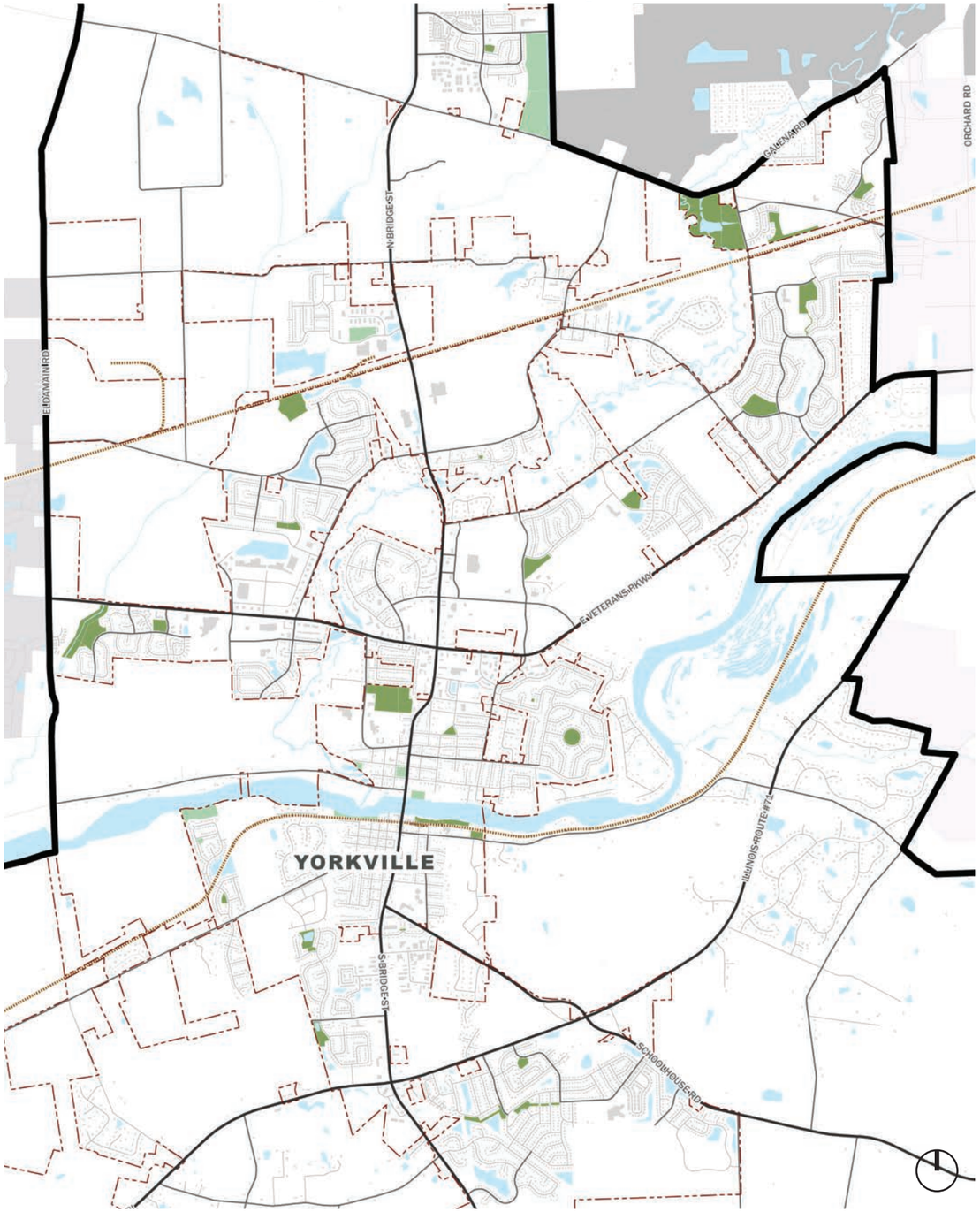



*Figure 7.13 - Open Space Zoning Districts*



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## SUMMARY OF PARKS AND OPEN SPACE LAND USE OBSERVATIONS

**The following are key observations and issues related to commercial land use in Yorkville:**

- The Yorkville community appears to be well-served by its current number of parks and recreational amenities, although the majority of parks are located north of the Fox River.
- The Parks and Recreation Department has recognized that the maintenance of the existing parks is a key priority and concern going forward. New funding and financing sources will need to be developed and could include fundraising initiatives and public-private partnerships. There already is an agreement for maintenance services on one park facility with the Yorkville Junior Women's Club.
- There have been recent community discussions about transitioning the Parks and Recreation Department into a park district as a way to maintain and enhance the Yorkville's park system. While there are benefits to becoming a park district, the Department currently saves money and resource by sharing equipment and staffing resources with other City departments.
- Yorkville stakeholders have demonstrated a high level of understanding of the needs and benefits of maintaining its open spaces and natural areas. The protection of such land in association with land trusts and non-profits such as Openlands could provide additional partnership opportunities for land conservation in areas where conservation is warranted. Development tools such as conservation subdivisions should also be explored as one way to increase open space, protect Yorkville's scenic qualities and encourage new development in more compact forms.
- The Parks and Recreation Master Plan was last prepared in 2008; a new plan will need to be developed in alignment with the goals and objectives of the updated Comprehensive Plan.




*Channel Restoration Area along the Fox River in downtown Yorkville*



*Shady Oak Grove in the Yorkville Business Park*

# PARKS AND OPEN SPACE STRATEGIES

## GOAL

***Enhance and maintain a complete parks and open space system***

### POLICIES

- **Update the Parks and Recreation Department Master Plan**
- **Promote a broad range of high-quality parks and recreational facilities that meet the needs of Yorkville residents.**
- **Integrate new park and open space elements whereever feasible in subdivision development.**
- **Explore establishment of a Yorkville Park District.**

The City of Yorkville will provide to provide and maintain a complete system of accessible parks and open spaces that allow residents and visitors to enjoy park amenities and athletic and social activities. Going forward, to accomplish this, the City of Yorkville and its Parks and Recreation Department will focus on implementing several planning objectives, including

- Ensure the City and its Parks and Recreation Department will have adequate financial resources and staff to maintain and program new and existing park facilities, as well as plan and implement future park enhancements and capital improvements.
- Plan for park and recreational amenity improvements to existing parks and recreational complexes so that they remain high-quality amenities that attract users locally, regionally and statewide.
- Encourage the creation of additional open spaces, parks and greenways in locations where such spaces are needed to meet local and neighborhood demand for new parks and recreational facilities.
- Protect the natural environment by incorporating best management practices aimed at reducing stormwater runoff, flooding, and environmental impacts of new development within the community.
- Facilitate completion of a non-motorized system of bike lanes, bike trails, pedestrian sidewalks, and pedestrian trails that connect Yorkville residents to local and regional attractions and amenities.
- Maintain and forge new partnerships with non-profit groups, community institutions and other entities in the creation, maintenance and enhancement of parks and open space in Yorkville.

The following are various strategies to achieve planning goals and objectives in Yorkville's traditional neighborhood areas:

## STRATEGY A: UPDATE THE PARK AND RECREATION MASTER PLAN

The City should update its Park and Recreation Master Plan for its park system in order to evaluate existing facilities, to assess public needs via surveys and workshops, and to develop funding strategies for future park improvements. The Plan should build upon recommendations made within this and prior community plans regarding park facility needs but in light of current development trends and the general land use planning goals and strategies presented in this Comprehensive Plan. In addition, the updated Plan should incorporate the overall park and greenway network, including open spaces as part of future conservation subdivisions. An updated parks master plan will also allow the City to be more competitive in applying for additional grant sources at the local, state, and federal levels.

### IMPLEMENTATION ACTIONS

An update to the Park and Recreation Master Plan could be underwritten through City funds or through an outside grant source.

## STRATEGY B. IMPLEMENT EXPANSIONS TO RIVERFRONT BICENTENNIAL PARK

As recommended in the Downtown section, Bicentennial Riverfront Park could be expanded both east and west of Bridge Street with the west side between Bridge and Morgan Streets considered more feasible given the location of the Parks Department building and the amount of green space that already exists along the Fox River waterfront. However, several private property parcels also exist, which could be excluded from the new park or assembled and acquired to expand the Park from the boat launch area west to Morgan Street. The east side of Bridge Street may have less encumbrances from existing buildings but land parcels may still need to be assembled going east to Van Emmon Park.

### IMPLEMENTATION ACTIONS

Implementation actions may include the purchase of properties by the City or in partnership with other entities. Grants or other outside funding could be secured for property purchase as well as the creation of a park design plan for the expanded park area.

## STRATEGY C: CONSIDER PARK AND RECREATIONAL FACILITY EXPANSIONS NEAR THE RAGING WAVE WATERPARK

Commercial area strategies have already been suggested for potential playfield and recreational space on land north of the Raging Raves Waterpark, space that could be potentially developed by the City or private entity. Land south of the Water Park could also potentially accommodate new park space. A location near the Water Park would create a recreational complex that is easily accessible along Illinois Route 47, and which would also fit the existing and preferred open space land use pattern for this portion of the Route 47 corridor.

### IMPLEMENTATION ACTIONS

Implementation actions may include the purchase of properties by the City or in partnership with other entities. Grants or other outside funding could be secured for property purchase as well as the creation of a park or facility design plan.

## STRATEGY D: EXPLORE PARK AND RECREATIONAL FACILITY POSSIBILITIES IN YORKVILLE'S SOUTH SIDE NEIGHBORHOODS

Several community stakeholders have stated the need for a park facility in Yorkville's southern neighborhoods. Although the expansion of Bicentennial Riverfront Park should be considered a higher priority park improvement for the south side, other potential new park space could be gained through the preservation of the tree grove area adjacent to the Fox Industrial area expansion zone, similar to Wheaton Woods Park in the Yorkville Business Center. In addition, a bike or walking trail could be constructed along the tree grove's utility right-of-way north to Van Emmon Street; however an easement over the right-of-way would have to be obtained and water drainage issues addressed before a trail could be made feasible.

### IMPLEMENTATION ACTIONS

Implementation actions may include the purchase of properties by the City or in partnership with other entities. Grants or other outside funding could be




*Many subdivisions, including Grande Reserve, include protected Open Space*



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secured for property purchase as well as the creation of a park or facility design. An easement for any bike and walking trail through an existing utility right-of-way on land between Illinois Route 47 and Van Emmon Street would have to be secured.

### STRATEGY E: ADD OPEN SPACE AND NEW PARKS INCREMENTALLY THROUGH CONSERVATION SUBDIVISIONS AND PLANNED UNIT DEVELOPMENTS

Yorkville has added parks and opens spaces through planned unit developments; it can also add new open space over time through conservation subdivisions. In this instance, the Parks and Recreation Department should prepare an open space network plan as part of its Park Recreation Plan update that considers greenways and open space that may be added through conservation subdivisions. A potential open space network is considered in Figure 7.14. The network should also consider lands that will remain as open space or agricultural lands in this Plan's land use strategy.

### STRATEGY F: EXPLORE PUBLIC-PRIVATE PARTNERSHIPS IN THE OWNERSHIP AND MANAGEMENT OF OPEN SPACE LANDS IN YORKVILLE

The City should consider additional opportunities to partner with other private-sector entities in the acquisition and management of parks and open spaces. For example, Corlands, and other nearby land trusts, such as the Conservation Foundation, could be potential partners in owning or managing open land generated through estate residential development or conservation subdivisions.

#### IMPLEMENTATION ACTIONS

Opportunities to involve private-sector entities in park ownership and management will evolve over time as new parks and open spaces are considered and added.

### STRATEGY G: INITIATE A COMMUNITY GARDENS PROGRAM

A community gardens program could be established and managed in co-partnership with other groups and entities to enhance neighborhood character, and increase access to green space and locally grown food. There are different ways to organize community gardening programs as some offer garden space at no cost to residents in return for maintenance and upkeep. Another method is to establish a lease program whereby a not-for-profit organization or neighborhood association creates gardens for a low fee. Yorkville should pursue grant opportunities as they arise, preferably as a joint effort between the responsible parties and the City.

#### IMPLEMENTATION ACTIONS

The Parks and Recreation Department could identify and prioritize locations for community gardens and potential neighborhood-level partners.

### STRATEGY H: ESTABLISH A YORKVILLE PARKS DISTRICT

As the Yorkville grows over the long-term and needs increase for additional parks and recreational facilities, a parks district may need to be established to help provide the financial resources necessary for administering an expanding parks and recreational facility system. A park district is an independent unit of local government that is governed by an elected board of commissioners who serve without compensation. The board of commissioners has the power to levy and collect taxes, to issue bonds, and spend money to acquire acreage, develop and maintain facilities, and establish recreation programs.

#### IMPLEMENTATION ACTIONS

A Yorkville Parks District can only established through a referendum approved by the voters.

**Figure 7.14 - Potential Open Space Network**

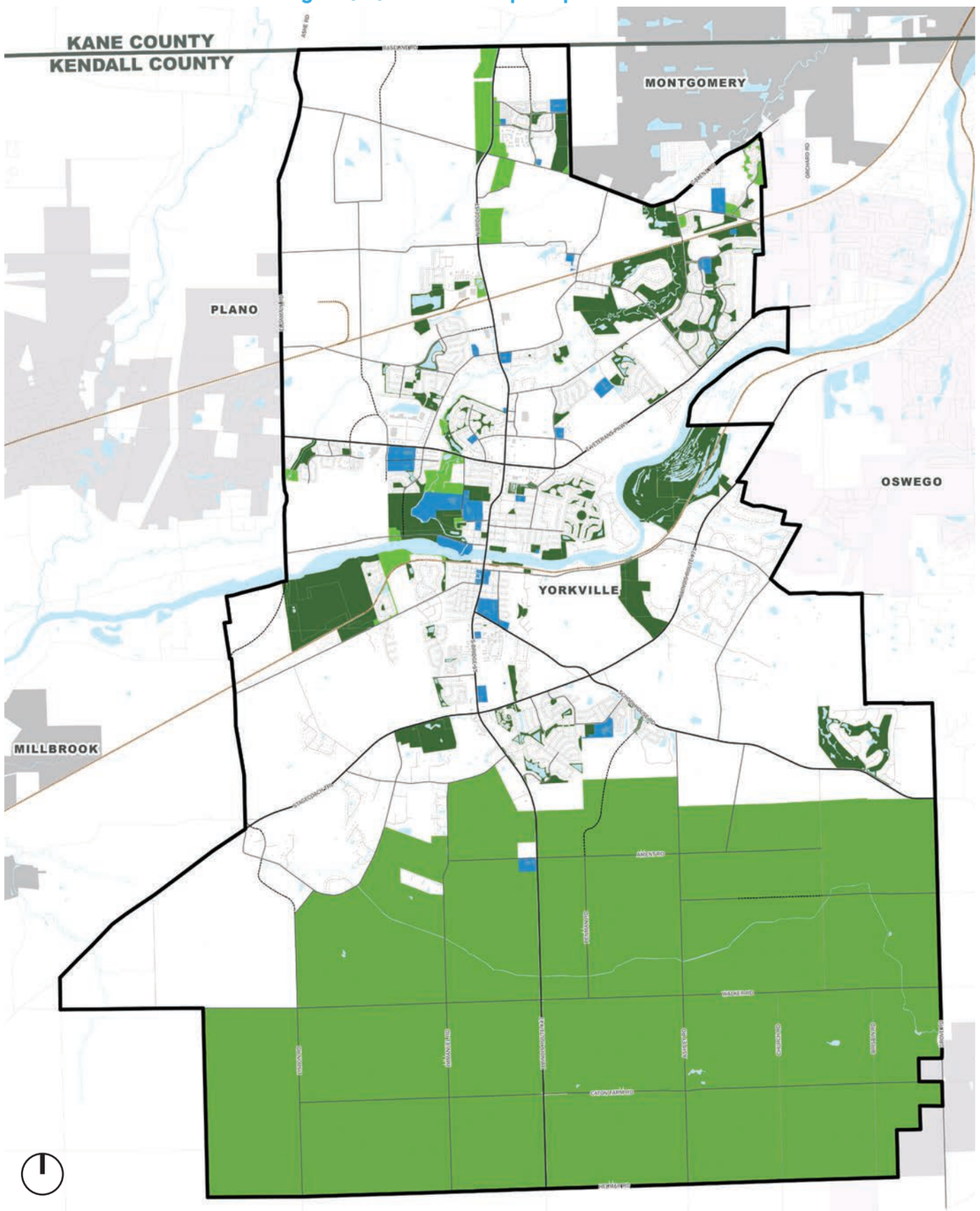



*Figure 7.14 - Potential Open Space Network*

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# Part 2: Comprehensive Plan

## Section 8: Corridors



*"Corridor areas are important in managing and guiding their future development as they define a community's development patterns, landscapes and streetscapes, relationship to surrounding neighborhoods, and overall visual character and appearance."*

# Goals and Policies for Corridors

## Goals

***Promote orderly growth along Illinois Route 47 and enhance and maintain the corridor's visual environment and land use pattern.***

***Maintain the unique visual, scenic and environmental qualities of Eldamain Road while encouraging compatible development in appropriate development.***

## Policies for Decisions Makers

- Concentrate new development in existing residential areas, commercial zones and industrial parks.
- Ensure that proposed new residential, business and industrial uses are compatible with surrounding areas and corridor character.
- Implement gateway, wayfinding, landscaping and other placemaking treatments.
- Promote high quality development design.
- Consider zoning overlays, new design standards or other tools to promote desired corridor character.
- Support development options that enhance networks of open space, recreation, and environmentally-senstive land.



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# SECTION 8 - CORRIDORS

**Yorkville's main transportation corridors are critical elements to Yorkville's urban form and economic vitality as they contribute to the City's visual character, development patterns, and relationships to surrounding neighborhoods and land uses. They also function as important gateways into Yorkville. As portions of these corridors have developed over time, there remains significant opportunities to plan where future development should occur while preserving and enhancing each corridor's unique physical setting.**

## OVERVIEW

Yorkville's main corridor, Illinois Route 47 (Bridge Street) is located within the central part of the city, connecting it with communities located to the north in Kane County and to Interstate 88, and to areas to the south within Kendall County and to Interstate 80. Other important corridors include Veterans Parkway (U.S. Highway 34) running east-west through Yorkville north of the Fox River, Illinois Route 71 travelling east-west along Yorkville's southern developed area, and Eldamain Road, a north-south route located along the community's western border with Plano. Corridor areas are important in managing and guiding their future development as they define a community's development patterns, landscapes and streetscapes; relationship to surrounding neighborhoods, and overall visual character and appearance. For Yorkville, its corridors should be critical planning priorities in order to achieve more consistent and predictable land use patterns and a physical environment that reinforces Yorkville's semi-rural development character.

Given the importance of Illinois Route 47 as the primary north-south transportation route through Yorkville, and the significant concentrations of residential, commercial and industrial land uses along its length, specific land use and placemaking strategies were prepared to guide future land use and development decisions. Land use strategies were also prepared for Eldamain Road as planning has been underway for the construction of a new bridge over the Fox River, although no exact timetable has been established for its construction. Establishing a direction for future growth in advance of the bridge's construction will help to maintain Eldamain Road's open space and scenic qualities while concentrating projected development in appropriate locations. Veterans Parkway and Illinois Route 71, although not subject to close study in this Comprehensive Plan, can be planned according to the same land use and urban design principles suggested for Illinois Route 47 and Eldamain Road.

Going forward, to accomplish this, the City of Yorkville will focus on implementing several planning objectives, including:

- Promote orderly and consistent land use and development patterns along Yorkville's corridors – particular land uses should be concentrated together whenever appropriate.
- Enhance corridor visual appearances through urban design and placemaking initiatives, including branding and gateway elements, and the preservation of green and open spaces.
- Ensure connectivity between land uses along corridors and adjacent areas and neighborhoods.
- Encourage high-quality development design that are in scale with surrounding buildings and landscapes.

The following are various strategies to achieve planning goals and policy objectives along Eldamain Road and Illinois Route 47.



*Illinois Route 47 in Yorkville, Illinois*



*Eldamain Road looking south to River Road*

## GOAL

***Promote orderly growth along Illinois Route 47 and enhance and maintain the corridor's visual environment and land use pattern.***

## POLICIES

- Concentrate new development in existing residential areas, commercial zones and industrial parks.
- Ensure that proposed new residential, business and industrial uses are compatible with surrounding areas and corridor character.
- Implement gateway, wayfinding, landscaping and other placemaking treatments.
- Promote high quality development design.
- Consider zoning overlays, new design standards or other tools to promote desired corridor character.
- Support development options that enhance networks of open space, recreation, and environmentally-senstive land.

# ILLINOIS ROUTE 47

Illinois Route 47 both north and south of the Fox River contains Yorkville's most significant centers of commercial and industrial activity, including the Yorkville Marketplace at Veterans Parkway, and the Fox and Yorkville Business Center industrial parks. Illinois Route 47 is also an important gateway into Yorkville as one enters the community from the north from Kane County and the south through Kendall County. A critical planning objective for Illinois Route 47 is to ensure that future commercial and industrial growth is concentrated in existing areas of developable land; in addition, existing scenic and open space areas should be maintained as gateway features. Given the length of Illinois Route 47, the corridor has been divided into two segments both north and south of the Fox River. Subzones of distinct land use and character areas have also been defined in these segments.

## NORTH OF THE FOX RIVER

The northern portion of the Illinois Route 47 corridor contains a progression of traditional residential neighborhoods, destination commercial areas, industrial parks, to residential subdivisions and open space as one travels from south to north starting at the Fox River. As stated previously, general planning objectives along Illinois Route 47 is to continue concentrating industrial and commercial development within existing areas with the far northern reaches of the corridor at Galena Road reserved for residential, agricultural and open space uses. This corridor segment has been divided into subzones where specific land use and urban design improvements should be implemented.

**Zone A - North Gateway (Baseline Road to Galena Road).** To maintain the open space and semi-rural character of this zone, a "rural character buffer" is suggested from Galena Road to the Yorkville municipal boundary on land that is partially zoned commercial, a zoning designation that could be changed to open space or agricultural. Alternatively, the buffer zone could potentially be developed for future commercial use if market demand materializes. Since this area is the entrance point into Yorkville, gateway and wayfinding elements at Baseline Road and Illinois Route 47 could be installed. Conservation or estate residential development is encouraged as adjacent land use to maintain the subzone's open space character.

**Zone B - Water Park (Galena Road to Corneils Road).** Within this zone, neighborhood retail development is suggested in support of the Raging Raves Water Park and other park and recreational activities that may be developed in the future adjacent north or south of the Water Park. The rural character buffer would be extended from the north along the entire length of the subzone. Conservation or estate residential development is encouraged as adjacent land uses to maintain the subzone's open space character.

**Zone C - Business Center (Corneils Road to Cannonball Trail).** Objectives within this include developing the remaining lots within the Fox Business Center industrial park and installing "business park" placemaking elements such as new gateways and monument signs that promote a Yorkville "brand" image. As with the other subzones above, the rural character buffer would extend along portions of the subzone. If industrial development or other land uses are considered on the eastern side of Route 47, new access drives should be aligned with Boombah Boulevard in the Yorkville Business Center.

**Zone D - Scenic Residential (Cannonball Trail to Kennedy Road).** Preserving the scenic landscape and characteristics, including vista views into Blackberry Creek are the primary planning objectives in this zone. Suburban residential development is the dominate adjacent land use.

**Zone E - Destination Retail (Kennedy Road to Walnut Street).** This zone includes Yorkville's most significant center for destination retail uses; additional large format and chain store retailing should be concentrated here on available land and outparcels. Streetscape and placemaking efforts, including the installation of identity and wayfinding signage, banners and landscaping treatments should also be pursued in this zone.

**Zone F - Traditional Residential (Walnut Street to Fox River).** As this subzone comprises Yorkville's traditional neighborhoods, planning objectives should include preserving the existing residential development pattern, and streetscape, signage branding elements installed that promote the area as a traditional residential district.

## Illinois Route 47 Corridor Existing Land Use North of the Fox River

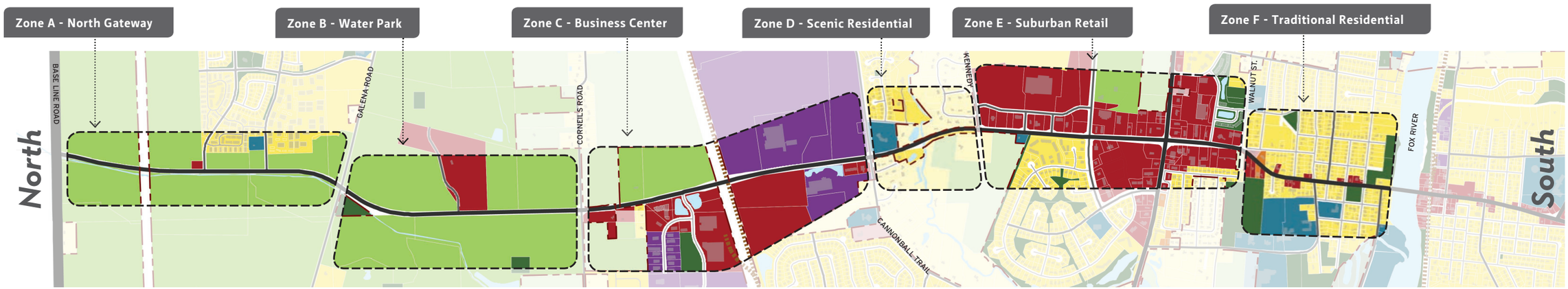


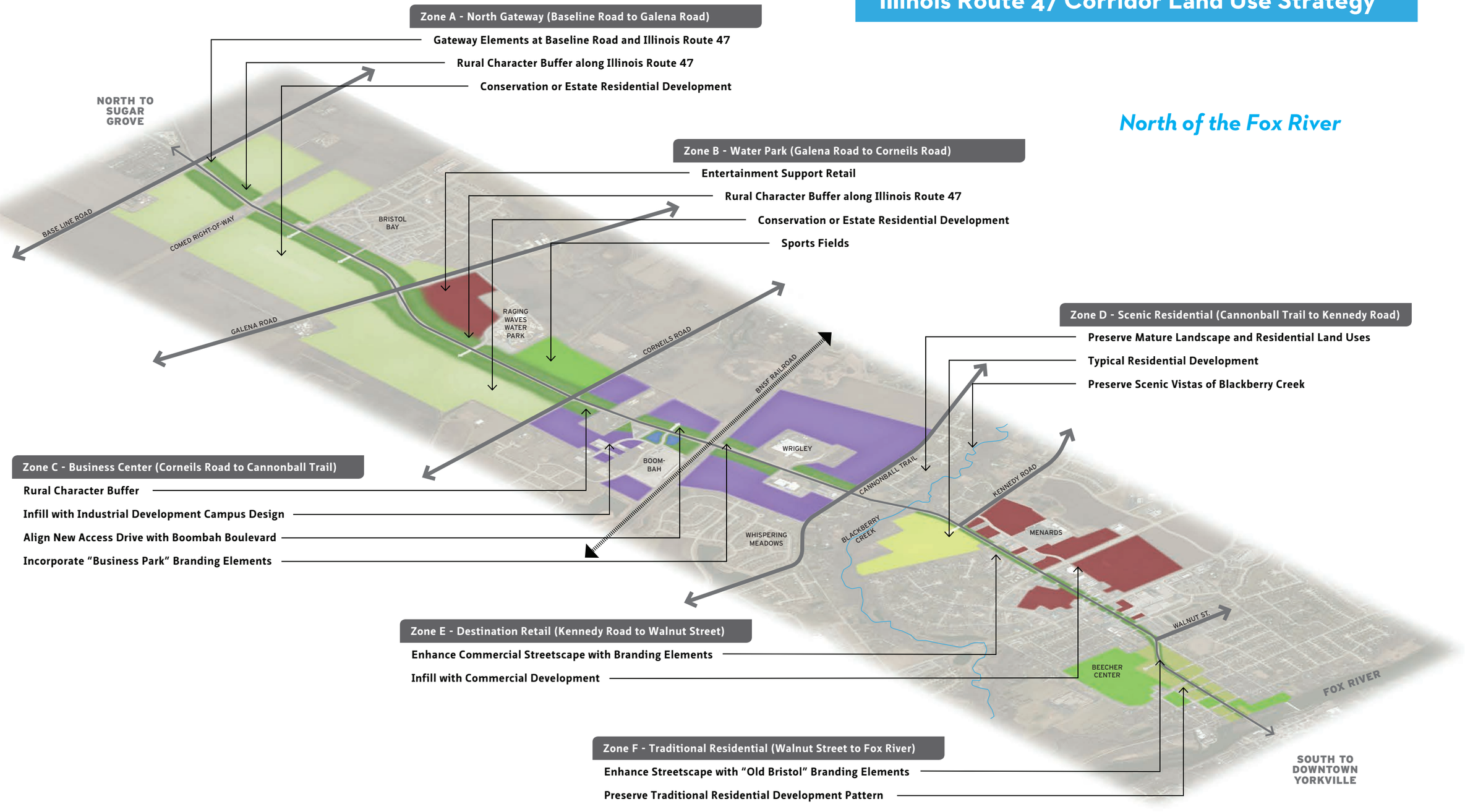

*Figure 8.1 - Existing Land Uses along Illinois Route 47 Corridor North of the Fox River*



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# Illinois Route 47 Corridor Land Use Strategy

## *North of the Fox River*




**Zone A - North Gateway (Baseline Road to Galena Road)**

- Gateway Elements at Baseline Road and Illinois Route 47
- Rural Character Buffer along Illinois Route 47
- Conservation or Estate Residential Development

**Zone B - Water Park (Galena Road to Corneils Road)**

- Entertainment Support Retail
- Rural Character Buffer along Illinois Route 47
- Conservation or Estate Residential Development
- Sports Fields

**Zone C - Business Center (Corneils Road to Cannonball Trail)**

- Rural Character Buffer
- Infill with Industrial Development Campus Design
- Align New Access Drive with Boombah Boulevard
- Incorporate "Business Park" Branding Elements

**Zone D - Scenic Residential (Cannonball Trail to Kennedy Road)**

- Preserve Mature Landscape and Residential Land Uses
- Typical Residential Development
- Preserve Scenic Vistas of Blackberry Creek

**Zone E - Destination Retail (Kennedy Road to Walnut Street)**

- Enhance Commercial Streetscape with Branding Elements
- Infill with Commercial Development

**Zone F - Traditional Residential (Walnut Street to Fox River)**

- Enhance Streetscape with "Old Bristol" Branding Elements
- Preserve Traditional Residential Development Pattern

## SOUTH OF THE FOX RIVER

The southern portion of the Illinois Route 47 corridor somewhat mirrors the corridor's northern segment, with a progression of residential subdivisions, industrial and commercial uses, and traditional neighborhoods towards Downtown Yorkville at its northern end. General planning objectives are also similar, although agricultural use and open space are defined at the corridor's far southern end to Yorkville's municipal boundary.

**Zone G - Traditional Downtown (Fox River to Schoolhouse Road).** Zone G comprises Yorkville's traditional Downtown Core and its revitalization and redevelopment should follow the strategies presented in the Prosperous City section of this Comprehensive Plan, including the potential development of a civic campus at Van Emmon Road and Illinois Route 47. Downtown's overall development pattern should be maintained and branding elements and placemaking initiatives considered to announce arrival into the district.

**Zone H - Business Park (Schoolhouse Road to Garden Street).** In this zone, the future land use strategy considers a redevelopment and expansion of the Fox Industrial Park. Placemaking elements, such as gateways or monument signs could be implemented to brand and identify the industrial park. New design standards could be adopted to guide development frontages within the industrial park and other land east and west of Illinois Route 47 within this subzone.

**Zone I – Neighborhood/Destination Commercial (Garden Street to Bonnie Lane).** Neighborhood and destination type commercial uses, including a grocery store-anchored development, should be concentrated in this zone. Similar to Zone H, placemaking elements, such as gateways, monument signs and landscaping treatments should be implemented to unify the visual appearance of new and existing commercial developments. New design standards could also be adopted to guide development frontages.

**Zone J - Suburban Residential (Bonnie Lane to Fairfax Way).** Suburban-type residential development is the dominant adjacent land use along this segment of Illinois Route 47; it also contains several Tier 1 and 2 residential subdivisions that are likely to build out over the next three to five years. Apart from this, a character buffer is recommended along the roadway to reinforce this area's semi-rural character.

**Zone K - Rural Agricultural (Fairfax Way to Caton Farm Road).** Zone K represents the far southern segment of Illinois Route 47 and will most likely remain in agricultural use or potentially developed with estate residential development or conservation subdivisions to maintain the area's semi-rural character. Planning objectives include extending the character buffer south to the municipal boundary and installing placemaking features, such as gateway signage near Fairfax Way.

Illinois Route 47 subzones are presented with further detail on the following pages:

**Illinois Route 47 Corridor Existing Land Use South of the Fox River**

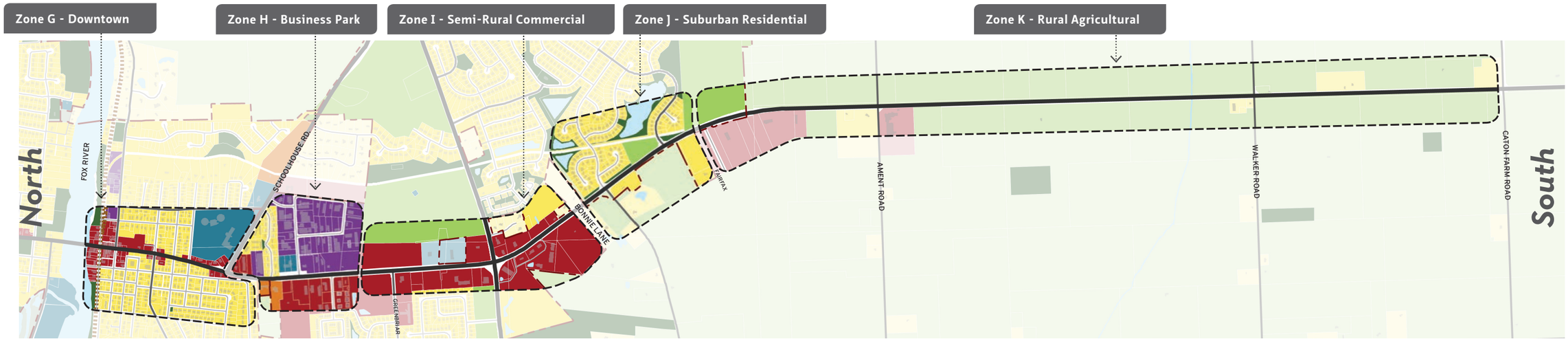



*Figure 8.2 - Illinois Route 47 Corridor South of the Fox River*



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# Illinois Route 47 Corridor Land Use Strategies

## *South of the Fox River*




**Zone G - Traditional Downtown (Fox River to Schoolhouse Road)**

- Preserve Traditional Development Pattern
- Develop "Downtown Yorkville" Branding Elements
- Create "Civic Campus" for City and County Facilities

**Zone H - Business Park (Schoolhouse Road to Garden Street)**

- Create Design Standards for Development Frontages
- Develop "Business Park" Branding Elements

**Zone J - Suburban Residential (Bonnie Lane to Fairfax Way)**

- Rural Character Buffer along Illinois Route 47
- Preserve and Enhance Residential Character

**Zone I - Destination Commercial (Garden Street to Bonnie Lane)**

- Create Design Standards for Development Frontages
- Develop "Commercial Area" Branding Elements

**Zone K - Rural Agricultural (Fairfax Way to Caton Farm Road)**

- Create Gateway Signage Near Fairfax Way
- Preserve and Enhance Rural Character
- Long-Range Conservation or Estate Residential Development

## ZONE A - NORTH GATEWAY (BASELINE ROAD TO GALENA ROAD)

The existing rural and agricultural character of Zone A serves as a gateway into Yorkville from the north. While the west side of the roadway is agricultural in land use, the east side is defined by the Bristol Bay residential subdivision. An existing 300 foot space between the roadway and the subdivision could be reserved as a greenway or rural character buffer Overall strategies in this zone include:

- Create gateway signage at Baseline Road.
- Dedicate landscape buffer along Illinois Route 47.
- Enhance roadway with rural character elements and landscaping.

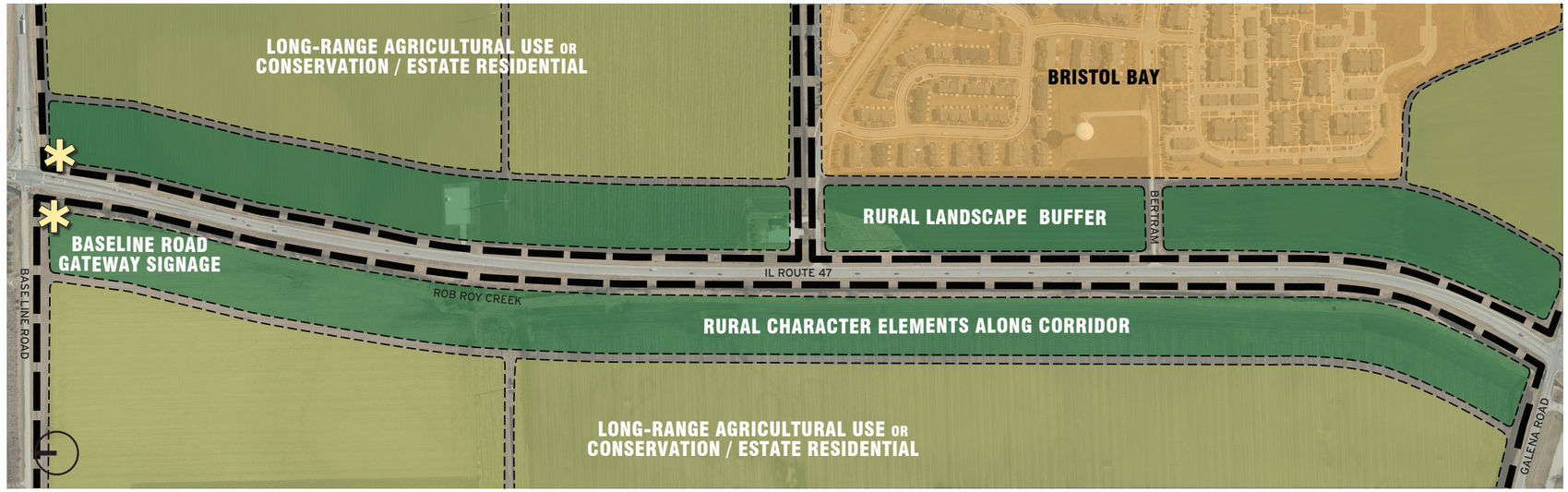



*Figure 8.3 - Zone A Future Land Use Concept*

## ZONE B - WATER PARK (GALENA ROAD TO CORNEILS ROAD)

The character of this zone is largely defined by Raging Waves Water Park, which is highly visible due to the height of water park structures. The Westbury East Village subdivision is currently dormant with no homes built; the remaining land in this zone is agricultural. Strategies in this zone include:

- Develop entertainment and support retail, such as restaurants and other commercial services, north of Raging Waves Waterpark.
- Consider sports fields or passive recreation to the north or south of Raging Waves Waterpark.
- Dedicate rural landscape buffer along Illinois Route 47.




*Figure 8.4 - Zone B Future Land Use Concept*



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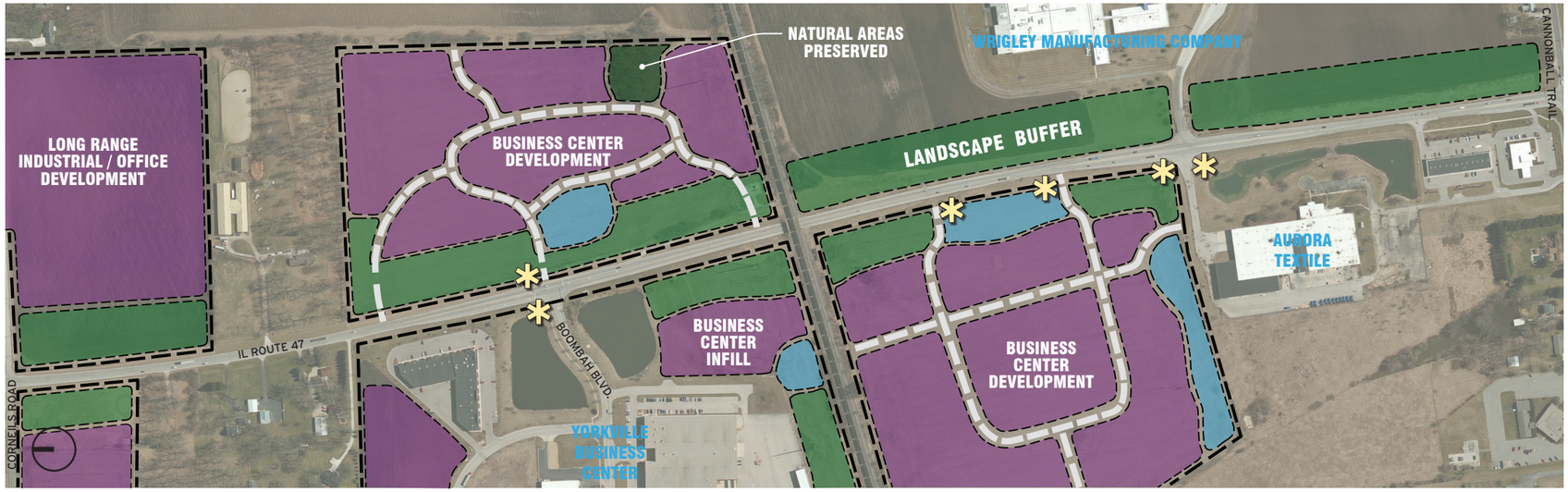



*Figure 8.5 - Zone C Future Land Use Concept*

## ZONE C - BUSINESS CENTER (CORNEILS ROAD TO CANNONBALL TRAIL)

Although primarily agricultural in land use, this zone's character is represented by the Yorkville Business Center and the Wrigley Manufacturing Company, making for a strong industrial/manufacturing complex. Strategies in this zone include:

- Install branding elements related to industrial, business, and office uses at gateways and development entrances.
- Dedicate character zone buffer along Illinois Route 47.

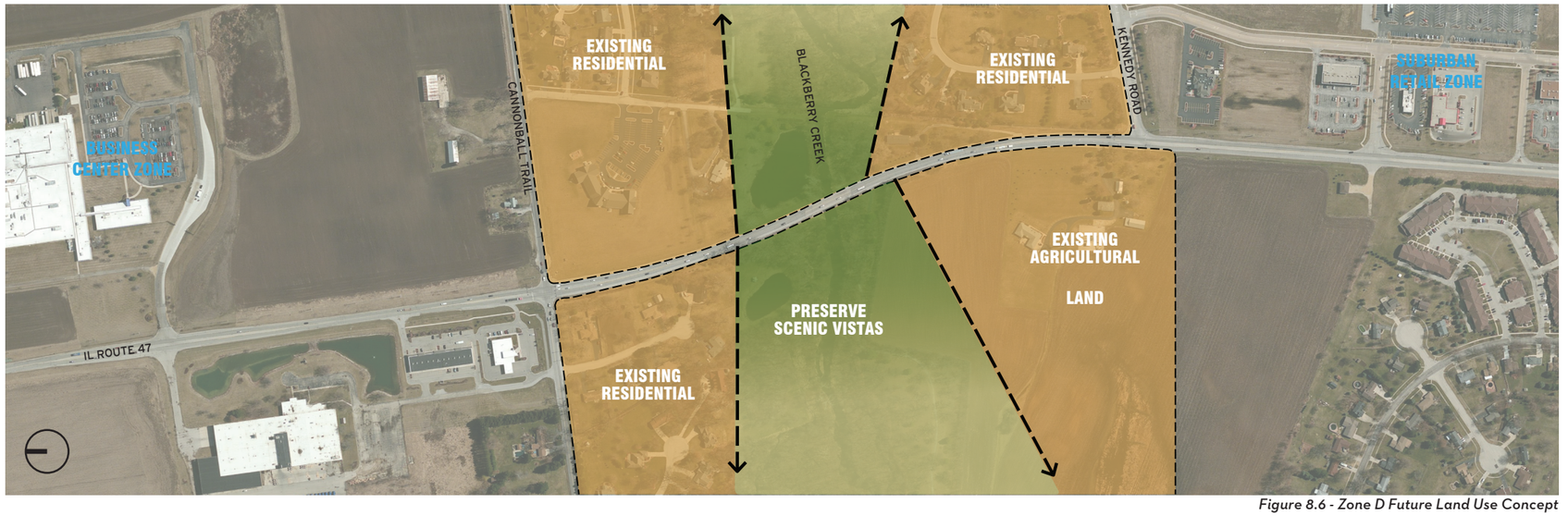



*Figure 8.6 - Zone D Future Land Use Concept*

## ZONE D - SCENIC RESIDENTIAL (CANNONBALL TRAIL TO KENNEDY ROAD)

This zone is anchored by Blackberry Creek and is characterized by a number of single-family residential developments. Trinity Church, which has a 200 foot setback, Blackberry Creek, and residential properties with mature shade trees give this zone a distinctive scenic character. Strategies in this zone include:

- Preserve scenic vistas and mature landscape elements as a buffer between the industrial areas to the north and destination retail zones to the south.
- Maintain and enhance single family residential character.

## ZONE E - SUBURBAN RETAIL (KENNEDY ROAD TO WALNUT STREET)

The majority of this zone is characterized by suburban retail consisting of out-parcels located along the roadway with big box retail behind. Portions of the west side of Route 47 are characterized by a continuous row of evergreen trees screening multi-family residential from roadway. Strategies in this zone include:

- Adopt design standards for commercial and retail use frontages.
- Develop signage, gateways and other branding elements related to commercial and retail uses.

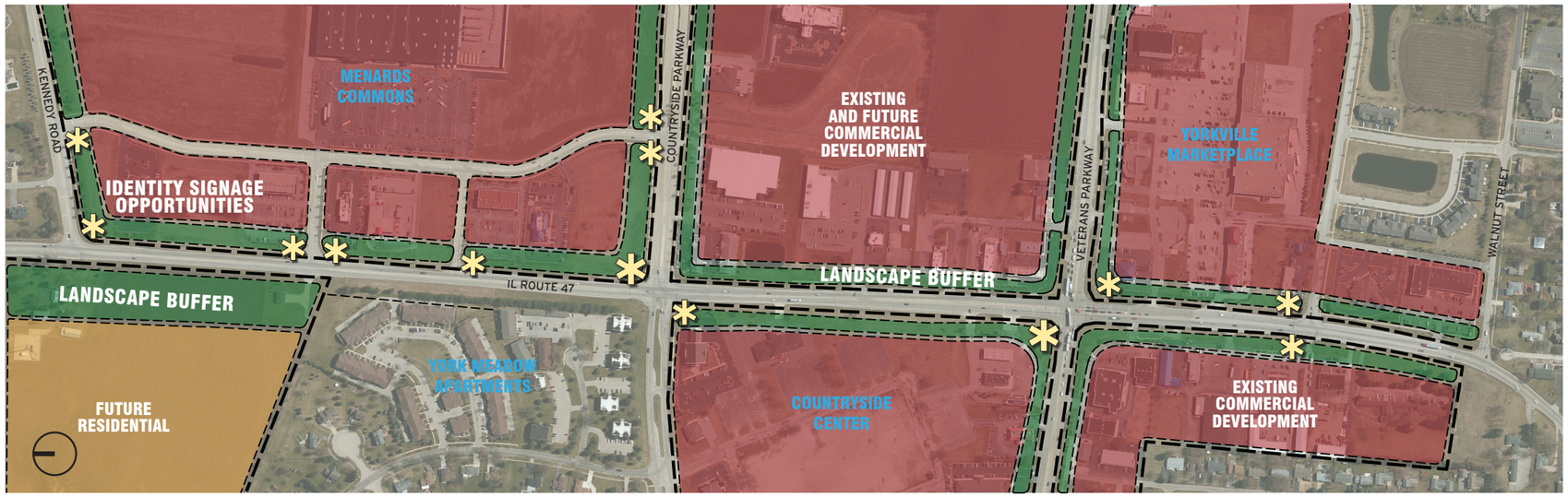



*Figure 8.7 - Zone E Future Land Use Concept*

## ZONE F - TRADITIONAL RESIDENTIAL (WALNUT STREET TO FOX RIVER)

This zone is characterized by single-family housing organized along a traditional gridded street network. Neighborhood oriented and small-scale office, retail and institutional uses are scattered throughout this zone, as well as civic spaces. The zone's mature landscape features should also be maintained. Strategies in this zone include:

- Maintain and enhance the traditional residential development pattern.
- Develop gateway signage and other branding elements related to the "Old Bristol" or "Yorkville" neighborhood.

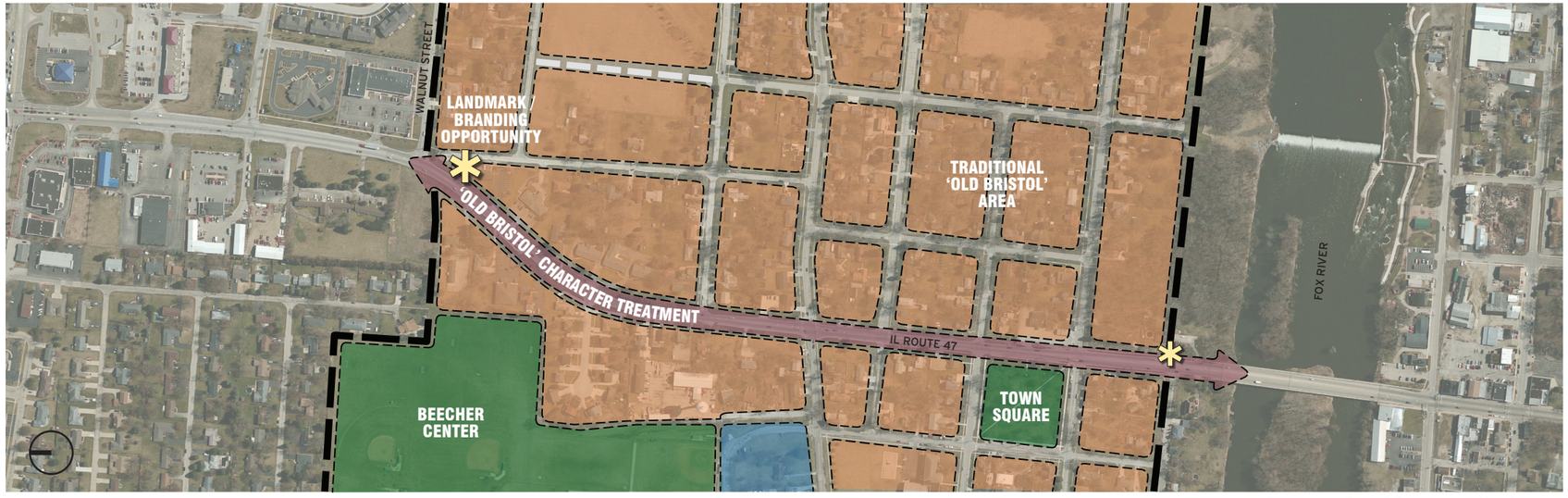



*Figure 8.8 - Zone F Future Land Use Concept*



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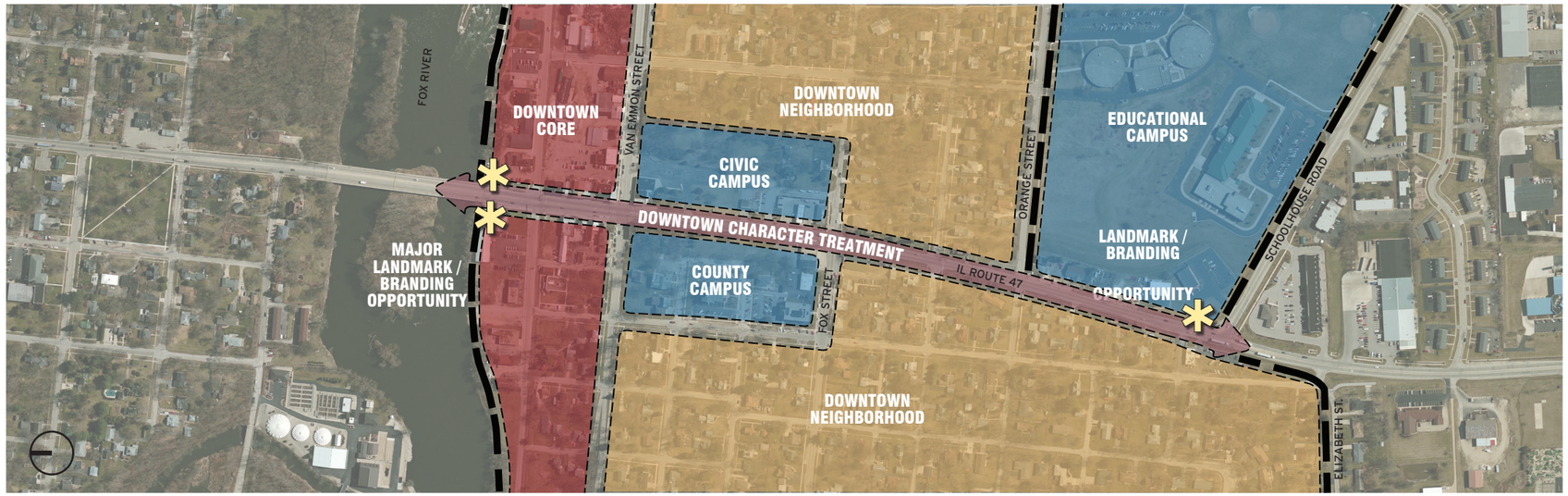



*Figure 8.9 - Zone G Future Land Use Concept*

## ZONE G - TRADITIONAL DOWNTOWN (FOX RIVER TO SCHOOLHOUSE ROAD)

This zone comprises the Downtown Yorkville core with its surrounding traditional single-family residential areas. The northern portion of this zone has a significant cluster of commercial uses defining the Downtown core; other small-scale commercial uses are scattered along portions of the zone south of the Downtown core with a significant institutional use, Yorkville Intermediate School, located at the Schoolhouse Road intersection. Strategies in this zone include:

- Maintain and enhance the traditional Downtown development pattern.
- Develop branding elements that promote "Downtown Yorkville" such as gateway and identity signage.

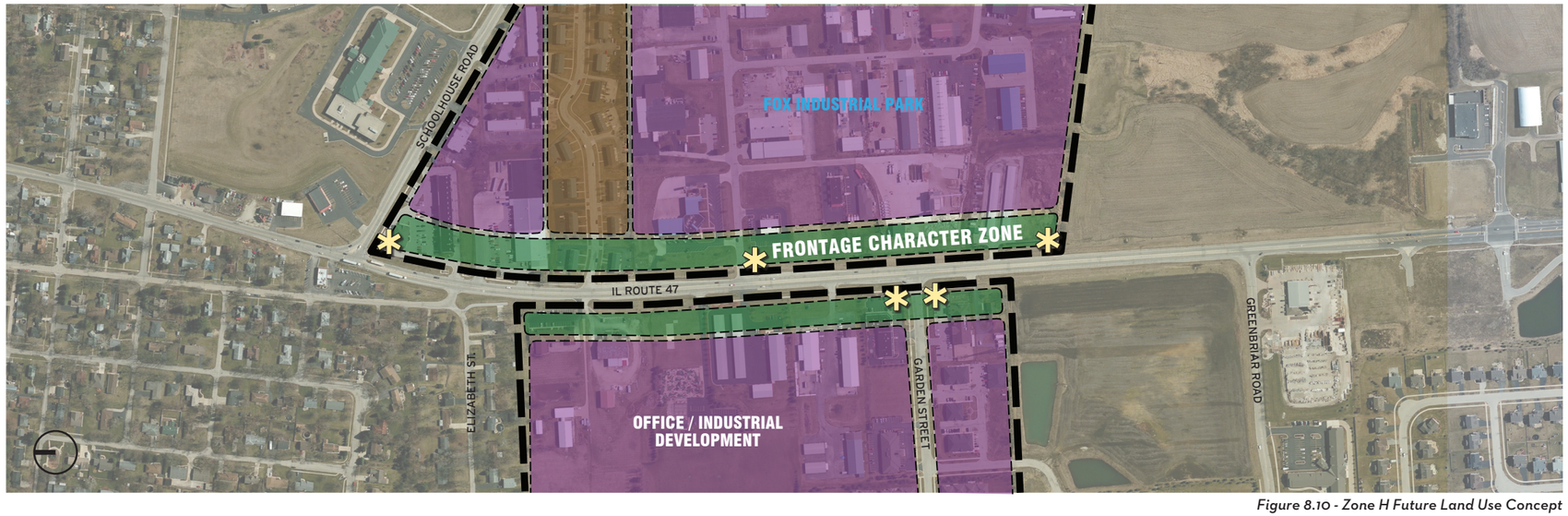



*Figure 8.10 - Zone H Future Land Use Concept*

## ZONE H - BUSINESS PARK (SCHOOLHOUSE ROAD TO GARDEN STREET)

This zone is characterized by the Fox Industrial Park and mostly includes a mix of industrial and commercial land uses. Building setbacks, orientation to the street, and architectural styles vary along this portion of Illinois Route 74. Future development in this area should strive for high quality, compatibility and consistency in building design and orientation. Strategies for this zone include:

- Create design standards for industrial, business and office use frontages.
- Develop gateway signage and other branding elements related to industrial, business and office uses.

## ZONE I - NEIGHBORHOOD/DESTINATION COMMERCIAL (GARDEN/GREENBRIAR STREET TO BONNIE LANE)

This zone is characterized by a mix of commercial and agricultural land uses. Setbacks, building orientation and architectural styles vary as they do in Zone H. Future commercial development in this zone should strive for compatibility and consistency in building design and orientation. Strategies in this zone include:

- Create design standards for commercial and retail use frontages.
- Develop gateway signage and other branding elements and placemaking features related to commercial and retail uses.




*Figure 8.11 - Zone I Future Land Use Concept*

## ZONE J - SUBURBAN RESIDENTIAL (BONNIE LANE TO FAIRFAX WAY)

Suburban type single-family residential subdivisions are predominate in this zone with some agricultural land uses. It should be noted that a majority of homes have their back-yards facing the roadway, which is not ideal development design. Strategies in this zone include:

- Create design standards for residential use frontages along the corridor or update the subdivision code to require more appropriate development standards.
- Dedicate landscape buffer along Illinois Route 47.

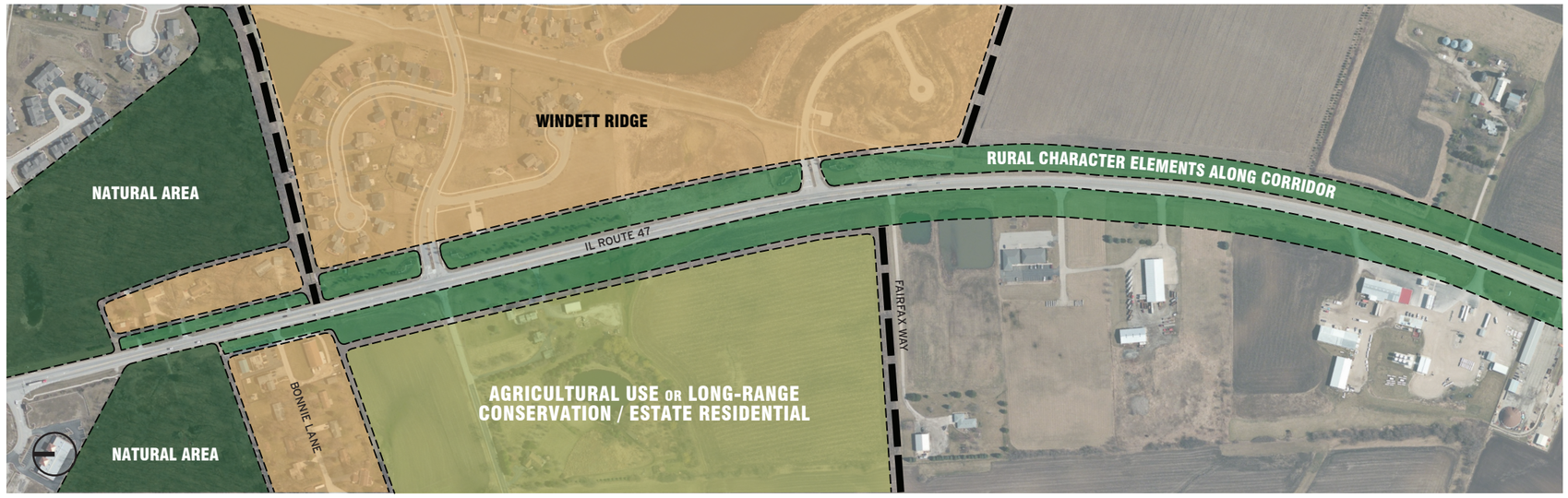



*Figure 8.12 - Zone J Future Land Use Concept*



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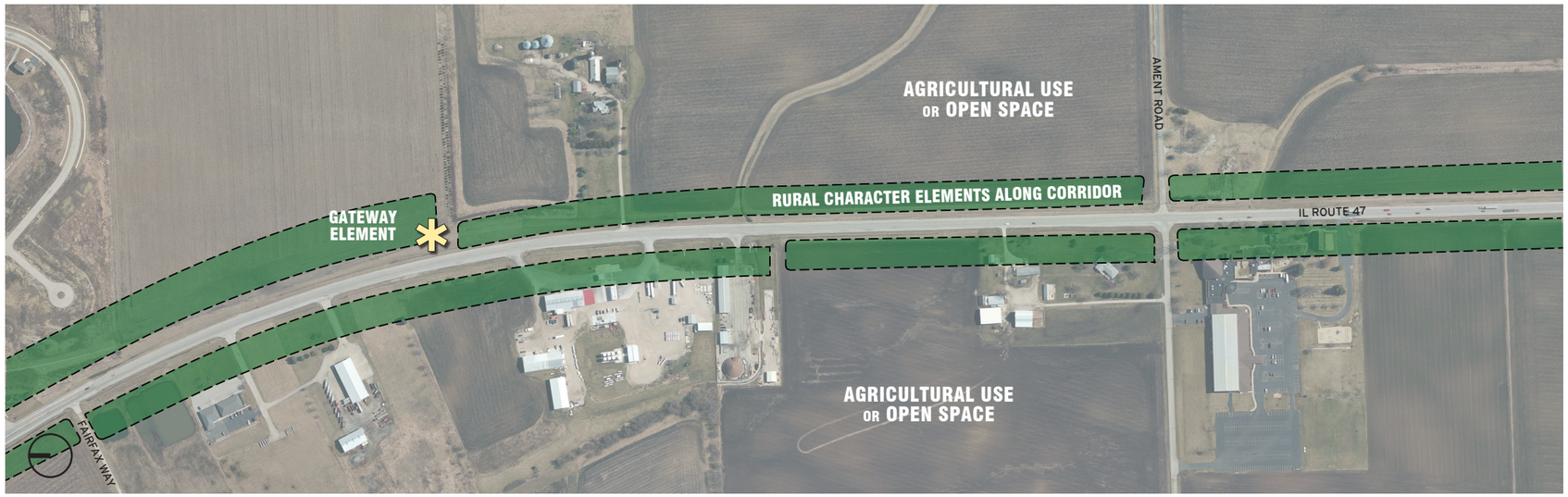



*Figure 8.13 - Zone K Future Land Use Concept*

## ZONE K - RURAL AGRICULTURAL (FAIRFAX WAY TO CATON FARM ROAD)

While there are a few scattered residential and commercial properties, this zone will be primarily agricultural and rural in character. Conservation or estate residential developments could also be encouraged. Strategies in this zone include:

- Create gateway signage near Fairfax Way.
- Preserve rural character with branding elements and landscaping.
- Dedicate landscape buffer along Route 47.



*Rural Character Buffer in New Albany, Ohio*



*Agricultural Land Uses in Yorkville, Illinois*

## GOAL

***Maintain the unique visual, scenic and environmental qualities of Eldamain Road while encouraging compatible development in appropriate development.***

## POLICIES

- Concentrate new development in existing residential areas and industrial parks.
- Ensure that proposed new residential, commercial and industrial uses are compatible with surrounding areas and corridor character.
- Implement gateway, wayfinding, landscaping and other placemaking treatments.
- Promote high quality development design.
- Consider zoning overlays, new design standards or other tools to promote desired corridor character.
- Support development options that enhance networks of open space, recreation, and environmentally-senstive land.

# ELDAMAIN ROAD

Eldamain Road currently serves as a secondary north-south route in Yorkville, although it does not cross the Fox River; its functionality as a north-south route mainly concerns travel from Veterans Parkway north to destinations areas in Plano and places further north toward Baseline Road and into Kane County. Its southern segment connects to River Road at the Fox River, which, while turning east, leads to Illinois Route 47 as an alternative route to the center of Yorkville and the Downtown. This segment of Eldamain has a "country road" feel with scenic views of the rolling landscape to the Fox River —visual and environmental qualities that are quite distinct of other roadways in Yorkville. It is these qualities that should be maintained, especially as a selling point for appropriate development that may occur in the long-term. In addition, even with future construction of the bridge, the corridor's land use pattern should remain compatible with the open space, natural areas and viewsheds that define the areas near and around the Fox River. Like Illinois Route 47, this corridor segment has been divided into subzones where specific land use and urban design improvements should be implemented.

## NORTH OF THE FOX RIVER

**Zone A - Rural Agricultural (Baseline Road to Corneils Road).** Given the existing open space character of this zone, conservation subdivisions and estate residential is suggested as future land uses. Similar to Illinois Route 47, a character buffer along Eldamain Road is recommended to maintain the zone's semi-rural visual character. A Yorkville gateway monument or sign should be installed at Baseline Road to announce entry into the community.

**Zone B - Distribution (Corneils Road to BNSF Railroad).** As recommended in the industrial land use strategy, a modern industrial park could be developed at the location between Corneils Road south to the BNSF Railroad adjacent to the Commonwealth Edison substation and the Menards distribution facility west along Eldamain. This would be a suitable location for such uses as BNSF Railroad and Corneils Road would serve as boundaries to any future residential growth from the north, east or south. Branding and placemaking elements should be incorporated as part of any industrial park development in this location. The character buffer from Zone A would also be extended south along this zone.

**Zone C - Semi-Rural Residential (BNSF Railroad to Rob Roy Creek).** Suburban-type residential development would be envisioned in this zone given its close proximity to Veterans Parkway shopping areas to the east; however, any future development should respect vista views and viewsheds along Rob Roy Creek, which runs southwest to northeast along the eastern portions of the zone. In addition, the character buffer from Zone B would also be extended south.

**Zone D - Scenic Agricultural (Rob Roy Creek to Fox River).** Although conventional subdivision development exists in one portion of the zone near Veterans Parkway, conservation design and estate residential development would be highly suitable in this location given the scenic views to the Fox River and the large lot residential development that exists along River Road east to the traditional neighborhood center of Yorkville. Rob Roy Creek also runs along the east side Eldamain Road. Tree groves and swales already define this area visually and are elements that should be maintained.

**Eldamain Road Existing Land Use North of the Fox River**

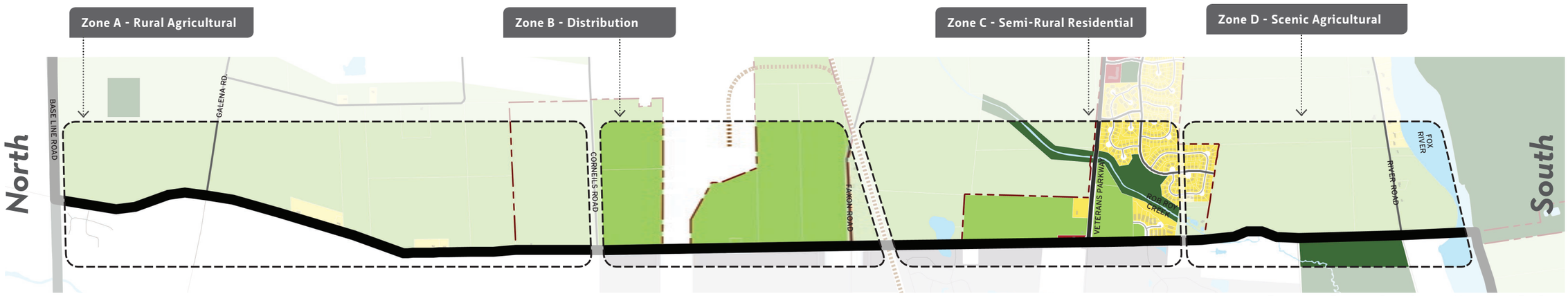


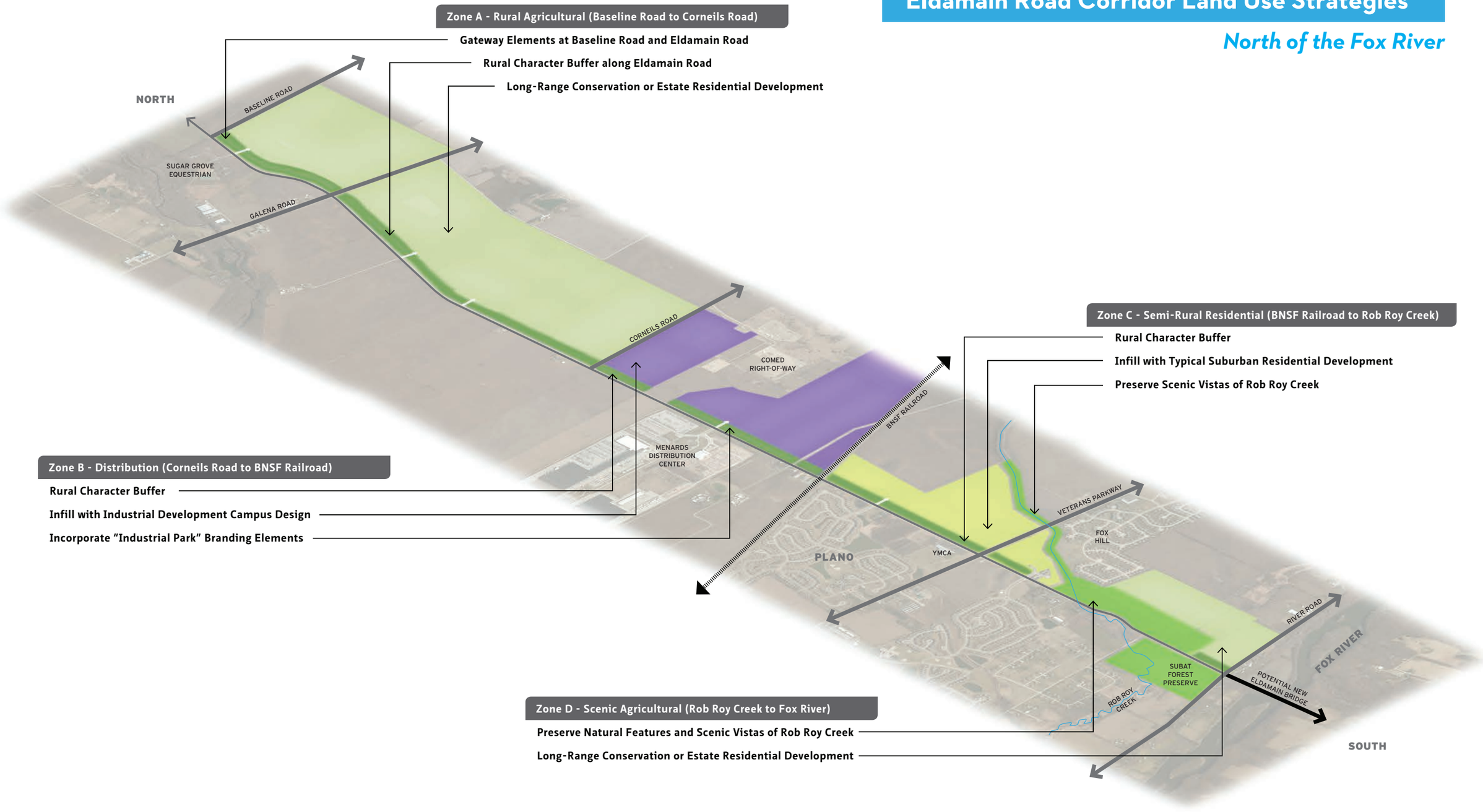

*Figure 8.14 - Eldamain Road Corridor North of the Fox River*



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# Eldamain Road Corridor Land Use Strategies

## *North of the Fox River*



## SOUTH OF THE FOX RIVER

**Zone E - Scenic Riverfront (Fox River to Illinois Railnet).** The right-of-way alignment for the future Eldamain Road Bridge, as documented in the 2008 Comprehensive Plan, would take the roadway just west of the Hoover Forest Preserve and then west to link with High Point Road. This area has similar visual and environmental qualities to Zone D and is primarily open space and agricultural in land use; therefore, principal planning objectives in Zone E should be the preservation of scenic vistas of the Fox River and the neighboring Forest Preserve. Conservation or estate residential development could also be considered in the long-term.

**Zone F - High Point Road (Illinois Railnet to Illinois Route 71).** Farms and open space is the existing land use — a land use pattern that is unlikely to change in the near-term. As with Zone E, the planning objectives for this area support potential conservation or estate residential development to maintain scenic views and its overall rural character. Standards for how future development should front the roadway should also be considered.

**Zone G - New Roadway Connection (Illinois Route 71 to Lisbon Road).** The 2008 Comprehensive Plan suggested a commercial node at the intersection of a proposed roadway connection from Illinois Route 71 to Lisbon Road. It is unlikely that commercial will happen at the location given current market conditions; therefore, the planning emphasis should be maintaining the zone's existing rural visual character through conservation or estate residential development. Standards for how future development should front the roadway in this zone should also be considered.

**Zone H - Lisbon Road (Lisbon Road to Caton Farm Road).** As with previous zones south of the Fox River, estate residential and conservation subdivision is recommended for Zone H to preserve this area's rural character from Lisbon Road to Caton Farm Road. Again, standards for how future development should front the roadway should also be explored and adopted.

Eldamain Road subzones are presented with further detail on the following pages:

**Eldamain Road Existing Land Use South of the Fox River**

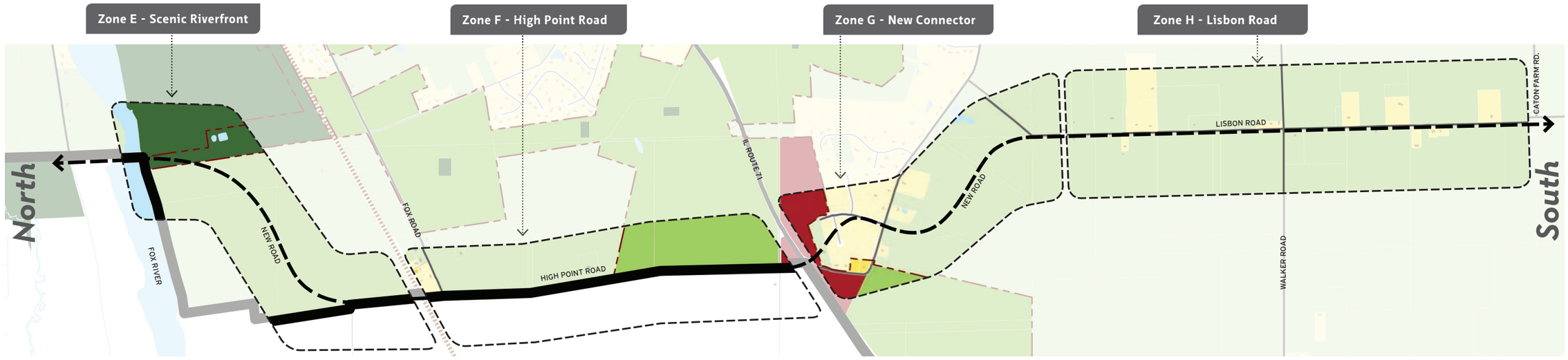


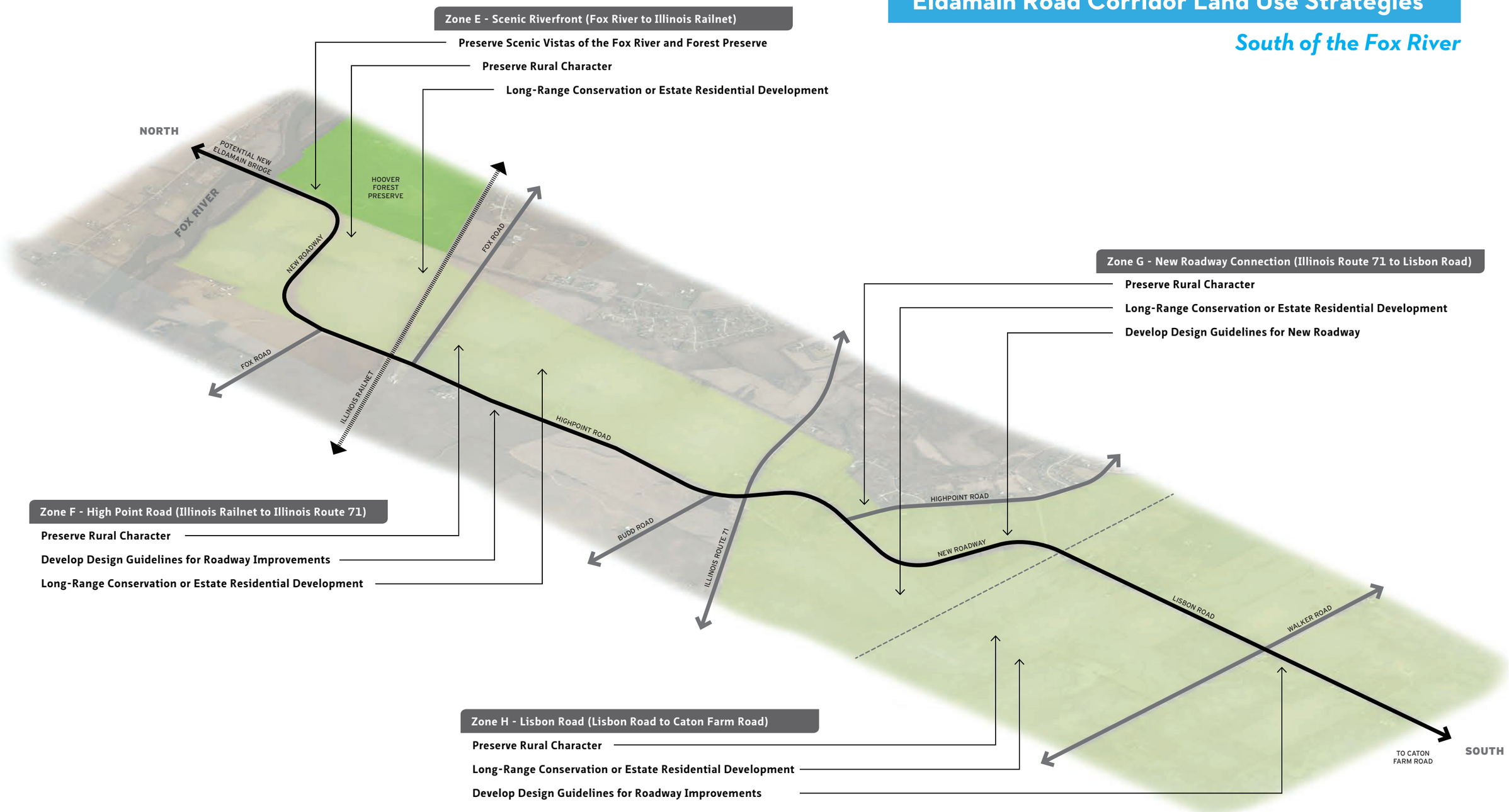

*Figure 8.15 - Eldamain Road Corridor South of the Fox River*



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# Eldamain Road Corridor Land Use Strategies

## *South of the Fox River*




**Zone E - Scenic Riverfront (Fox River to Illinois Railnet)**

- Preserve Scenic Vistas of the Fox River and Forest Preserve
- Preserve Rural Character
- Long-Range Conservation or Estate Residential Development

**Zone G - New Roadway Connection (Illinois Route 71 to Lisbon Road)**

- Preserve Rural Character
- Long-Range Conservation or Estate Residential Development
- Develop Design Guidelines for New Roadway

**Zone F - High Point Road (Illinois Railnet to Illinois Route 71)**

- Preserve Rural Character
- Develop Design Guidelines for Roadway Improvements
- Long-Range Conservation or Estate Residential Development

**Zone H - Lisbon Road (Lisbon Road to Caton Farm Road)**

- Preserve Rural Character
- Long-Range Conservation or Estate Residential Development
- Develop Design Guidelines for Roadway Improvements

## ZONE A - RURAL AGRICULTURAL (BASELINE ROAD TO CORNEILS ROAD)

While there are a few scattered residential properties with Green Organics Composting located to the east, this zone is primarily agricultural and rural in character. In the long-term, conservation or estate residential development could be encouraged. Strategies for this zone include:

- Create gateway signage at Baseline Road.
- Preserve rural character with landscaping treatments; a landscape buffer along this zone could be dedicated.




*Figure 8.16 - Zone A Future Land Use Concept*

## ZONE B - DISTRIBUTION (CORNEILS ROAD TO FAXON ROAD)

This zone is characterized by the Menards Distribution Center to the west in Plano and the Commonwealth Edison facility to the east. These two large land uses are surrounded primarily by agricultural land. Strategies in this zone include:

- Create design standards for potential industrial use development frontages.
- Install branding and placemaking elements for new industrial parks.
- Dedicate rural landscape buffer along Eldamain Road.

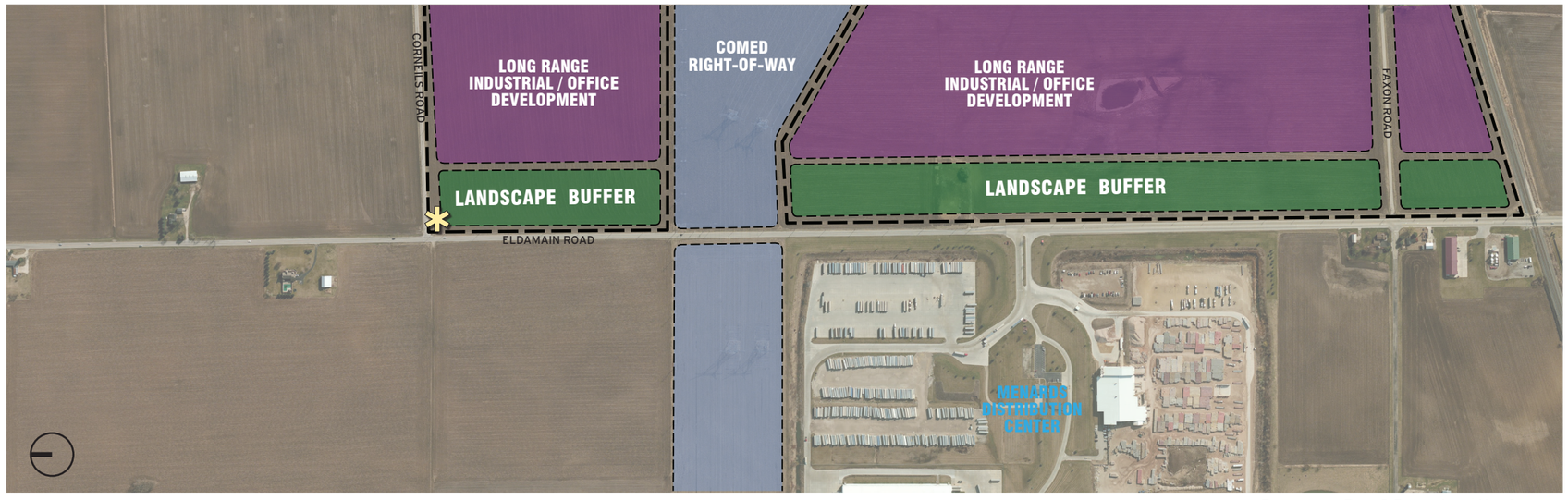



*Figure 8.17 - Zone B Future Land Use Concept*



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*Figure 8.18 - Zone C Future Land Use Concept*

## ZONE C - SEMI-RURAL RESIDENTIAL (RAILROAD RIGHT-OF-WAY TO RENA LANE)

This zone is characterized by conventional single-family residential subdivision development to the west in Plano and agricultural land uses to the east in Yorkville; suburban residential is envisioned on the Yorkville side of Eldamain with preservation of viewsheds along Rob Roy Creek. Strategies in this zone include:

- Preserve rural character with branding elements and landscaping; a rural landscape buffer could be dedicated.
- Consider zoning change from commercial to residential and create design standards for residential frontages along Eldamain Road.




*Figure 8.19 - Zone D Future Land Use Concept*

## ZONE D - SCENIC AGRICULTURAL (RENA LANE TO RIVER ROAD)

This zone is characterized by topographic features, wooded areas, forest preserves, agricultural land and open space. Strategies in this zone include:

- Maintain natural areas and preserve rural character.
- Incorporate branding elements and landscaping.
- Consider conservation or estate residential development in the long-term.

## ZONE E - SCENIC RIVERFRONT (FOX RIVER TO RAILROAD RIGHT-OF-WAY)

A new bridge and roadway connecting Eldamain Road to Fox Road and High Point Road would run adjacent to the Hoover Educational Center and Forest Preserve and through existing agricultural land. Topographic and directional changes provide an opportunity to create scenic viewsheds of the Fox River and existing woodlands. Strategies in this zone include:

- Preserve scenic vistas of the Fox River and existing woodlands and open space.
- Enhance rural character with branding elements and landscaping treatments.

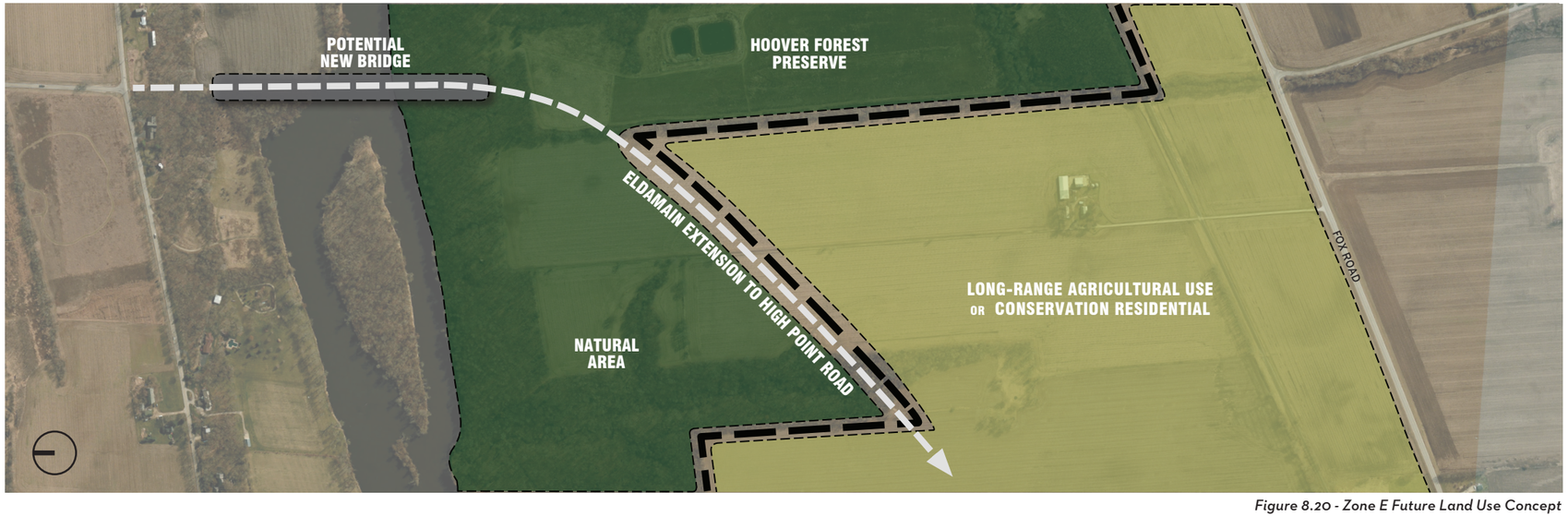



*Figure 8.20 - Zone E Future Land Use Concept*

## ZONE F - HIGH POINT ROAD (RAILROAD RIGHT-OF-WAY TO ROUTE 71))

Improvements to High Point Road may be needed due to an anticipated increase in traffic when the Eldamain Road Bridge is constructed. The existing character of this zone is largely agricultural and will most likely remain agricultural in the near-term. Strategies in this zone include:

- Enhance rural character with branding elements and landscaping treatments.
- Consider conservation or estate residential development in the long-term.

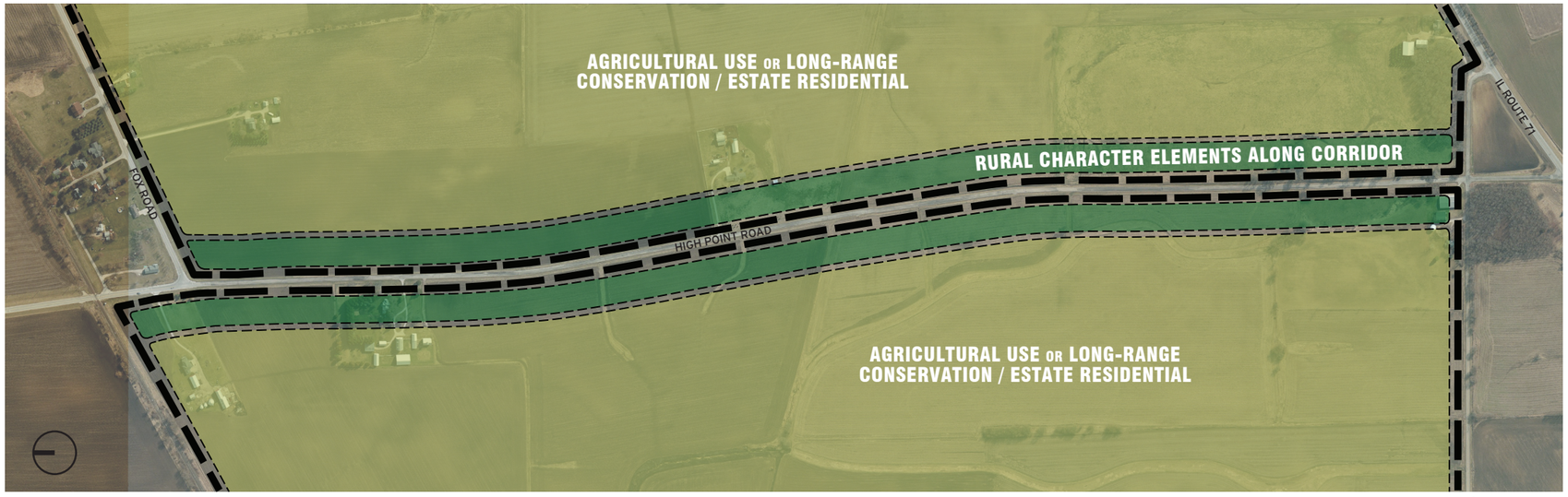



*Figure 8.21 - Zone F Future Land Use Concept*



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*Figure 8.22 - Zone G Future Land Use Concept*

## ZONE G - NEW CONNECTOR (ROUTE 71 TO LISBON ROAD)

Roadway realignments may be needed to connect High Point Road to Lisbon Road near the Route 71 intersection. While properties located around the intersection of High Point Road and Route 71 are currently zoned as commercial land uses, the current land use is agricultural' properties north of the existing High Point Road alignment are residential in character. Strategies for this zone include:

- Enhance rural character with branding elements and landscaping treatments.
- Consider zoning change from business and residential to agricultural.

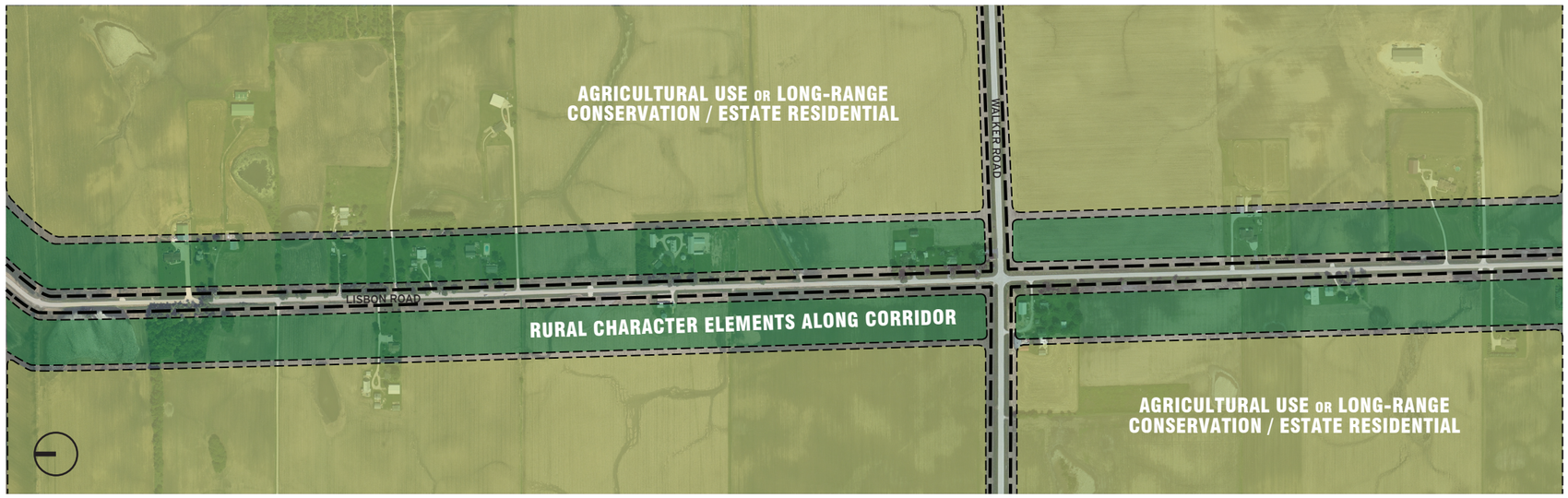



*Figure 8.23 - Zone H Future Land Use Concept*

## ZONE H - LISBON ROAD (HIGHPOINT ROAD TO CATON FARM ROAD)

This zone is characterized by a mix of agricultural land with a number of estate residential properties located along Lisbon Road. Strategies in this zone include:

- Preserve and enhance rural character with branding elements and landscaping treatments.
- Consider conservation or estate residential development in both the near and long-terms.

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## *Part 2: Comprehensive Plan*

# Section 9 - Stewardship and Implementation

*"With time, careful planning, and most importantly community support a thriving downtown District could be fostered with the critical mass needed to lure additional businesses to the area. "*

# SECTION 9 - STEWARDSHIP AND IMPLEMENTATION

**This Comprehensive Plan Update expresses the ten-year vision for how Yorkville will grow and develop — a vision that emerged from a lengthy stakeholder engagement process encompassing several workshops and community meetings. Keeping the Comprehensive Plan useful and effective for the community requires on-going stewardship and integration of planning goals and strategies in everyday decision-making.**

## OVERVIEW

A sustained commitment by the United City of Yorkville in an ongoing Comprehensive Plan implementation process will be required to bring the vision of a growing and thriving Yorkville community to reality. An integral part of the commitment will be consistent and ongoing collaboration with key implementation partners, including such agencies and entities as the Yorkville Community Unit School District (CUSD 115), the Yorkville-Bristol Sanitary District, the Fox Metro Wastewater Reclamation District , Kendall County, the Illinois Department of Transportation, and the Bristol-Kendall Fire Protection District, as well as well as local businesses and industries, the Yorkville Chamber of Commerce, property owners and residents. With this in mind going forward, important Comprehensive Plan implementation measures that should be considered include the following:

- Implementation Partners
- Funding Sources
- Code Changes
- Placemaking—Gateways and Signage

## IMPLEMENTATION PARTNERS

Comprehensive Plan implementation will depend on collaboration and communication between different Yorkville City departments, and other outside agencies and organizations. Key roles and responsibilities between different department and entities are summarized in this section.



### UNITED CITY OF YORKVILLE

The City and its relevant departments, including Community Development, Public Works, Engineering, Parks and Recreation, Police, Finance, Administration, Library and Building Safety and Zoning, will need to take key leadership roles and responsibilities in Comprehensive Plan implementation, which may include the following:

- Moving forward with formal approval of the Comprehensive Plan by the Plan Commission and Yorkville City Council.
- Preparing five-year capital improvement plans with Public Works, Engineering, Finance and other Departments that incorporate projects and initiatives recommended within the Comprehensive Plan.
- Creating or commissioning more detailed design and engineering documents and studies for recommended infrastructure, streetscape and street improvements, signage, gateways, parks and other physical enhancements.
- Working directly with other agencies and entities on Comprehensive Plan implementation, marketing and business and developer recruitment activities.
- Assisting with any acquisition and consolidation of parcels within the Downtown and other development opportunity sites.
- Securing funding sources for building improvements and business development programs for the Downtown, as well as placemaking, gateway and streetscape enhancements as recommended in the Downtown.
- Undertaking the creation, maintenance and management of new parks and open spaces, including the extension of Bicentennial Riverfront Park in Downtown Yorkville.
- Update zoning and subdivision regulations in support of the Comprehensive Plan's land use and other planning recommendations.
- Working with local industries and companies on expansion opportunities, as well as the redevelopment of existing industrial areas.
- Leverage existing and future incentive programs such as Tax Increment Financing to catalyze investment in the Downtown and other areas of Yorkville.
- Consider hiring additional professional staff to assist in implementing various elements of the Comprehensive Plan, including an economic development specialist that can lead Downtown revitalization and other community development efforts.

### YORKVILLE AREA CHAMBER OF COMMERCE

The Yorkville Area Chamber of Commerce promotes the civic and commercial progress of the Yorkville community, including the creation and support of industries and small businesses. The Chamber could assist the City on the marketing of Downtown Yorkville, its businesses, and future development sites around the community, as well as advocate for beautification efforts and specific planning and development initiatives.



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### YORKVILLE-BRISTOL SANITARY DISTRICT
The Yorkville Bristol Sanitary District currently maintains the City's sanitary service infrastructure and operates a Waste Treatment Facility within the City's corporate boundary. Going forward, the Sanitary District and the City will need to work closely on the potential expansion of the Waste Treatment Facility; in addition, any extension of sanitary main lines need to be well-considered and aligned with projected growth areas and recommended land uses outlined in this Comprehensive Plan.

### FOX METRO WATER RECLAMATION DISTRICT
Similar to the Yorkville-Bristol Sanitary District, the City should consult and collaborate with the Oswego-based Fox Metro Water Reclamation District regarding growth management and other infrastructure planning issues.

### BRISTOL-KENDALL FIRE PROTECTION DISTRICT
Going forward, the Bristol-Kendall Fire Protection District should maintain its existing facilities in Yorkville and collaborate with the City on any future facility needs and expansion plans.

### ILLINOIS DEPARTMENT OF TRANSPORTATION
Communication and coordination with IDOT will be needed regarding any future planning, design and construction initiatives related to roadways under IDOT's jurisdiction – mainly Illinois Routes 47, 34, 71 and 126 through the United City of Yorkville.

### YORKVILLE COMMUNITY UNIT SCHOOL DISTRICT (CUSD 115)
The Yorkville Community Unit School District maintains all of its school facilities within the City and has made investments in several school buildings and school additions in recent years. Although this Comprehensive Plan projects a modest growth trend for Yorkville going forward, the City and the School District will need to work collaboratively on the location of potential new facilities that support the future land use patterns outlined in this Comprehensive Plan.

### KENDALL COUNTY
Kendall County currently has facilities in both Downtown Yorkville and along Illinois Route 34; the County has expressed the need for additional facility space and desires a new administration center, preferably in Downtown Yorkville. Going forward, an opportunity exists to create a more cohesive County governmental campus in Downtown Yorkville; the City should work with the County to facilitate campus development, perhaps by assisting in site and campus and planning, and streetscape and urban design improvements around the perimeter of the campus.

### PRIVATE DEVELOPERS AND INVESTORS
Professional developers should be recruited to develop and invest in specific development opportunity sites as identified in this Comprehensive Plan, especially in the Downtown district.

### FINANCIAL INSTITUTIONS
With involvement from the City and other stakeholders, local lenders could facilitate implementation of the Comprehensive Plan by financing projects or participating in new incentive programs that support Downtown business and development initiatives, such as opportunity site development and façade/building/site improvement projects.

### CORPORATIONS AND INDUSTRIES
Local industries and corporations can become sponsors for a number of planning initiatives, including, for example, expansion of the Bicentennial Riverfront Park neighborhood revitalization projects, organizational funding, and the capitalization of any venture or small business development funds.

## FUNDING SOURCES
The following are several sources of funding that could be utilized for implementing various Comprehensive Plan initiatives:

### TAX INCREMENT FINANCING (TIF)
Tax Increment Financing is a State authorized program administered by a municipality that allocates future increases in property taxes from a designated area for improvements dedicated to that area. Under TIF, the property taxes due to an increased value from new development, increases in new assessment due to rehabilitation or improvement or tax rate changes, are allocated to the municipality in a Tax Increment Allocation Fund to be used for various redevelopment activities within the designated area. Other taxing districts continue to receive property taxes at the same level as before the TIF district was instituted. There are currently two TIF districts in Yorkville established for Downtown and the Countryside Center development at the northwest corner of Illinois Routes 47 and 34 (Veterans Parkway).

Eligible implementation costs include:

- Zoning code revisions and design guideline updates related to Downtown Yorkville, the Fox Industrial Center and Yorkville's other commercial corridors.
- Downtown Yorkville building improvement program.
- Placemaking initiatives for Downtown and along the corridors, including gateway and wayfinding signage design and installation.
- Downtown streetscape design and construction.
- Various infrastructure improvements within TIF districts.
- Fox Riverfront parcel purchase and consolidation for the expansion of the Bicentennial Riverfront Park.

### BUSINESS IMPROVEMENT DISTRICT (BID)
A Business Improvement District BID is a State authorized financing program that municipalities may establish for improving infrastructure and attracting new commercial growth in a designated business improvement district. A BID is adopted by ordinance and is funded by small increments added to local sales or hotel taxes. Sales taxes can be used for several revitalization or redevelopment activities allowed under the BID statute; however, hotel taxes must be used for tourism and convention related activities. A BID remains in place for 23 years and revenues collected within it are placed in a Business District Tax Allocation Fund. One significant advantage of a BID is the flexibility and wider range of activities in which BID monies can be used as opposed to a TIF district or Special Service Area.

A Business Improvement District was established for Downtown Yorkville in 2013, but could also be applied to the Illinois Route 47 and 34 commercial corridors for streetscaping, infrastructure and other placemaking improvements. Eligible implementation costs include:

- Zoning code revisions and design guideline updates in established BIDs.
- Downtown Yorkville building improvement program.
- Placemaking initiatives for Downtown and along the corridors, including gateway and wayfinding signage design and installation.
- Downtown streetscape design and construction.
- Various infrastructure improvements within BIDs.
- Fox Riverfront parcel purchase and consolidation for the expansion of the Bicentennial Riverfront Park.
- Tourism-related property improvements, marketing and special events.
- •Salaries related to TIF operations and administration.

### SPECIAL SERVICE AREA (SSA)
A Special Service Area is a State authorized financing program that can be administered by the City or by a designated service provider agency, such as a chamber of commerce, downtown revitalization organization or other economic development entity, to deliver a wide range of additional services and physical improvements in a defined geographic area such as a central business district or commercial corridor. An SSA is funded by a special tax assessment paid by the property owners in the designated SSA district, which can finance a variety of district management activities, including marketing and special events, trash and snow removal, and sidewalk/public space maintenance. Special Service Areas can also underwrite infrastructure projects and building improvements initiatives.

While SSA's have been used extensively by private developers to finance infrastructure installation for residential subdivisions in Yorkville, they have not been implemented for revitalizing commercial areas, which is a more common use for SSAs in more built-up, urban areas. Eligible implementation costs include:

- Building improvement program.
- Placemaking initiatives such as a wayfinding signage design and installation within the Downtown and along the corridors.
- Streetscape design and construction.
- Business retention/attraction program.

- Salaries related to implementation activities
- Branding and marketing activities
- Special events
- Streetscape maintenance services

The process for establishing an SSA requires obtaining support from property owners within the proposed SSA district. An overall strategy for organizing stakeholder support is important, along with determining the SSA's governing structure, level of services to be provided, and annual budget and boundaries.

### GENERAL REVENUE BONDS

The City may investigate the ability of long-term bonds for specific portions of the Comprehensive Plan in order to facilitate revitalization and redevelopment activities. Bonding for public infrastructure, new park and open space or streetscape improvements in Downtown Yorkville are some of the key Plan elements that may be considered.

### CAPITAL IMPROVEMENT PLAN

Most communities incorporate Comprehensive Plan recommendations and initiatives within the Municipal Capital Improvement Plan, which is prepared on an annual basis and reviewed every five years in accordance with any update to the community's Comprehensive Plan. Capital improvement funding could be used to support various projects outlined in the Comprehensive Plan, including:

- Street improvements and streetscape implementation, especially for the Downtown area and its surrounding residential blocks.
- Public parking improvements.
- Placemaking initiatives, including signage and wayfinding programs.
- Bicentennial Riverfront Park expansion.
- Public building interior and exterior improvements.

### MUNICIPAL HOTEL TAX

Pursuant to State of Illinois statute, local municipalities may impose a tax on the gross rental receipts of hotel and motel operators. Proceeds of the tax may be used to encourage tourism and additional commerce, as well as to enhance the cultural aspects of the community. Yorkville currently collects a municipal hotel tax and is currently part of the Aurora Convention and Visitors Bureau.

### OTHER FUNDING SOURCES

Grants and contributions from foundations, corporations, institutions, other government agencies, and other businesses and individuals can also be secured to fund specific Comprehensive Plan initiatives. Private sector sources, for example, could help fund, in part, initiatives such as the Bicentennial Riverfront Park expansion, a small business venture fund for Downtown, and new festivals and events. Additionally, the City and other local partners can encourage and facilitate the use of existing tools and funding sources.

#### VENTURE FUND/COMMUNITY SUPPORTED FINANCING

The possibility of forming a venture or equity fund for business capitalization, expansion and stabilization for small businesses in Downtown Yorkville could be explored. This might take the form of a small group of investors pooling funds to create one or more needed businesses, or a venture fund capitalized by private corporations and local and regional foundations and government grants. Community financed businesses can also be structured as cooperatives or as local stock corporations, which could be a realistic solution for starting a new businesses in the Downtown district. A venture fund can also be used in combination with existing incentive programs, including the City's TIFs.

## CODE CHANGES

Several planning strategies proposed in this Comprehensive Plan, especially for the Downtown district, the Traditional neighborhoods and the newer residential areas, were created to meet current zoning in terms of permitted land uses. However, zoning changes may be necessary for a majority of the undeveloped areas of Yorkville where existing zoning will no longer conform to the future land use map. Additional study on part of the City Community Development staff will be needed to more specifically determine what specific zoning changes may be needed to carry out the Comprehensive Plan's land use goals and objectives.

### ZONING OVERLAYS

A zoning overlay with specific standards that address particular development design issues could be considered for Yorkville's corridors —Illinois Routes 47, 34, 71, 126 and Eldamain Road —in order to ensure new development is compatible in scale, massing and height and land use with adjacent land uses and buildings. An overlay can also implement the rural character buffer as proposed for the Illinois Route 47 and Eldamain corridors; the buffer could be used for installing gateway and placemaking features or for stormwater management purposes, including the installation of bio-swales, if portions of the buffer are to be owned by the City.

### CONSERVATION DISTRICT

A conservation district is a zoning tool used in many communities across the country to help maintain a traditional residential neighborhood's physical and visual character, as well as guide compatible design between existing and new construction. Conservation districts are usually established as an overlay to existing zoning and a basic set of design guidelines created to conduct administrative design review for infill development and existing building rehabilitation. A conservation district could potentially be implemented in Yorkville's traditional neighborhoods adjacent to or near the Downtown district.

### FORM-BASED CODE

An alternate approach to conventional zoning is a form-based code, which serves the same function as standard zoning and design guidelines but more specifically defines the desired physical form and character of buildings and the public realm. Other key features of form-based codes include build-to lines, height minimums and maximums, architectural requirements, parking setbacks and streetscape and signage standards. A form-based code may be useful for Downtown Yorkville where redevelopment is proposed for areas both east and west of the Downtown core along Route 47.

### SUBDIVISION CODE

Yorkville's current Subdivision Control Ordinance was adopted in 2004; the City, along with other community stakeholders, have expressed the need to update the Ordinance to incorporate best practices regarding specific design standards. Standards or requirements that could be updated include the following:




*Figure 91. - From-based Code example, Roosevelt Road Corridor, Oak Park-Berwyn*



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- ***Street Lighting***. Lighting standards should be reviewed to offer additional choices for luminaire and street pole design and materials that are more compatible to certain types of residential subdivisions, including estate and conservation subdivisions. Current street light standards promote cobra-head type lighting that are more suitable to collector and arterial streets. An optional city-wide lighting code could be developed that provides more direction on certain types of light and lighting standards in certain areas of Yorkville; for instance, lighting standards may be lower in estate residential and conservation subdivisions. Light-emitting diodes (LED) may even be required for all new subdivision developments.

- ***Sustainable Design and Energy Systems***. New standards should allow the option of using pervious pavement surfaces and materials for driveways and alleys, as well as address issues related to the placement of energy generating systems, including solar panels, on new developments. Density bonuses could be tied to developments that incorporate different facets of sustainable design, including the installation of bio-swales as part of part of subdivision's stormwater management system.

- ***Conditions of Development.*** Consideration should be given to adding provisions that outlines how a developer should address issues related to land with unsuitable development conditions, such as near an existing floodplain, topography or sensitive environmental features, and if there are inadequate public facilities, including water, sewer, roads and schools. These provisions would be in addition to the existing requirement of notifying the Kendall County Soil Conservation Service (KCSCS) and be tied to whether the subdivision meets the planning goals specified in the Comprehensive Plan. The provisions could also allow the Plan Commission to reject a preliminary subdivision design is such issues are not addressed.

- ***Cul-de-Sac Design.*** Requiring landscaping and sustainable design features within cul-de-sacs could be considered to add visual interest and a stormwater management mechanism. Such requirements could be added through the Planned Unit Development process and maintained by a homeowners association. Cul-de-sac diameters could also be reduced from 100 feet as stated in the Ordinance to 80 or 90 feet to reduce the amount of paving area.

- ***Foundation Plantings***. Provisions that outline required plantings in areas adjacent to building foundations should be incorporated in the Subdivision Control Ordinance or the City's Landscape Ordinance.

Overall, the Ordinance could benefit from sketches and line drawings that illustrates specific subdivision design standards; a set of overarching design principles for conventional subdivisions should also be considered and incorporated.

## CONSERVATION SUBDIVISION DESIGN

Conservation subdivision is an alternative subdivision design method that may be implemented in areas of Yorkville where the conservation of environmentally sensitive areas and preservation of scenic views and cultural resources may be important – areas that are outlined in the Future Land Use Map. Therefore, going forward the City could adopt a separate conservation subdivision design ordinance. As mentioned previously, in conservation design, generally 40 to 60 percent of a development site is set aside in conservation areas; consequently, homes may be built on smaller lots than in a conventional estate-type subdivision. Conservation subdivision design incorporates the following steps:

- ***Existing Resources and Site Analysis Inventory and Map.*** Similar to conventional subdivision design, an inventory and map is required of the developer to document natural and cultural resources, such as productive cropland, wildlife habitat and significant trees. Historic or cultural resources such as farmhouses, barns, cellar holes, wells, stone walls, and trails/traces, and hedgerows are also identified.

- ***Primary and Secondary Conservation Area Determination.*** After the Site Analysis Inventory and Map are prepared, a Primary Conservation Areas (PCAs), is determined and limited to inherently "unbuildable" wetlands, floodplains, and steep slopes. Secondary Conservation Areas (SCAs) are comprised of the "best of the rest" of the remaining land area that should be reserved in permanent conservation. Primary Conservation Areas are generally not counted toward meeting the required open space percentages of conservation subdivisions. Therefore, up to 80 percent of the buildable land may be designated as an Secondary Conservation Area.

- ***Development Site Determination.*** House sites in relation to the protected open space are then determined and located in relation to their optimal location and design near and adjacent to the environmental features. One particular aim is to take advantage of viewsheds to environmental features and any cultural resources. From this, streets and trails are then laid out as part of a preliminary subdivision plat.

All three steps in developing a conservation district – site analysis and inventory, conservation area establishment, and development site determination – must be completed before a preliminary plat is approved.

The open space created through primary and secondary conservation areas could potentially be owned and managed through the Yorkville Parks and Recreation, or by a conservancy through an easement or land donation. Alternatively, a homeowners association could also hold title to the conservation areas.

In preparing a conservation subdivision ordinance, the City should involve local stakeholders, including property owners, home builders, realtors, and environmental groups and open space advocates, as well as members from the Planning and Zoning Commission and the City Council. In addition, any future update to the Parks and Recreation Department's Master Plan should consider incorporating potential park and open space acquisitions that may be a part of future conservation subdivisions.



*Conservation subdivisions can help to protect important viewsheds into adjacent agricultural lands.*

# PLACEMAKING- GATEWAYS AND SIGNAGE

As recommended in the Comprehensive Plan, the City should pursue a diversity of urban design initiatives that "placemake" Yorkville —providing the community with a distinctive identity that helps bind the community into a cohesive visual environment, from Yorkville's traditional downtown and neighborhoods to its developing areas along Illinois Route 47, 71, 126 and 34. Placemaking should also be employed in the Downtown district where vibrant public spaces that incorporate attractive urban design features and public art can serve as a catalysts for ongoing investment and development. One key element of a placemaking strategy is the creation and installation of a "branded" gateway and signage system within Yorkville, a signage system that incorporates consistent use of materials, colors and branded images. A well designed signage system, which incorporates a recognizable graphic brand or image and facilitates travel for both motorists and pedestrians, should be a part of the overall urban design program for the Yorkville community (see sample branded gateway and wayfinding signage system on opposite page). A coordinated signage system should include the following components:

- ***Gateway Signs***. Such signs announce arrival into Yorkville as well as various destinations, including the Downtown, employment centers, and City Hall and other municipal facilities Gateway signs play an important role in shaping first impressions for visitors to Yorkville. Gateway signs should be constructed of high quality materials such as stone, masonry or metal. Where space permits, landscaping and lighting should be incorporated into gateway features.

- ***Signs/Markers.*** Identity signage and markers should be placed at different locations along the City's major transportation routes to reinforce its image and brand.

- ***Directional Signs.*** In addition to identity and gateway signs, directional signs that facilitate "wayfinding" within the community will be important components of the system. Signage should be placed at key locations to guide visitors to destinations including local industries, schools, parking areas, government offices, parks, churches and other institutions.

- ***Banners.*** Banners can provide the Downtown and other areas a festive, lively appearance. Any new light standards that may be installed in the Downtown, or in other areas of Yorkville where banners are desired, should be equipped with appropriate banner hardware. A maintenance fund could be capitalized by the City to purchase, install, and maintain banners.




*The "Watermark" mosaic bench, Navy Pier.*

The design of wayfinding signage system can range from a more straightforward, traditional appearance incorporating classic lettering, muted colors and materials such as stone for monument type signage. Unconventional, eccentric designs using brighter colors, metal materials and unique material arrangements and graphic logos could also be utilized as part of the wayfinding system design. The design process for the wayfinding program includes the following elements:

- ***Existing Conditions Analysis and Wayfinding/ Location Plan*** – an assessment is conducted to determine where signage is needed and appropriate locations for placement of gateways, wayfinding and other signage.

- ***Conceptual Signage Family Process*** – conceptual designs are prepared for the signage family depicting the brand image and materials; two to three conceptual designs are usually prepared.

- ***Public Review Process*** – conceptual designs are presented to the community or a steering committee to determine a preferred design.

- ***Preferred Sign Family Concept Refinement*** – changes and revision are made to create the final signage family design.

- ***Creation of a Design Development Document/ Bid Material*** – documents are prepared to manufacture the preferred signage design and its installation.

Beyond wayfinding and directional signage, placemaking can also be accomplished through the installation of public art at various locations within the community, most particularly in the Downtown area. Public art could be funded in Yorkville through several different means, including public-private collaborations, a percentage public art program in which a small percentage (usually three to five percent) of a capital improvements project is spent on a public art installation, or through outside grants or foundation support. In other communities, developers may also be required to provide public art as part of a package of public amenities for a development project.



*The "Watermark" mosaic bench, Navy Pier.*

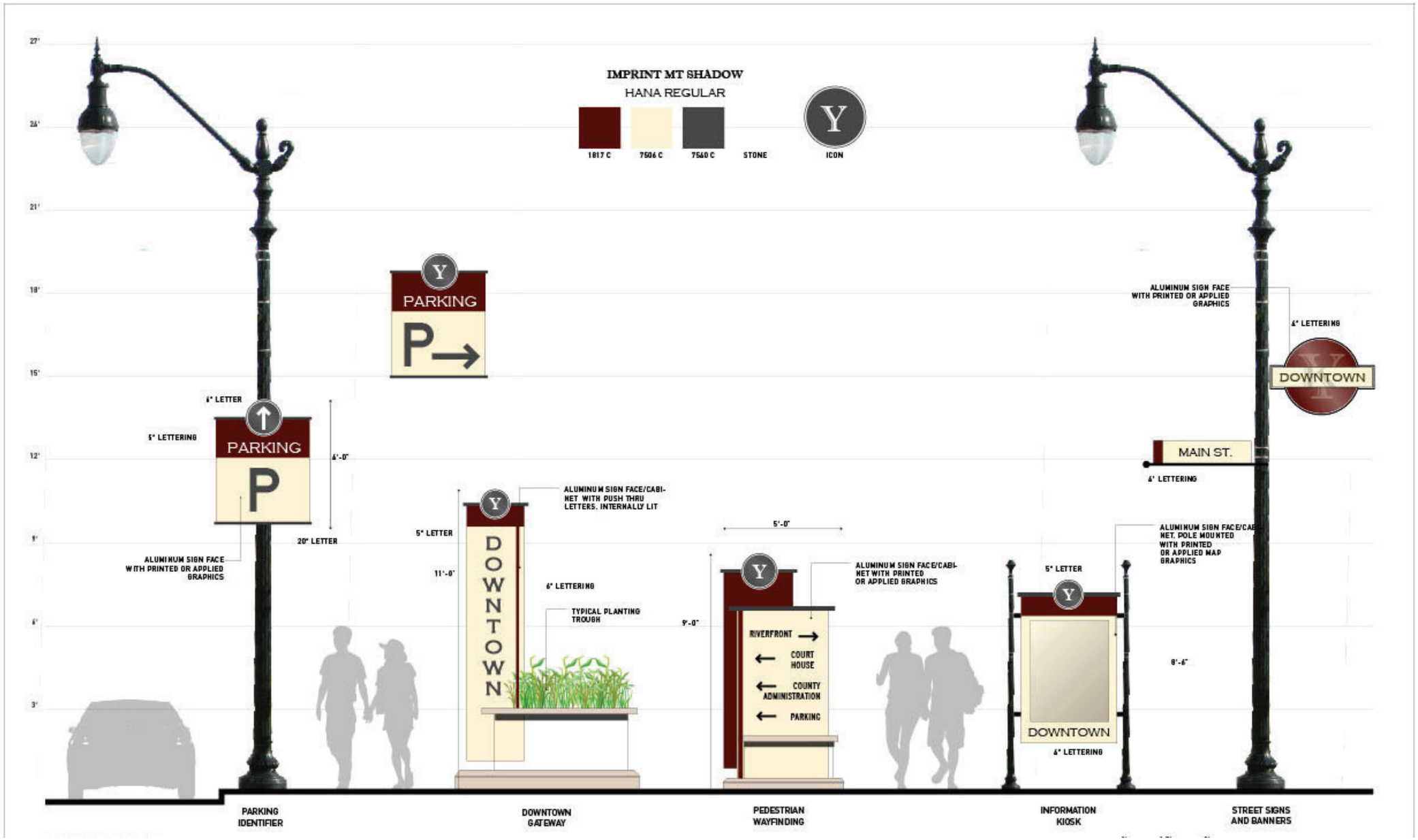


*Public art can be implemented as part of public improvements.*

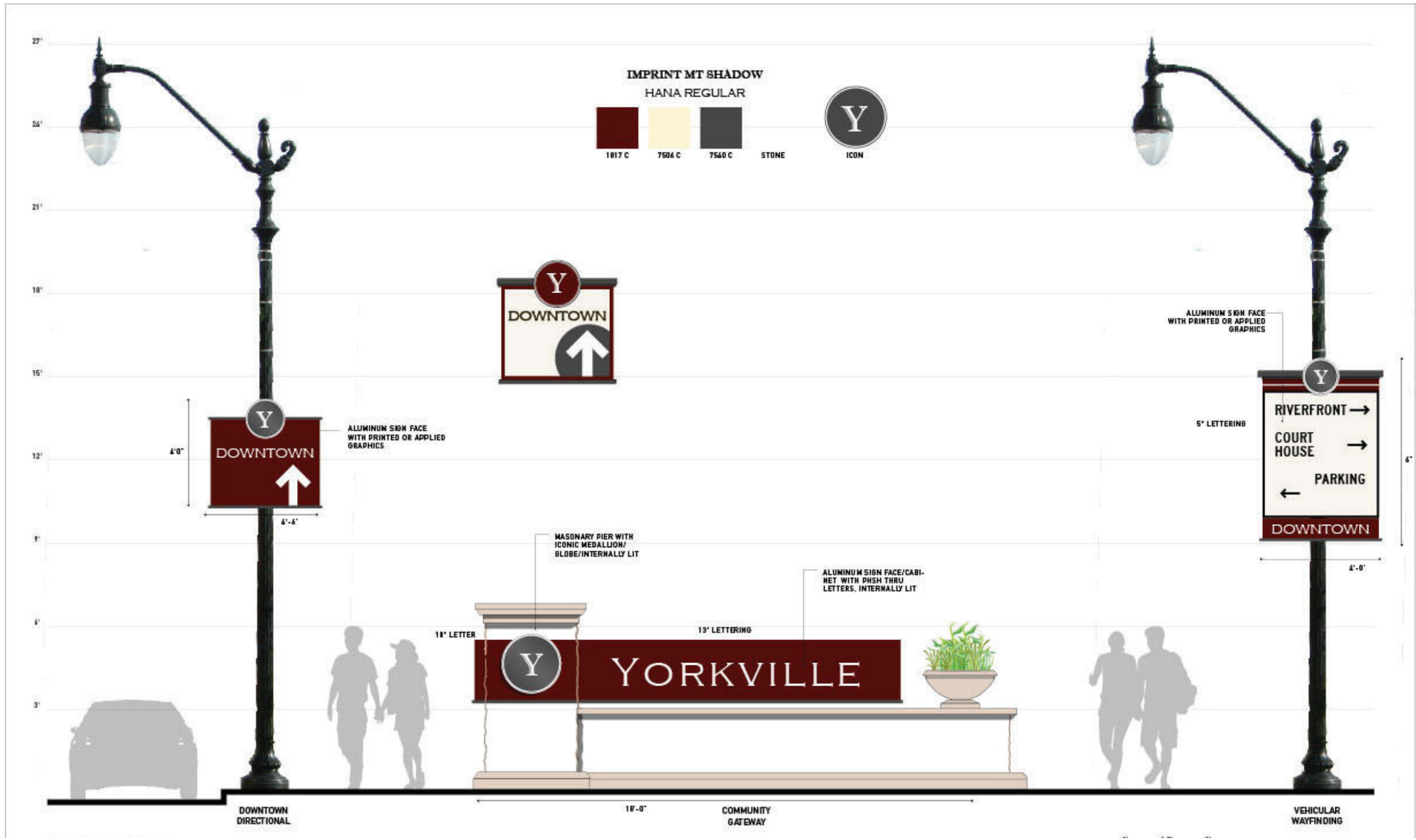


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## Sample Yorkville Placemaking and Wayfinding Elements



## Sample Yorkville Placemaking and Wayfinding Elements






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# BROWNFIELD REDEVELOPMENT

As described in different sections of this Comprehensive Plan, Downtown Yorkville's brownfield site, which comprises mainly of three parcels bounded by Illinois Route 47, and East Van Emmon, Heustis and East Hydraulic Streets, remains a potential constraint to Downtown revitalization efforts. These parcels together constitute a significant development opportunity site. In recent years, Phase I and II environmental assessments have been commissioned to determine the extent of environmental contamination, which includes the presence of lead and other metals in the ground soil. Preliminary cost estimates have been prepared for potential remediation measures that include "capping" or "engineered controls," whereby the site is covered with soil, asphalt or even a building, and more extensive excavation, transportation, and disposal of the contaminated soil, a more expensive option. If a future development would require excavation of the site, a more extensive remediation may be required.

If extensive remediation is required, there are a number of funding sources available to underwrite remediation costs, including grant and loan programs from the United States Environmental Protection Agency, the Municipal Brownfields Redevelopment Grant and Revolving Loan Programs administered through the Illinois Environmental Protection Agency, Tax-Increment Financing offered at the local level, and private dollars and investment.

# USING THE COMPREHENSIVE PLAN

Going forward, the United City of Yorkville should work toward Comprehensive Plan implementation and for incorporating the Comprehensive Plan in everyday decision-making, assessing implementation progress and in determining needed revisions so that the Plan remains relevant. The following are recommendations for effective implementation and stewardship of the Comprehensive Plan. Successful implementation and stewardship will require on-going communication and coordination between different City departments and commissions, from elected leaders, other governmental agencies, and from private sector partners, organizations and entities.

- ***Use the Comprehensive Plan in preparing annual departmental work plans and budgets.*** Many communities use their comprehensive plans to prepare annual departmental work plans and budgets as a way to build understanding of Comprehensive Plan goals and strategies of how the Plan is being implemented. In some communities, work plans and budgets include statements on how departmental projects and budgets reflect, impact or achieve Comprehensive Plan priorities. In that regard, the City should consider adopting new systems that require such statements in annual work plan and budget documents and how departments can assess how their work is consistent with the Comprehensive Plan on a regular or daily basis.

- ***Use the Comprehensive Plan in preparing future capital improvement plans.*** The need for capital improvements planning to guide community infrastructure enhancements has been described in earlier sections of the Comprehensive Plan. As with other department work plans and planning documents, future capital improvement plan should consider and be in alignment with the goals and strategies of the Comprehensive Plan, especially in regards to urban design and streetscape initiatives and infrastructure upgrades needed to facilitate development activity.

- ***Publicize actions and initiatives that implement the Comprehensive Plan.*** Initiatives that implement the Comprehensive Plan should be routinely publicized through the City's press releases and updated websites so that Yorkville citizens are aware of local success and progress. An annual "State of the City" address by the Mayor could be organized to provide residents an update on Comprehensive Plan implementation.

- ***Identify Comprehensive Plan-related actions on the agenda of the City Council and the Plan Commission.*** To promote a broader awareness of Comprehensive Plan implementation, items on City Council or Plan Commission meeting agendas should highlight in some way, perhaps through some identifying note or heading, implementation activities that is being considered or adopted.

- **Conduct an annual public hearing to review Comprehensive Plan implementation.** The City Council or the Plan Commission should schedule an annual public hearing or meeting to discuss how various elements of the Comprehensive Plan have been implemented, implementation successes and challenges, how the Comprehensive Plan is being used by the City and other entities, and if there are new trends, threats or opportunities that may affect implementation efforts. Such a process will keep the Plan current, as well as suggest any needed changes or amendments to the Plan and its recommendations.

- ***Publish a Comprehensive Plan annual report.*** Annually, a report describing the progress being made in implementing the Comprehensive Plan should be prepared and posted to the City's website and distributed to the community as part of the City's newsletter or other publications.

# THE YORKVILLE PLAN

CONNECTING OUR PAST TO THE FUTURE