THE YORKVILLE PLAN

CONNECTING OUR PAST TO THE FUTURE

State of the City Report

AUGUST 17, 2015

LAKOTA

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Engineering Enterprises, Inc., City Engineering Consultant
Michelle Pfister, Library Director

PLAN ACRONYMS

AADT – Annual Average Daily Traffic
CDBG – Community Development Block Grant
CLG – Certified Local Government
CMAP - Chicago Metropolitan Agency for Planning
CM2020 - Chicago Metropolis 2020
CUSD - Community Unit School District
DOJ – U.S. Department of Justice
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
NRPA - National Recreation and Parks Association
PUD - Planned Unit Development
RTA - Regional Transportation Authority
TIF – Tax Increment Financing
TOD - Transit Oriented Development
YBSD - Yorkville-Bristol Sanitary District

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SECTION 1 - INTRODUCTION

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.

OVERVIEW

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 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?

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 than what has been tried and implemented before. 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.

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 roadmap 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.

Bicentennial Riverfront Park and the Fox River, downtown Yorkville

"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 since 2008 — a Comprehensive Plan that represents the community's consensus and vision for Yorkville's future. The process for developing the Comprehensive Plan included an assessment and evaluation of existing conditions in Yorkville in order to identify specific issues, constraints and opportunities for enhancing the community's land uses, transportation and infrastructure systems, economic development and quality of life. This *State of the City Report* provides a "snapshot" of Yorkville's existing conditions, community outreach efforts during the planning process thus far, and a summary of key issues and opportunities to be addressed in the Comprehensive Plan document.

The Yorkville Comprehensive Plan is a guide for the people of Yorkville to accomplish the vision set forth in this document. Therefore, as a guidebook, the Comprehensive Plan 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 character. 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.

Finally, the Plan should be re-evaluated periodically in light of changing conditions so that it remains the true vision of the community. The 2015 Comprehensive Plan is intended to guide the community for the next 5 to 10 years at which point an update should be considered by the United City of Yorkville.

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.

- ***Land Use Framework.*** The Plan provides a land use framework and 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.

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 roadmap 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."

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*

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.

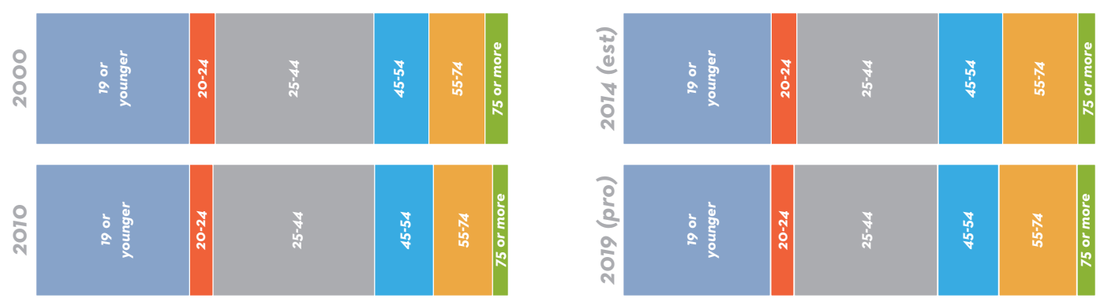


Table 1.1: Demographic Trends Chart

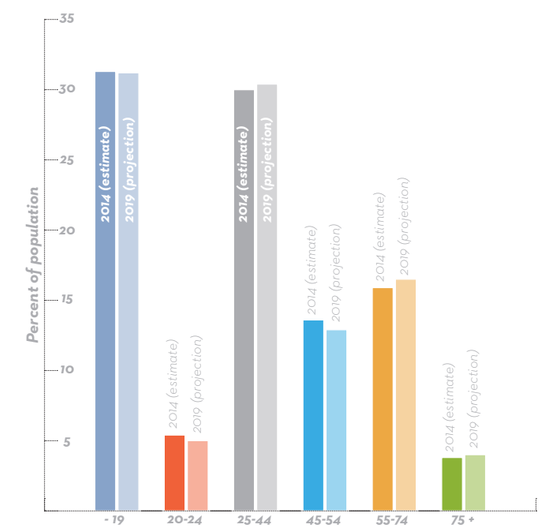
	2000 CENSUS	2010 CENSUS	CHANGE 2000-2010	2014 ESTIMATE	2019 PROJECTION	CHANGE 2014-2019
Population						
Total Population	6,189	16,921	173.4%	17,878	19,313	8.0%
Median Age	33.2	32.4	-2.4%	34.6	35.1	1.4%
Households						
Total Households	2,220	5,912	166.3%	6,240	6,701	7.4%
Average Household Size	2.76	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)

Table 1.2: 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 1.1: Population by Age



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 the accompanying map, 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. The map also outlines the highly irregular municipal boundaries of Yorkville, a result of the numerous annexations of farmland for planned and built subdivisions.

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.

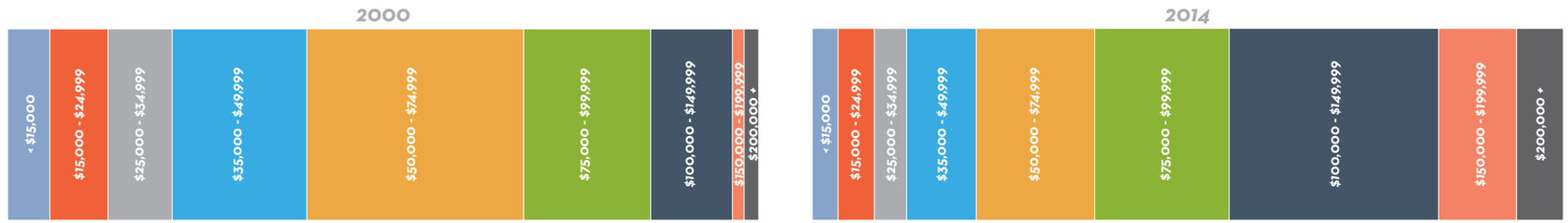
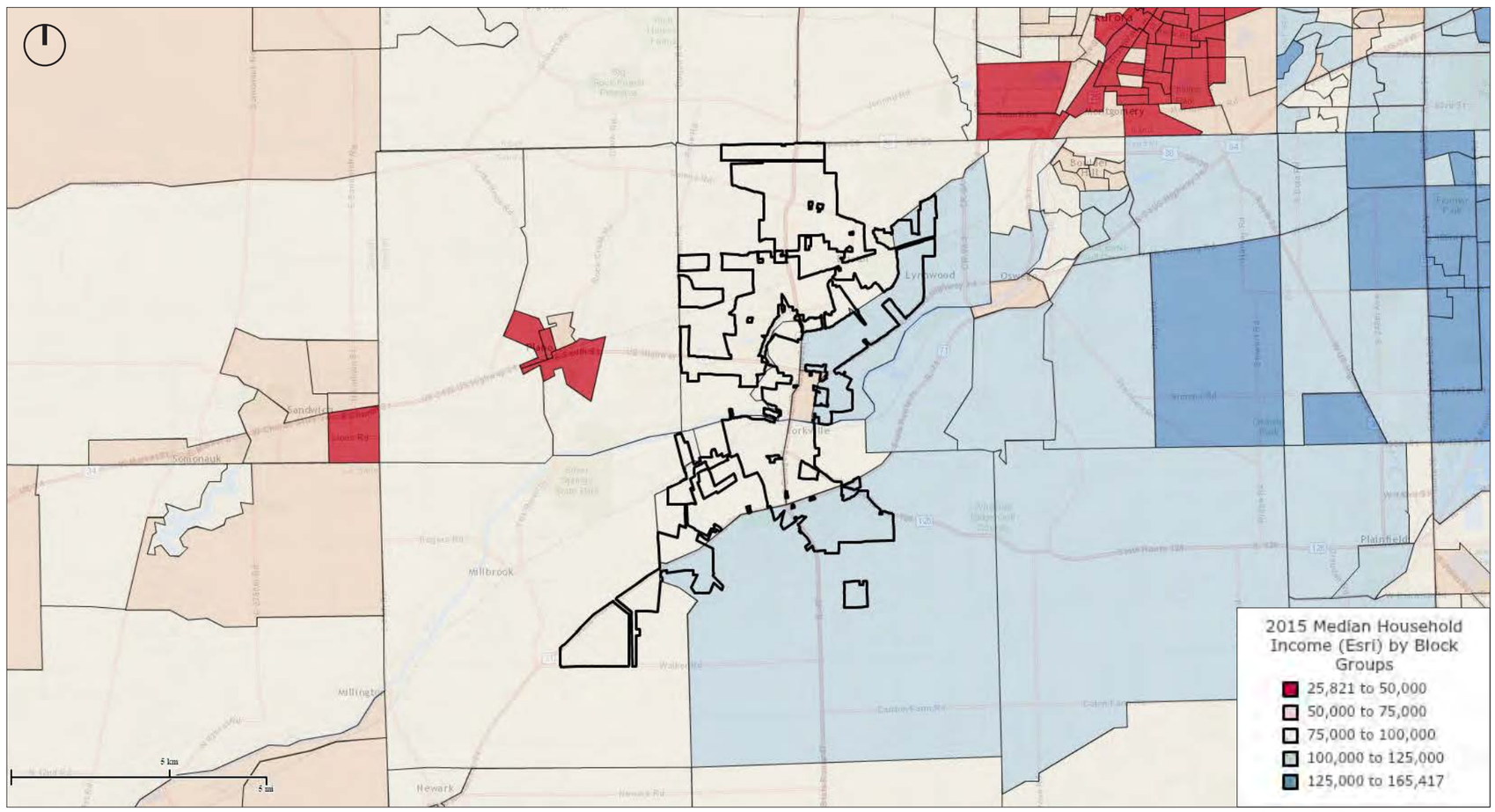


Table 1.3: Household Income Distribution Chart

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**	

2015 Median Household Income by Census Block Group



Source: Esri Business Analyst Online

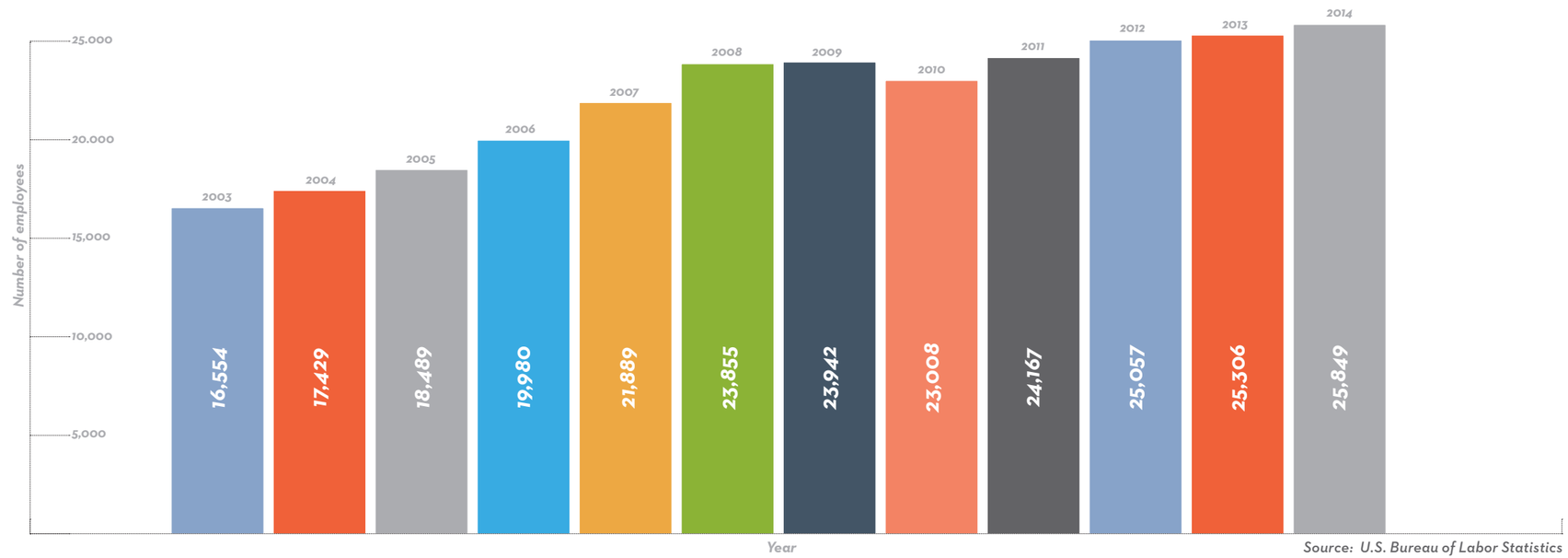
EMPLOYMENT TRENDS

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 1.2: Trends in Nonfarm Employment - Kendall County, Illinois



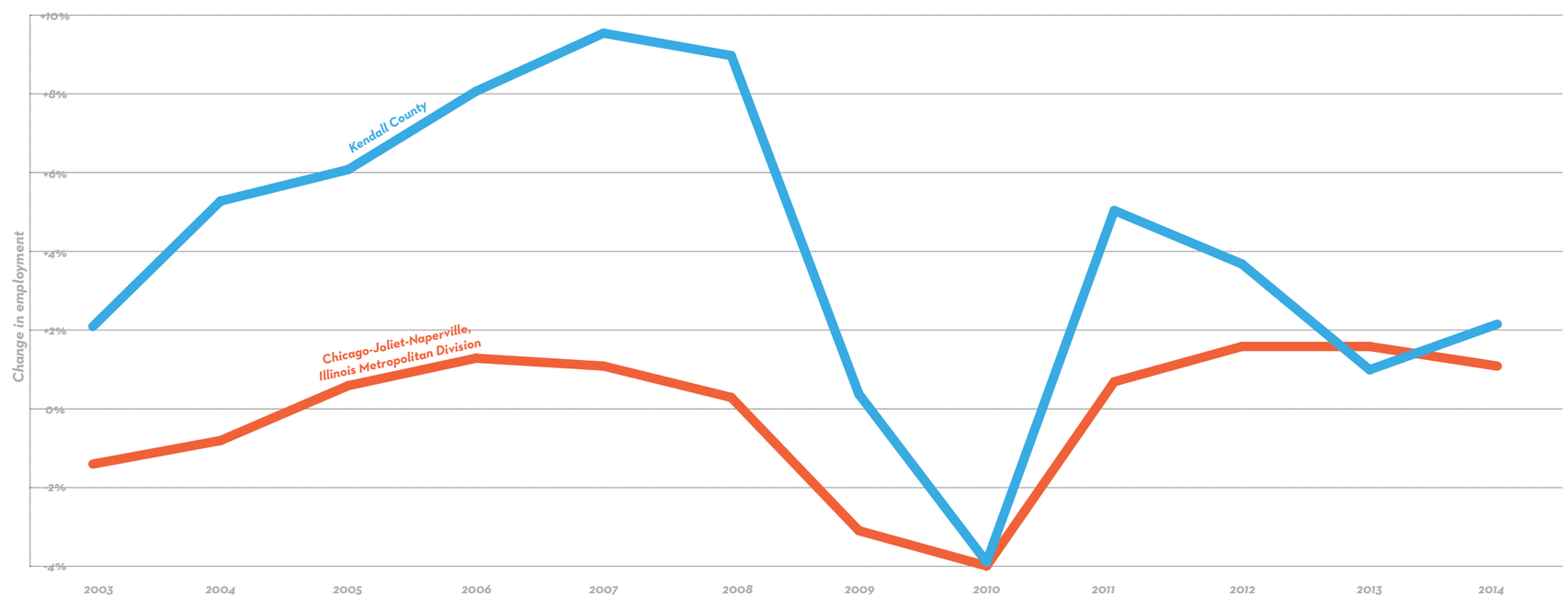
Source: U.S. Bureau of Labor Statistics

Table 1.4: 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 1.3: Year-Over-Year Change in Employment - Kendall County and Chicago-Joliet-Naperville, IL Metropolitan Division

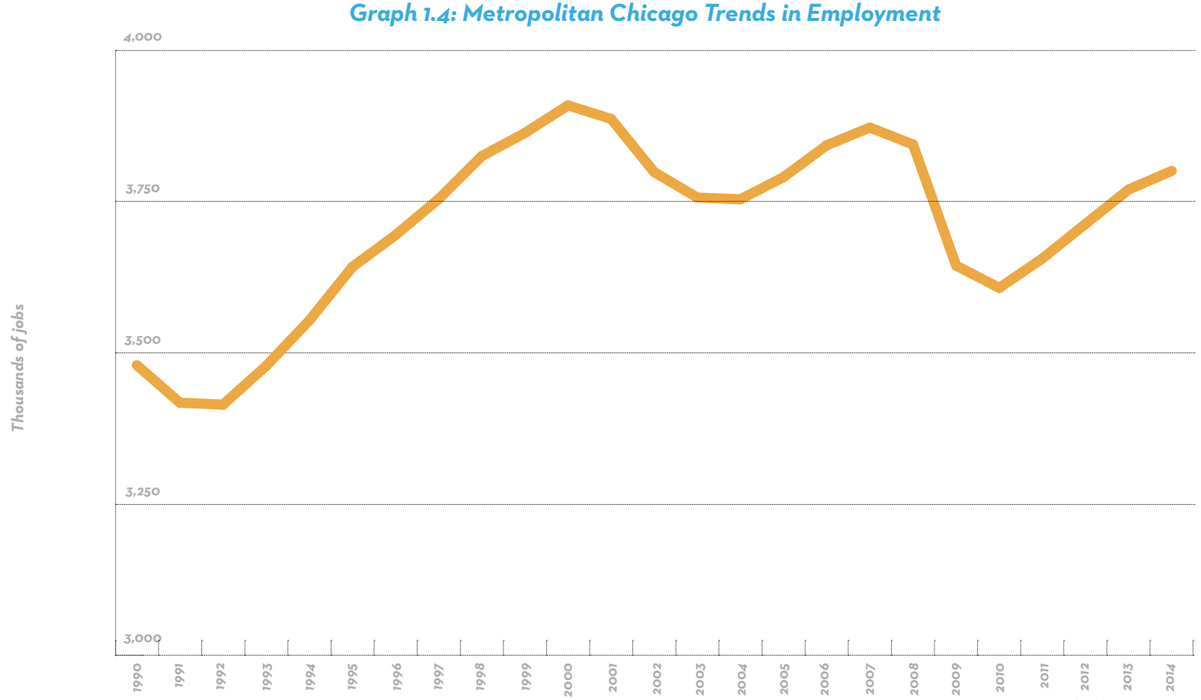


Source: U.S. Bureau of Labor Statistics

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 Menard's 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 1.4: Metropolitan Chicago Trends in Employment



Source: U.S. Bureau of Labor Statistics

Table 1.5: Major Employers in Kendall County and Yorkville

COMPANY	# OF EMPLOYEES	INDUSTRY	LOCATION
Top Kendall County Employers			
Caterpillar, Inc.	2,500	*Manufacturing*	*Montgomery/Oswego*
Menard's 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

QUALITY OF LIFE

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 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.

Downtown Yorkville at the Fox River

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.

[3] Adapted from the 2008 Yorkville Comprehensive Plan

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

[5] Ibid

[6] Ibid

[7] Ibid

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.

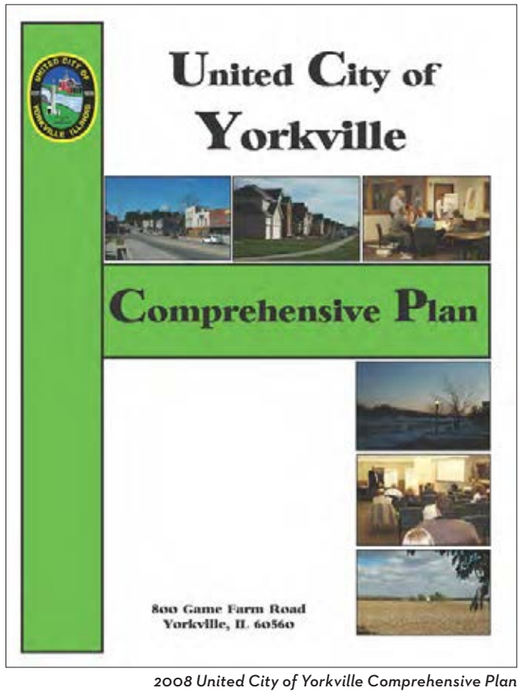
Yorkville train station, downtown Yorkville

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.

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 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.

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

2008 PARKS AND RECREATION MASTER PLAN

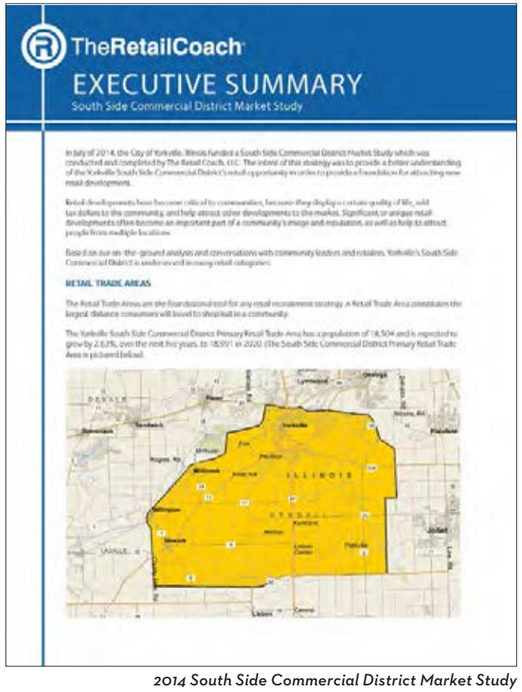
In 2008, the Parks and Recreation Department completed a comprehensive assessment of its parks and open space system in order to create a long-term plan for future investments in parks and park facilities. As part of the assessment, an analysis of community demographics was undertaken along with a community 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.

2014 SOUTH SIDE COMMERCIAL DISTRICT MARKET STUDY

In July of 2014, driven by a desire to grow the retail base on its South Side, the City of Yorkville engaged The Retail Coach, LLC of Tupelo, Mississippi to provide a South Side Commercial District Market Study. As noted in the report that was delivered to the City,

> *The intent of this strategy 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 stretches generally north to south from U.S. 34 to U.S. 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 report 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.


TheRetailCoach
EXECUTIVE SUMMARY
South Side Commercial District Market Study

RETAIL TRADE AREAS

2014 South Side Commercial District Market Study

Using this trade area as a basis for its investigation, the report drew several key conclusions and made several recommendations, summarized in the following bullet points:

- 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 that, due to existing retail on the North Side, many retailers would prefer to be located there, Retail Coach recommends that Yorkville create a focus on new retail development within the South Side. The study noted 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 report 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 generally along the Illinois 47 and Illinois 71 corridors. The report summarized physical attributes, traffic counts, and proximate retail for each site and provided conclusions regarding the highest and best use of each site.

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

SECTION 2 - PLANNING PROCESS

METHODOLOGY

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 guided growth and decision making for the community south of the Fox River.

In the summer of 2007, it was decided by the Plan Commission that given the population growth, in which population had increased over two-fold since the last Census in 2000 and was projected to continue steadily increasing, the 2002 and 2005 comprehensive plans needed to be updated. The Plan Commission also recognized that the 2002 and 2005 comprehensive plans should be merged into one cohesive document for the entire Yorkville planning area. The 2008 Comprehensive Plan, in its present form, was approved at the October 28, 2008 City Council meeting.

In August 2014, the United City of Yorkville, along with community stakeholder groups and residents, initiated an two-year planning process to update the 2008 Comprehensive Plan. The key purpose of the Plan was to create a long-term vision and planning framework for enhancing the community's overall land use, economic vitality, and physical appearance and image, along with a set of practical implementation action 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**
  (Planning, Urban Design, Historic Preservation, Landscape Architecture, Community Relations)
- **Goodman Williams Group**
  (Market Analysis)
- **T.Y. Lin International**
  (Transportation Engineering)

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 understanding Yorkville's long-term future, the Comprehensive Plan also seeks to assess current conditions and propose strategies and recommendations for the following Comprehensive Plan elements:

- **Land Use.** Evaluate existing community land uses and identify specific issues, constraints, and opportunities to encouraging appropriate land use patterns and development within and near Yorkville's corporate boundary and extraterritorial jurisdiction.
- **Regulatory Tools.** Research and recommend new zoning and regulatory tools that manage and direct community growth and revitalization in ways that promotes economic diversity and vibrancy, and attractive places and neighborhoods.
- **Transportation Systems.** Document and analyze Yorkville's current roadway network and physical conditions as a method for exploring opportunities for achieving network efficiencies, roadway changes, and pedestrian enhancements.
- **Infrastructure and Capital Improvements.** Conduct an overview assessment of the City's sanitary, public utilities, and stormwater management systems, and consider strategies for long-term system maintenance and capital improvements.

Kendall County Courthouse in downtown Yorkville

Remaining farmsteads within Yorkville

- **Neighborhoods and Housing.** Assess and analyze the condition of residential neighborhoods and the existing housing stock in order to determine appropriate planning strategies that address local housing needs through new construction, housing rehabilitation, and infill development.

- **Commercial Areas and Corridors.** Examine planning and revitalization issues along the commercial corridors, including building and storefront improvements, business and real estate development, and urban design enhancements. Additionally, this Comprehensive Plan will assess downtown planning issues in depth and will develop a Downtown Sub Area Plan as part of this Comprehensive Plan.

- **Economic/Market Assessment.** Analyze and understand market trends for commercial, residential, and industrial development within Yorkville as a basis for establishing recommendations regarding future land use and economic development scenarios. Several market analysis components were consulted and incorporated in this Comprehensive Plan's Market and Economic Conditions section.

- **Parks and Open Space.** Identify, protect, and enhance Yorkville's "green infrastructure" of existing parks and natural systems, as well as consider sustainable design initiatives that reduces stormwater run-off and promotes cleaner air and water.

- **Agencies, Organizations, and Institutions.** Understand 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.

- **Implementation Strategy.** Create a detailed implementation strategy that prioritizes specific planning actions, outlines roles and responsibilities between the 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.** Undertake an effective planning process that involves a broad and diverse section of community stakeholders in order to generate consensus for the Comprehensive Plan's long-range development and revitalization vision, and short-term action strategies and planning recommendations.

Factory adapted as housing in downtown Yorkville

Bicentennial Riverfront Park, downtown Yorkville

The planning process for creating the Comprehensive Plan Update involved three distinct phases: a "State of the City" / Community Engagement 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 will be developed and presented for community feedback; and, a final plan-making phase in which planning goals, strategies, and implementation action steps are to be developed by the planning team in collaboration with the community, and accepted and adopted by the City. The last two phases of the planning process are expected to be completed by June 2016.

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

The first phase, initiated in September 2014, 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 revitalization 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 this Existing Conditions Report. The Report will be 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.

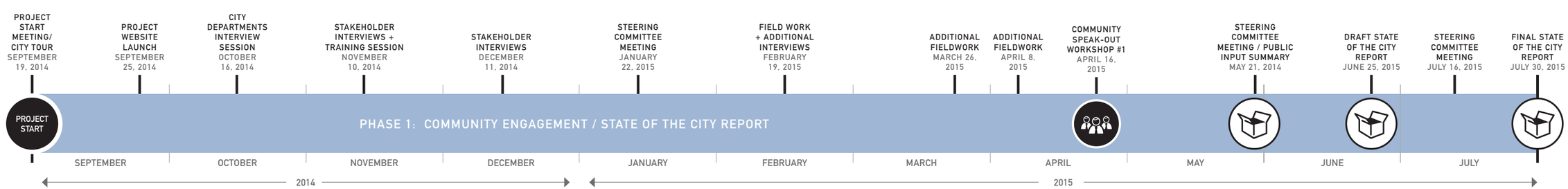


Figure 2.1 - Phase 1 Timeline

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

PHASE 2: COMMUNITY VISIONING (JULY - SEPTEMBER 2015)

The second phase of the planning process will involve the creation and development of specific planning concepts and land use strategies that enhance Yorkville's physical appearance, transportation and infrastructure options, and overall economic environment. As part of the visioning process, planning concepts will be presented for discussion and consideration during a community workshop. Afterward, planning concepts will be refined into a draft Comprehensive Plan Update Report.

PHASE 3: FINAL COMPREHENSIVE PLAN UPDATE (SEPTEMBER 2015 - JUNE 2016)

Based on the information analysis and community input gathered from the first two phases of the planning process, the final phase will involve the refinement of preliminary planning concepts and implementation strategies into a Final Comprehensive Plan Update. Specific site studies and illustrations will also be prepared for feasible development sites within Yorkville.

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 30 to the north, Boundary Agreement lines with 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.

Legend - Planning Area

- YORKVILLE BOUNDARY
- PLANNING AREA
- TRADITIONAL CENTER
- TRADITIONAL NEIGHBORHOOD CENTER
- PARKS/OPEN SPACE
- RIVERS/STREAMS

Figure 2.1: Planning Area Map

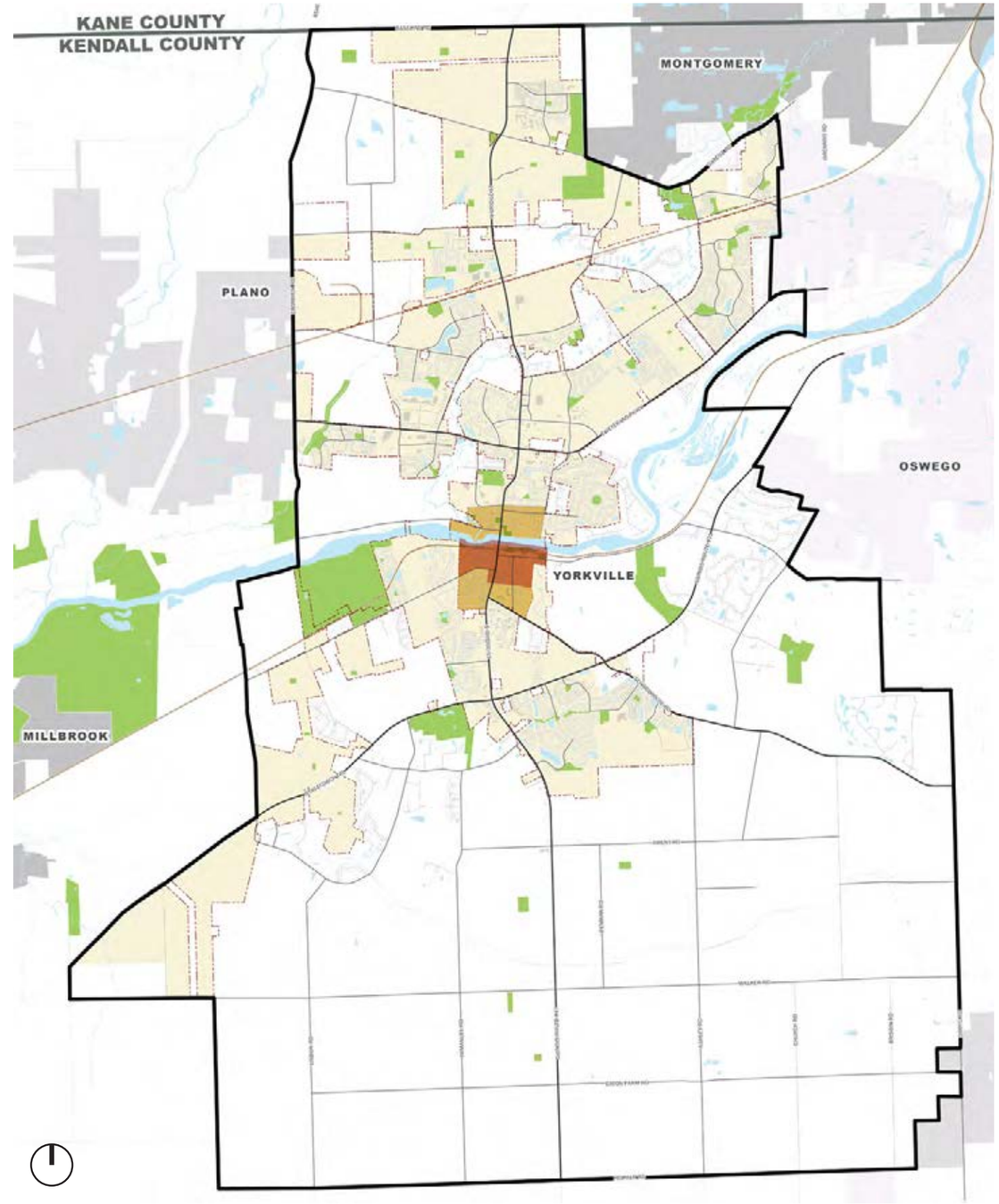


Figure 2.3 - Planning Area

SECTION 3 - YORKVILLE 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.

EXISTING LAND USE

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 3.1 and 3.2 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 3.1: Existing Land Uses North of the Fox River

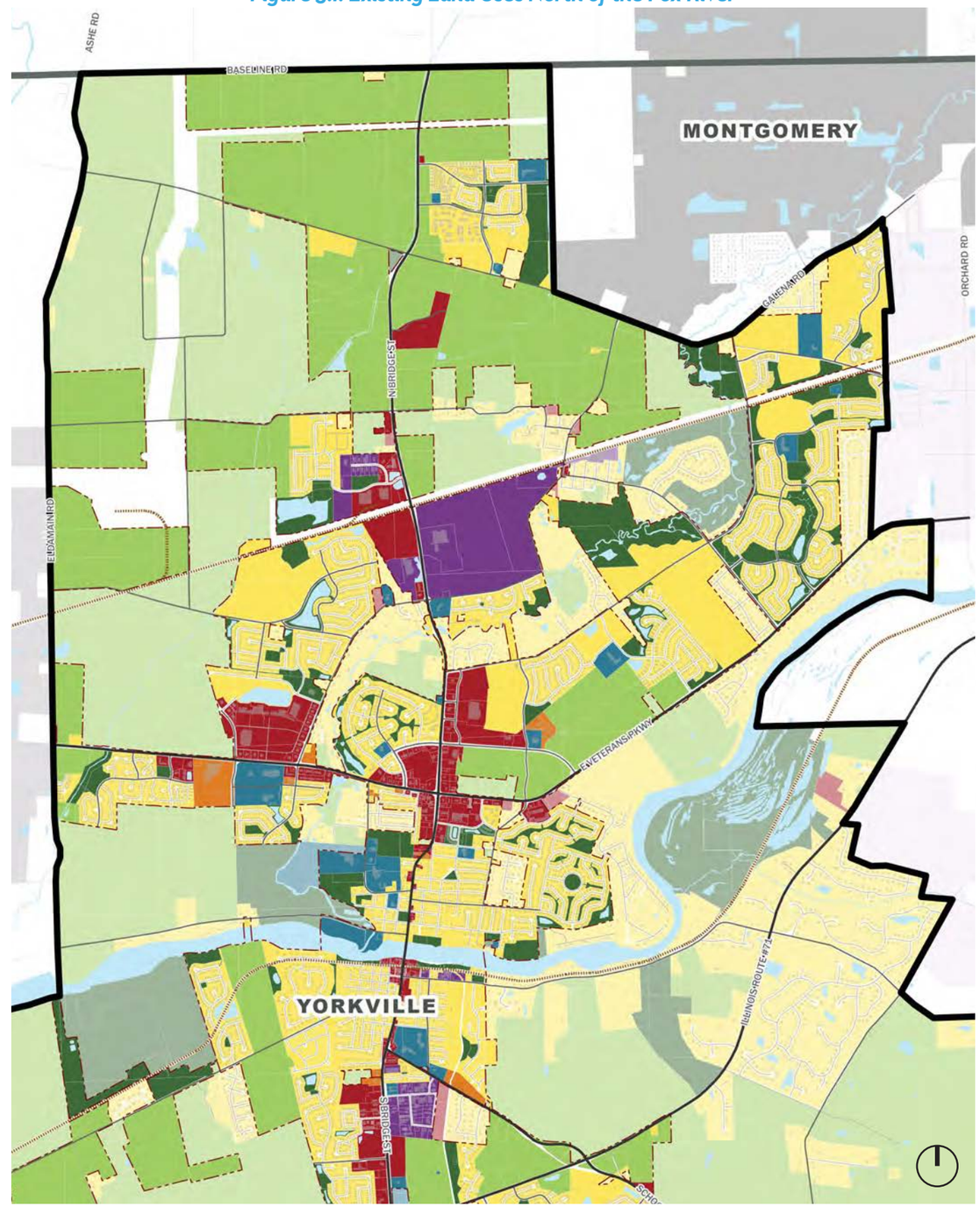


Figure 3.1 - Existing Land Uses North of the Fox River

Figure 3.2: Existing Land Uses South of the Fox River

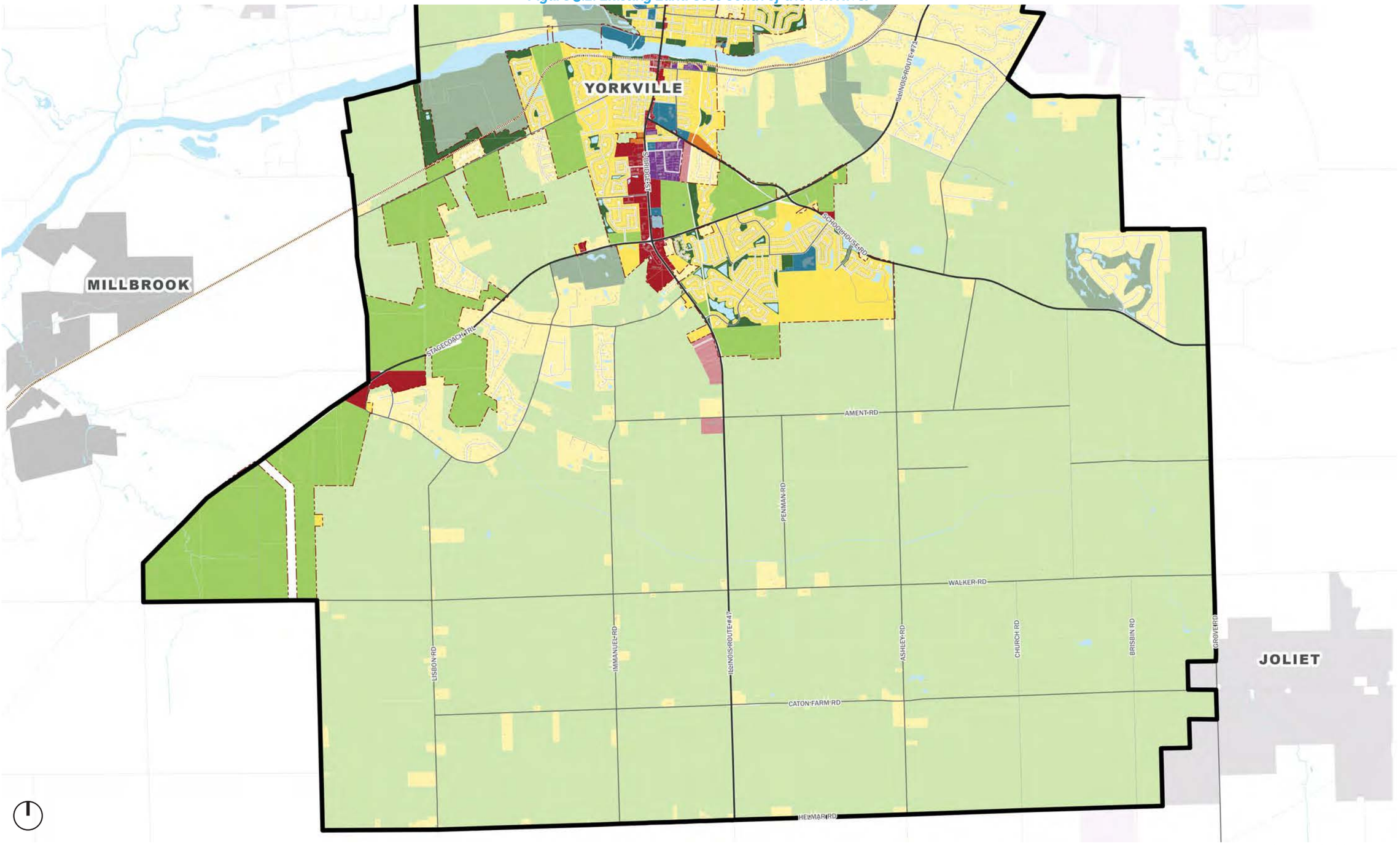
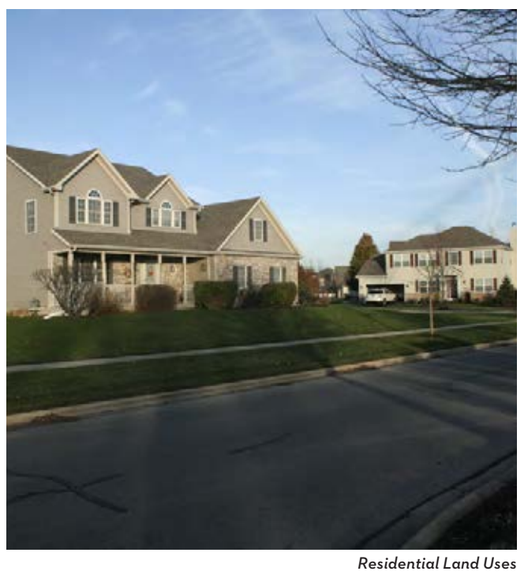


Figure 3.2 - Existing Land Uses South of the Fox River

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 3.1 and illustrated in Graph 3.1.

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 3.1: 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

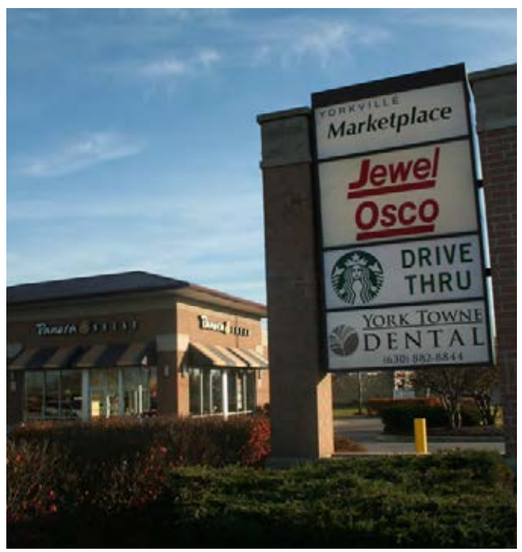
Graph 3.1: Existing Land Uses within the Planning Area

Graph 3.1 - Existing Land Use within the Planning Area

LAND USES WITHIN THE MUNICIPAL BOUNDARY

The distribution of the various land uses within the Yorkville Municipal Boundary are summarized in Table 3.2 and illustrated in Graph 3.2.

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

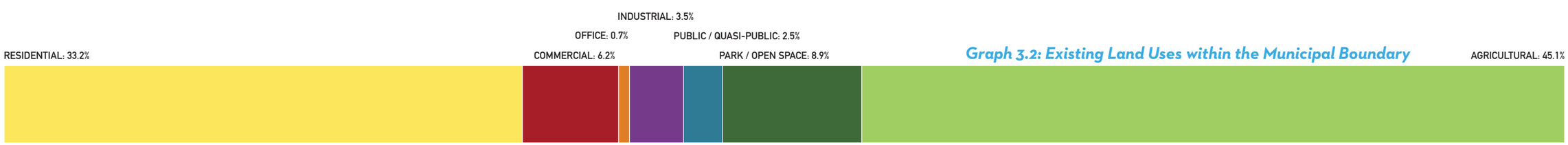
Park/Open Space Land Uses

Table 3.2: 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 3.2: Existing Land Uses within the Municipal Boundary



Graph 3.2 - 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 3.3: 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

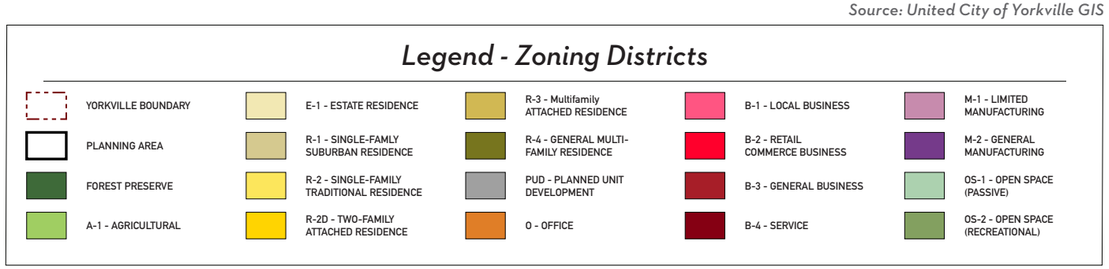


Figure 3.3: Zoning Districts North of the Fox River

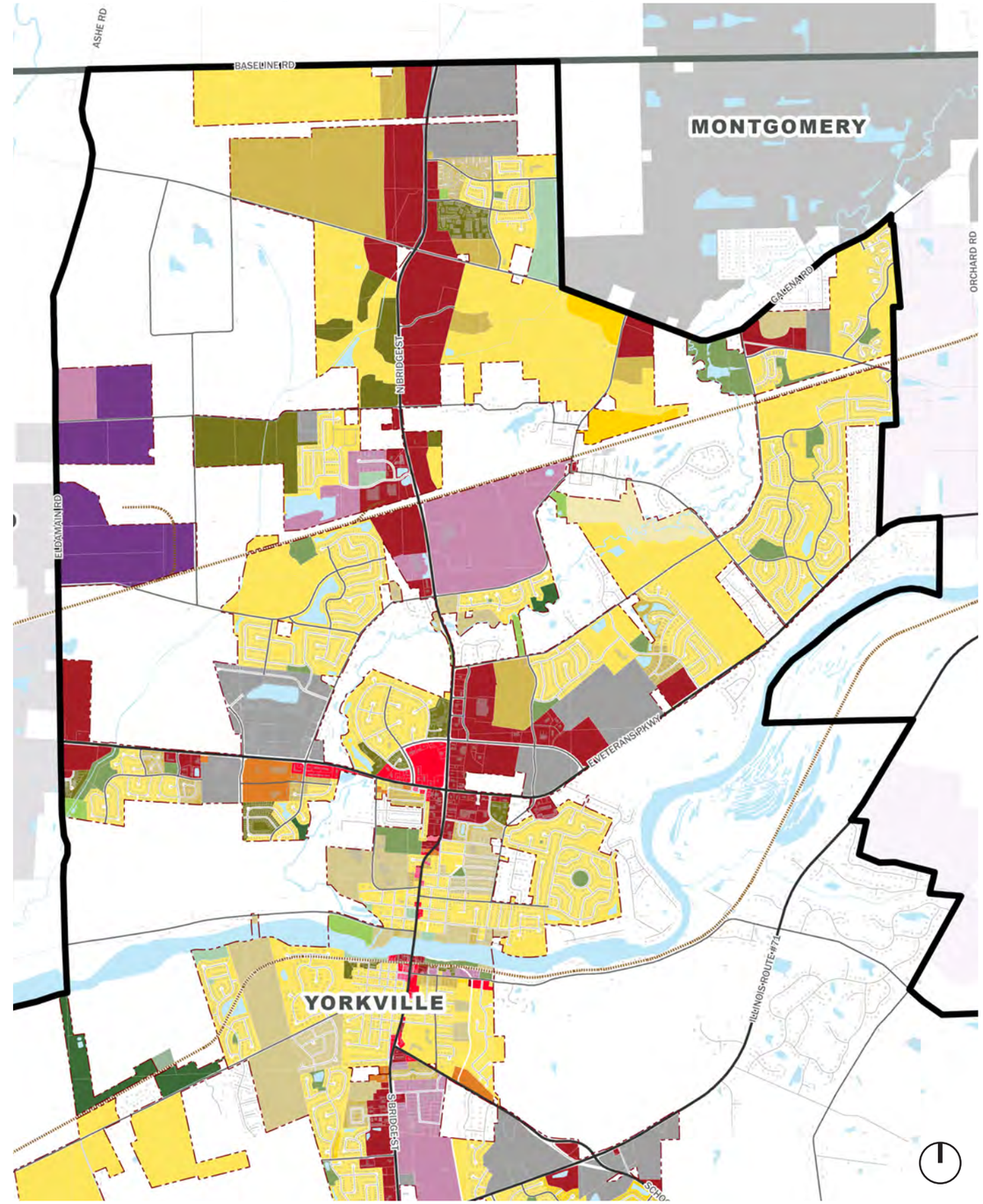


Figure 3.3 - Zoning Districts North of the Fox River

Figure 3.4: Zoning Districts South of the Fox River

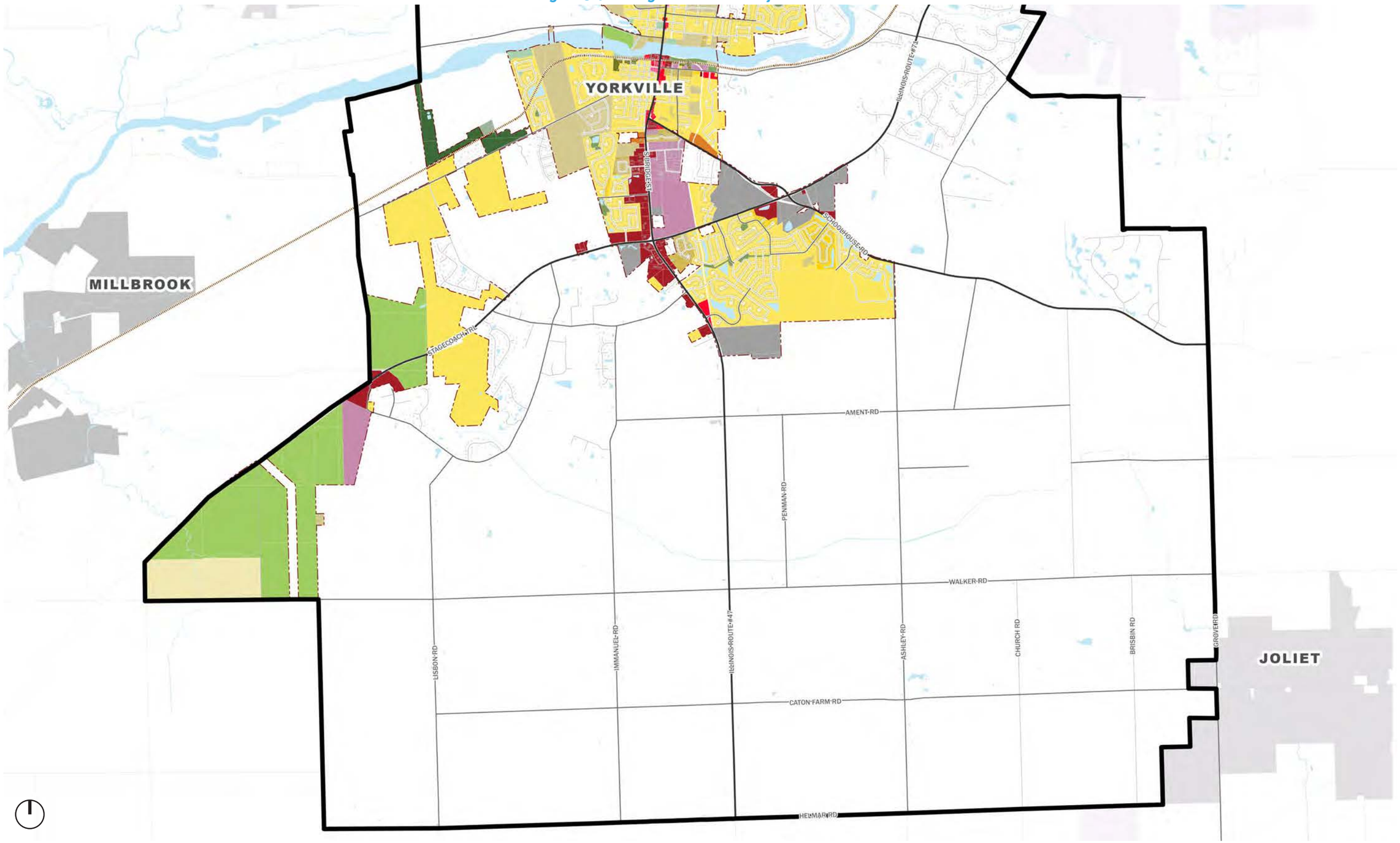


Figure 3.4: Zoning Districts South of the Fox River

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 3.5: 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 3.5: Existing Residential Land Use Areas North of the Fox River

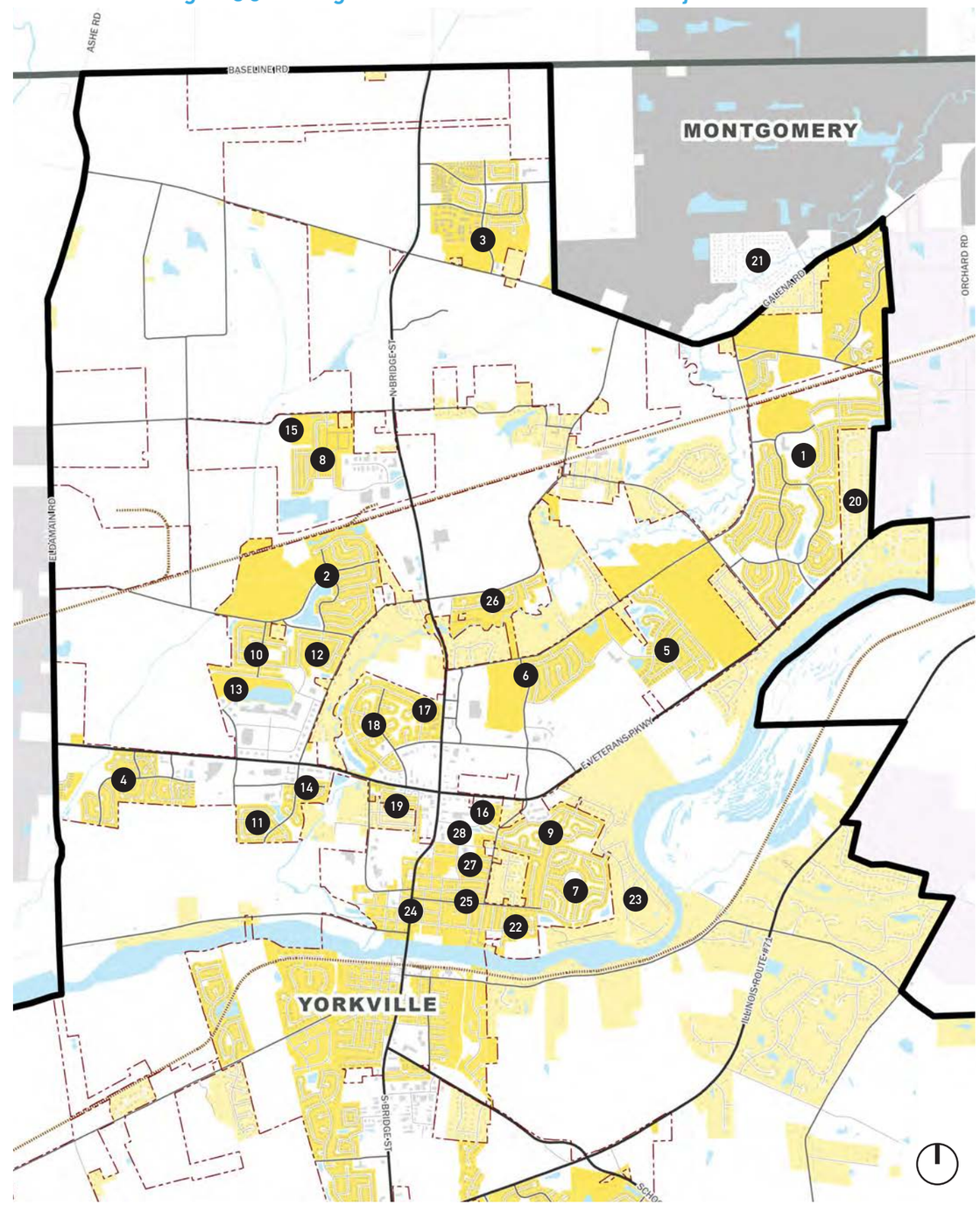


Figure 3.5 - Existing Residential Land Use Areas North of the Fox River

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 3.6: 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 3.6: Existing Residential Land Use Areas South of the Fox River

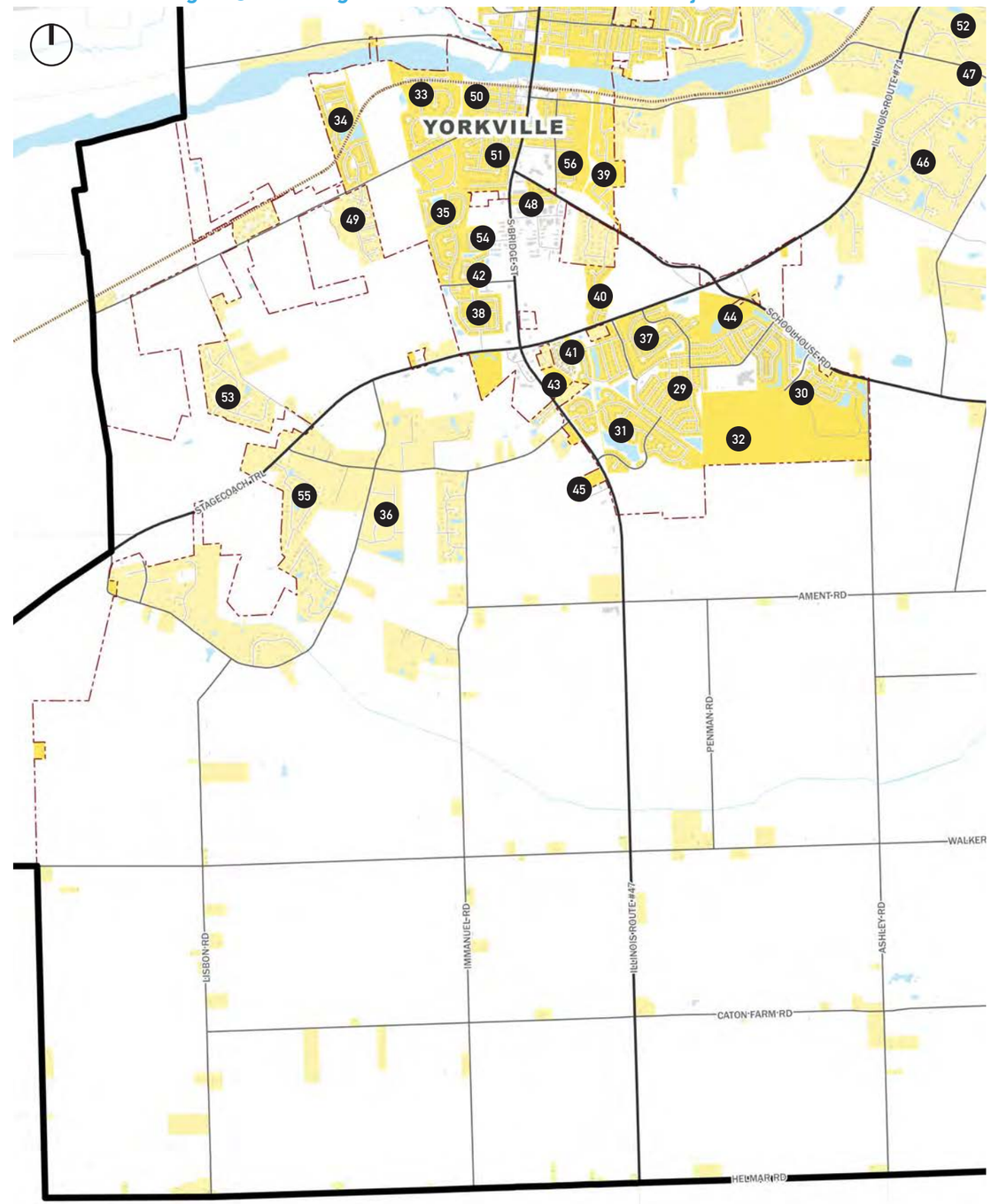


Figure 3.6 - Existing Residential Land Use Areas South of the Fox River

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.

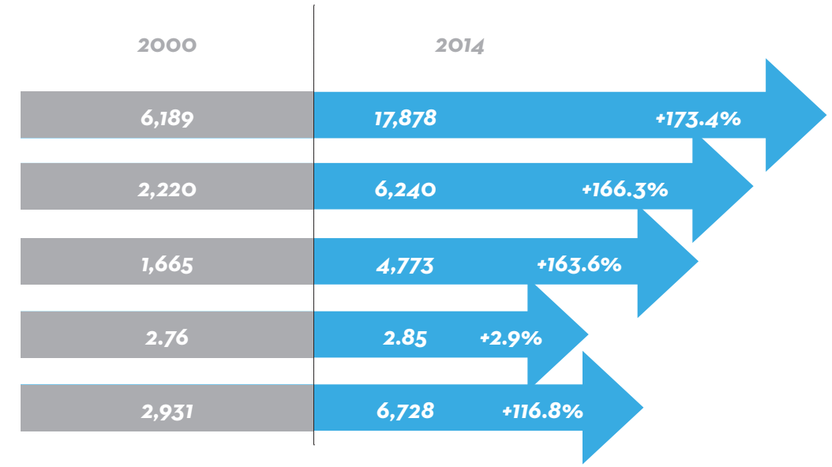
HOUSING CHARACTERISTICS

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

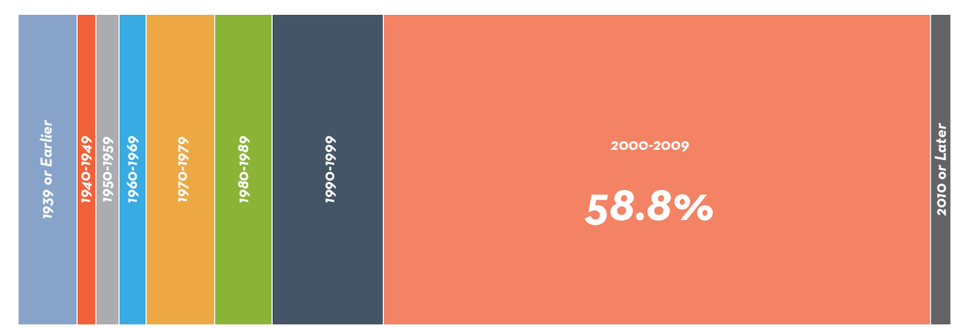


Fox River Subdivision Multifamily Residential

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



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.

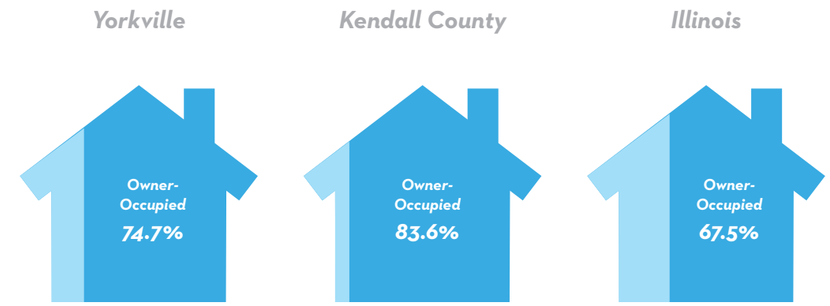
Yorkville's housing stock consists overwhelmingly of single family, detached units, which make up more than 60 percent of homes within the City. Single family attached units (i.e., "single address" attached forms such as duplexes and townhomes) make up another 18 percent of the City's housing units. 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.

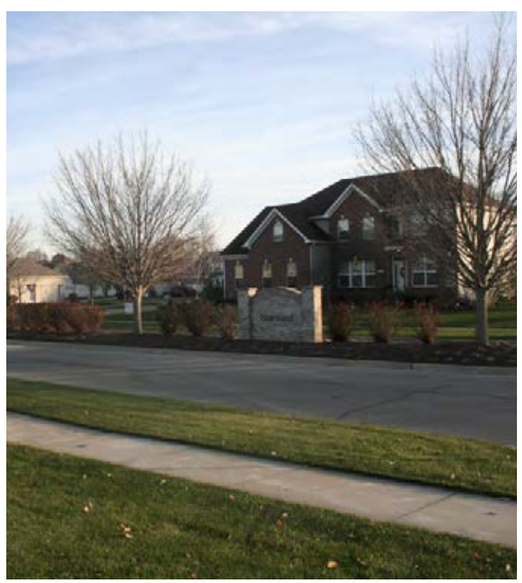
Like other exurban areas across the country, the vast majority of Yorkville householders own their homes. Nearly three quarters of occupied homes in Yorkville are owner-occupied, compared to just over two-thirds for Illinois as a whole. However, the City's rate of owner-occupancy is lower than Kendall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



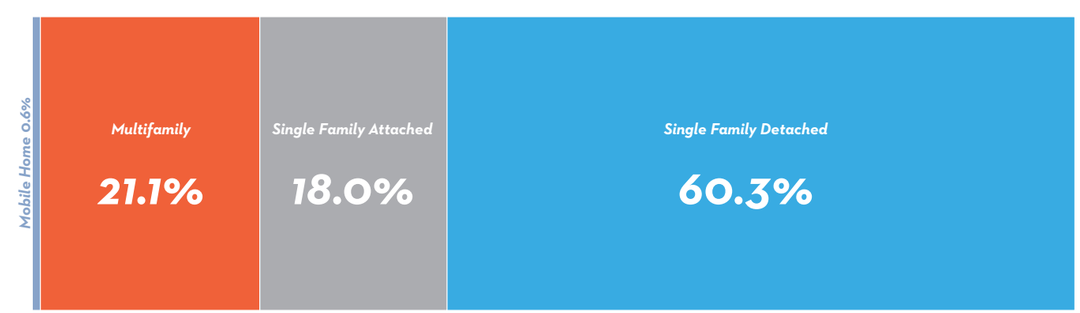


Single-Family Residential in the Heartland Subdivision

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



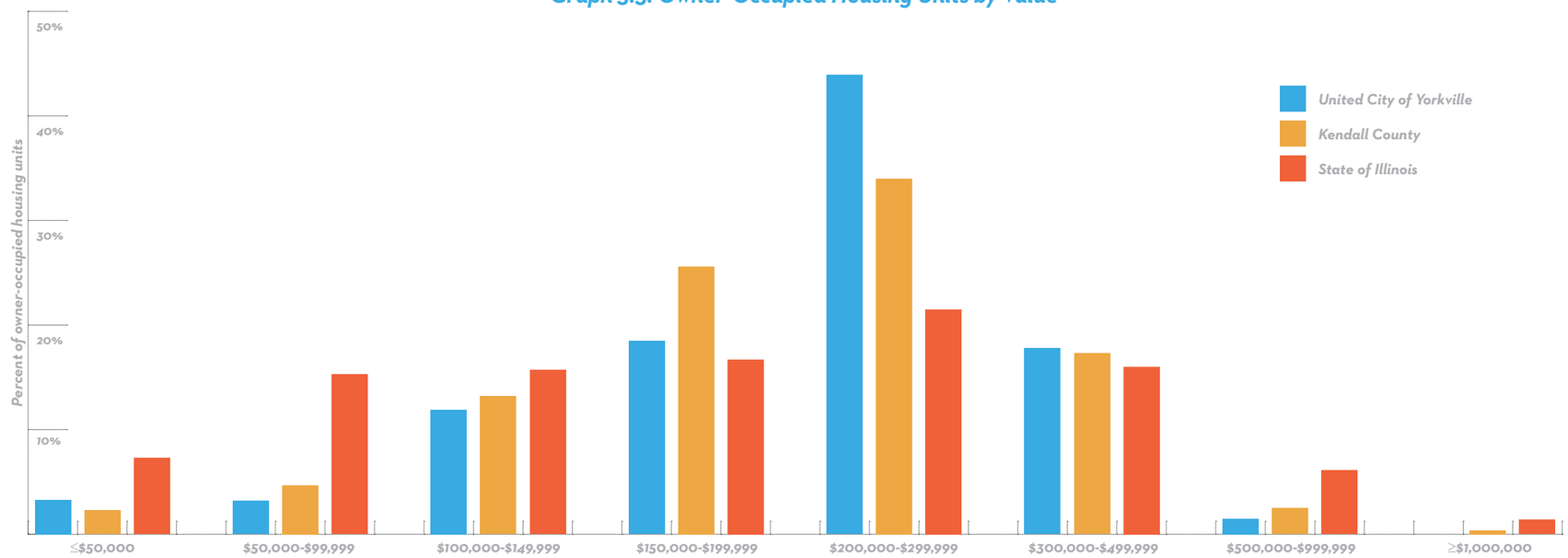
Yorkville's owner-occupied housing stock is comparatively high in value. By U.S. Census estimates, the median value of owner-occupied homes in Yorkville stood at $234,100 for the 2009-2013 period (adjusted to 2013 dollars). This is 11 percent higher than Kendall County as a whole and more than 28 percent 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 the following table, 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 3.3: Owner-Occupied Housing Units by Value



Source: U.S. Census Bureau

Table 3.7: 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 3.8: 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

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

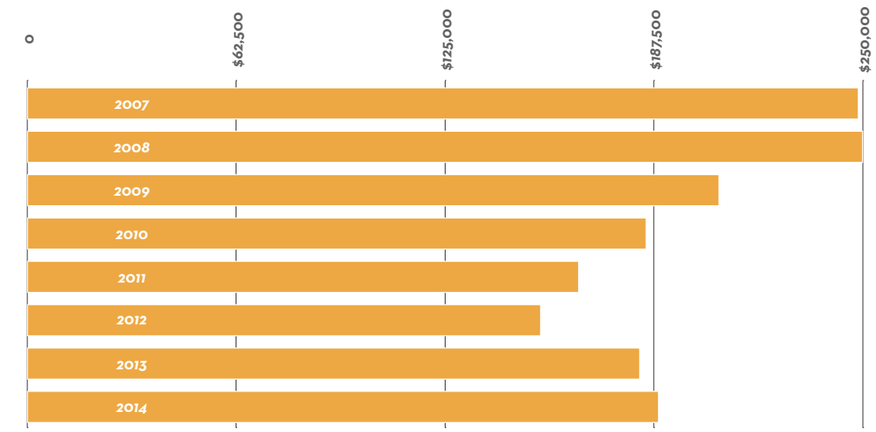


Table 3.9: Foreclosure Trends

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

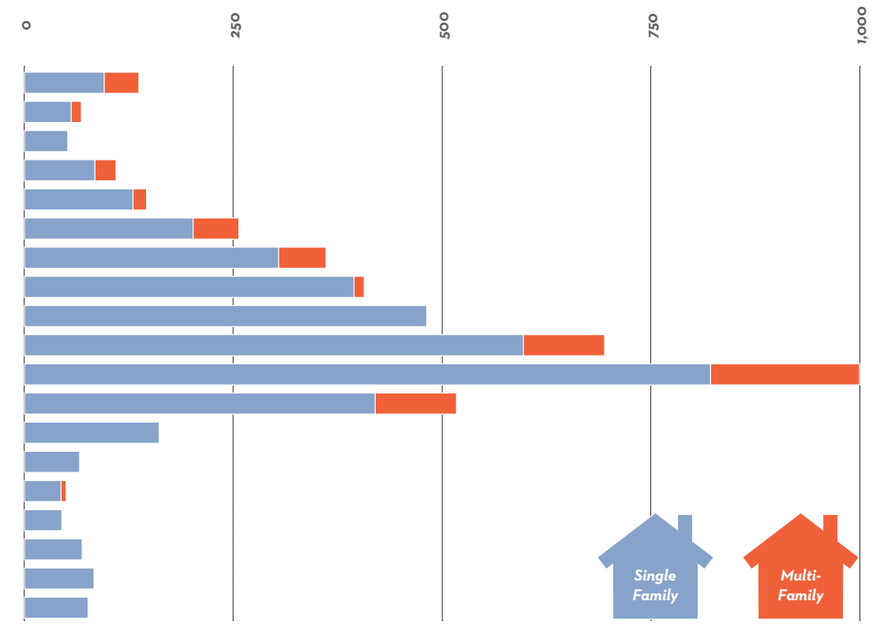
Yorkville has executed annexation agreements on 44 residential developments, most in the late 1990s and early 2000s. Of these developments, just 12 are fully built out. The remaining 31 developments fall into three categories:

- 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

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

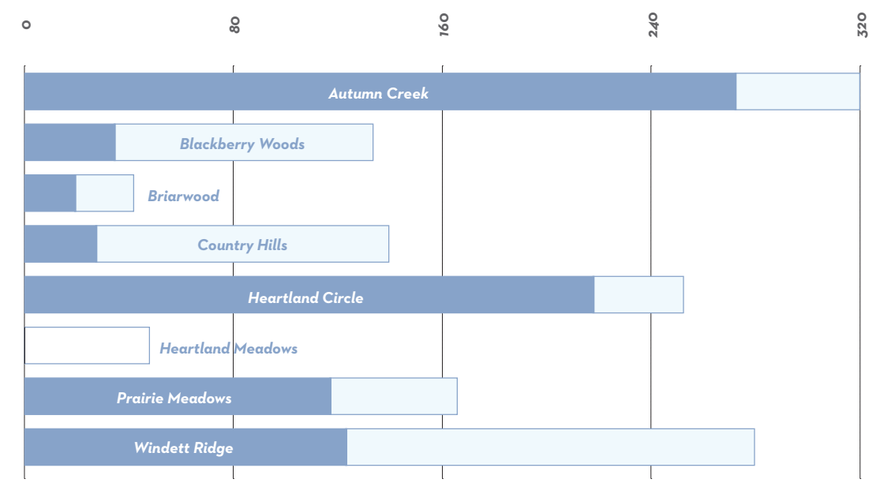


Table 3.10: Residential Developments by Status

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 Corp.

- Hillside Rehab & 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

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 Heritage 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, Inc. – 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.

Table 3.11: 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, outlined 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

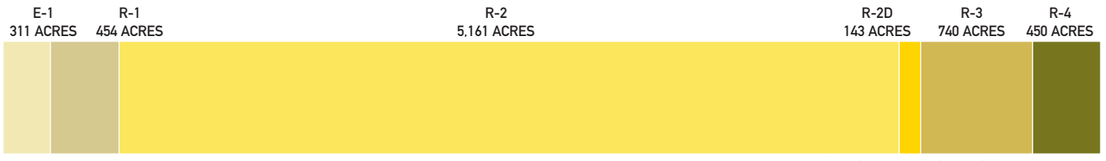
The R-2 Duplex, Two-Family Attached Residence zoning designation is intended for moderate density duplex dwelling structures on lots of at least 15,000 square feet. This district is primarily located off of a major thoroughfare or as a transitional land use adjacent to single-family residences. Therefore, the R-2 Duplex district is intended to accommodate single-family attached dwelling structures of a size and character that is compatible with the surrounding single-family detached residential districts and adjacent to commercial, office and retail space. Permitted uses include single-family housing, duplex housing, schools, golf courses, parks, playgrounds, 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 3.7 - Residential Zoning Districts

Figure 3.7: Residential Zoning Districts

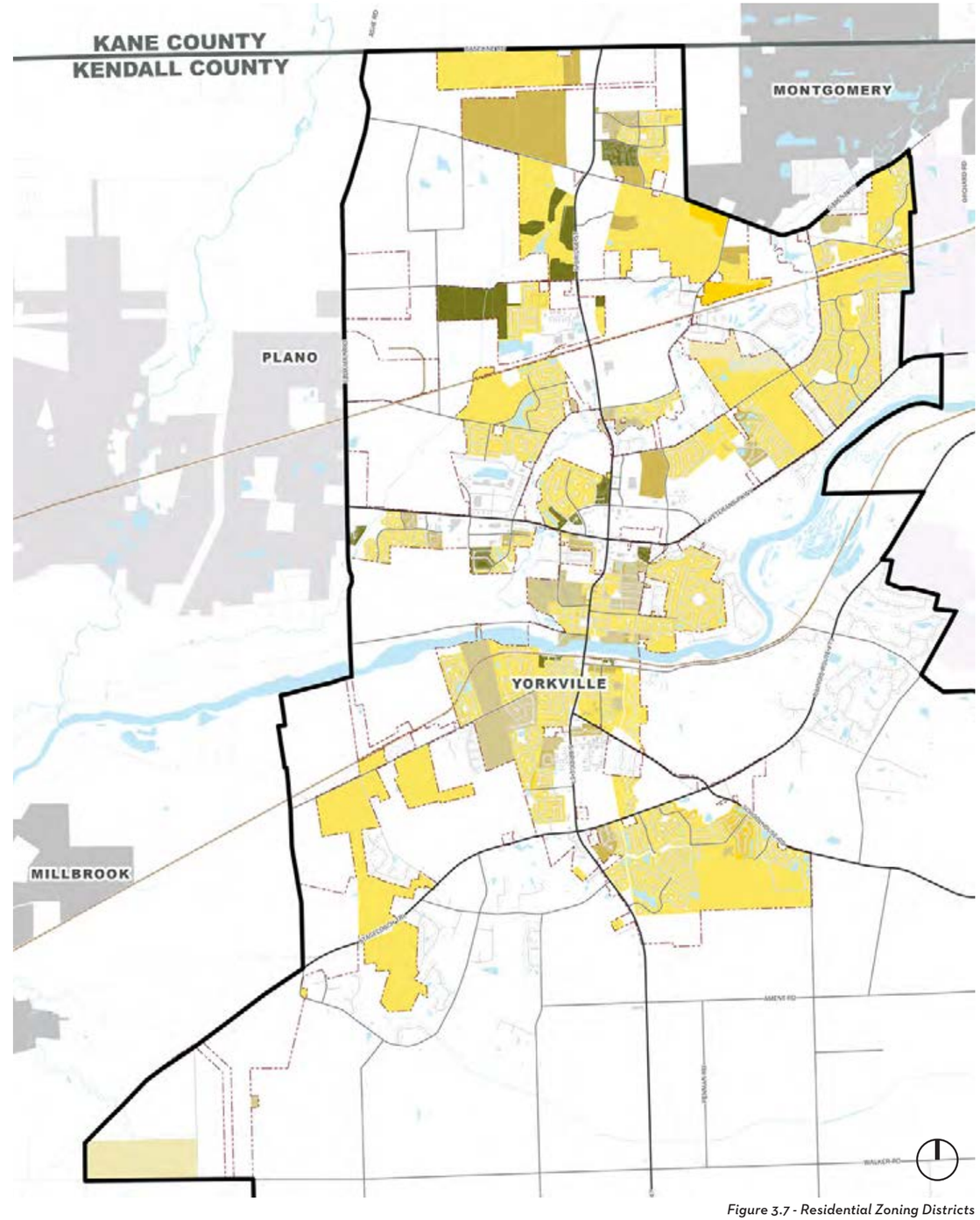


Figure 3.7 - Residential Zoning Districts

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

Table 3.12: 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 3.8: Undeveloped Residential Zoning Areas

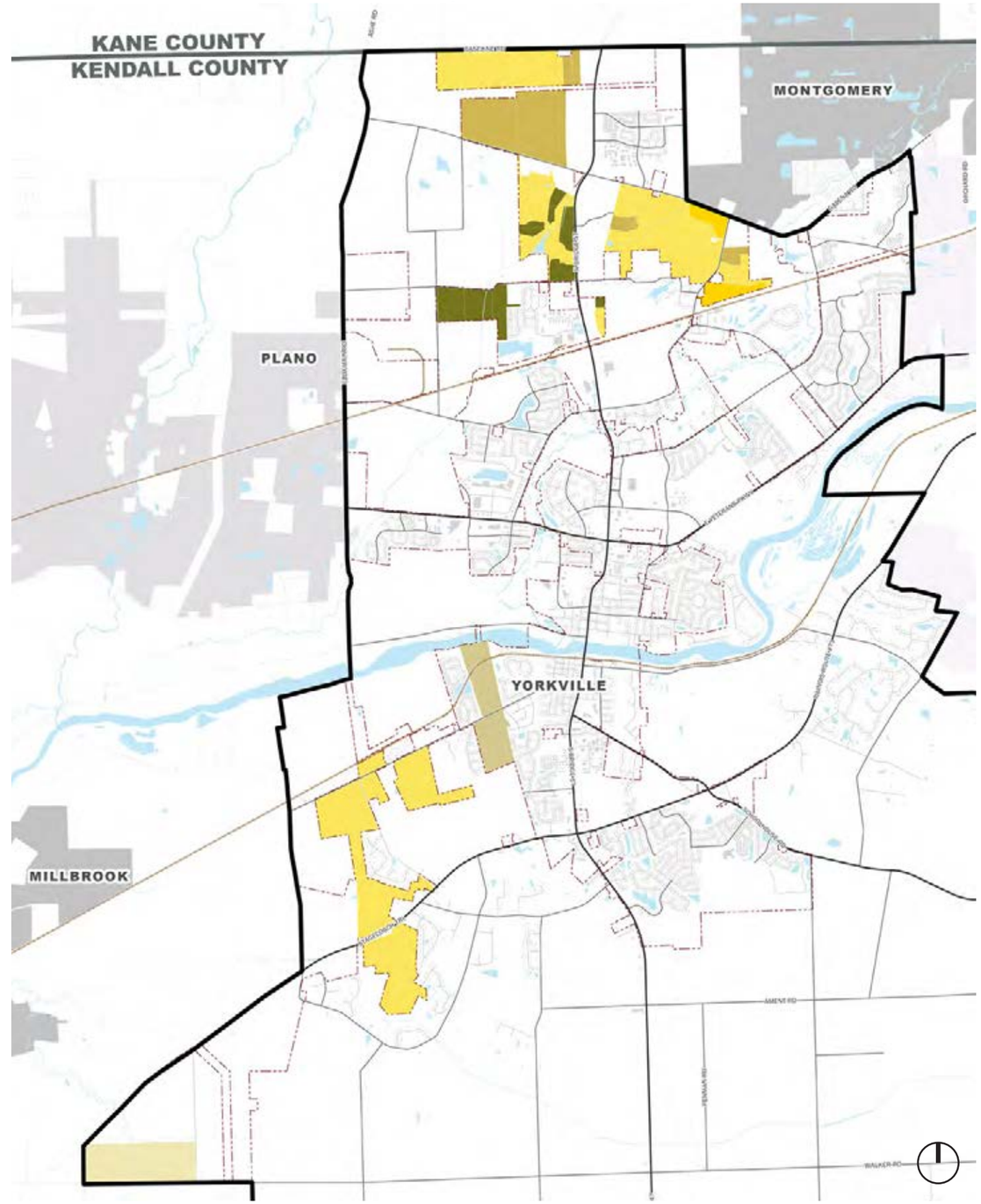


Figure 3.8 - Undeveloped Residential Zoning Areas

SUMMARY OF KEY RESIDENTIAL LAND USE OBSERVATIONS

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

- 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 3.13 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 3.8). This signifies that some residentially- zoned and unplatted developments may not be built, at least in the near and mid-terms.

Table 3.8: 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

Table 3.13: 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
		Town Homes	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
		Town Homes	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
		Town Homes	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
		Town Homes	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
		Town Homes	128	128	20	15.6%	15.6%	108	108
Westbury East Village	O	Single Family	0	293	0	0.0%	0.0%	0	293
		Town Homes	0	605	0	0.0%	0.0%	0	605
Westbury South Village	P	Single Family	0	181	0	0.0%	0.0%	0	181
		Town Homes	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 3.9: Residential Developments (as of February 2015)

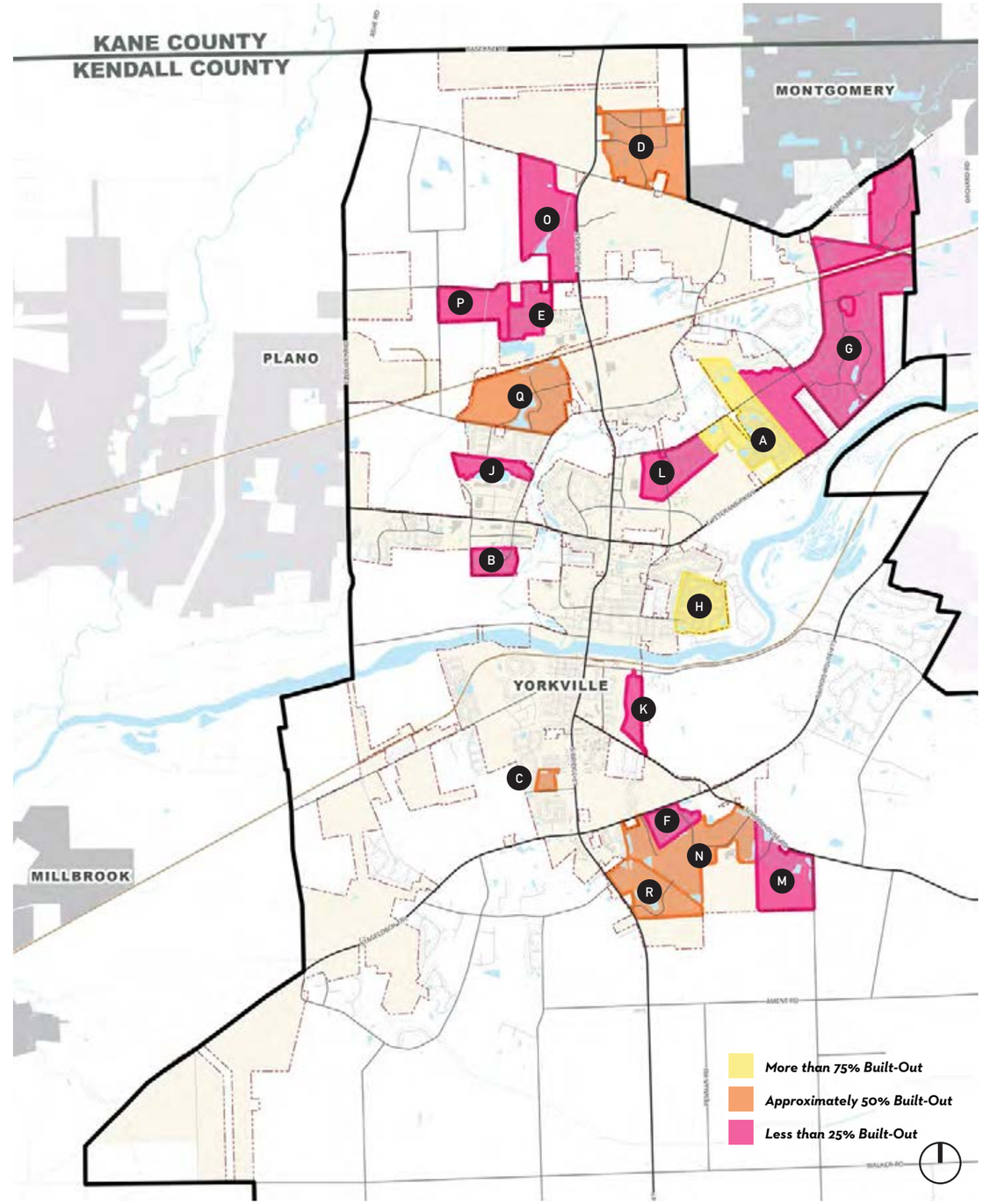


Figure 3.9 - Active Residential Subdivisions

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 3.14: 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 3.10: Existing Commercial Land Use Areas North of the Fox River

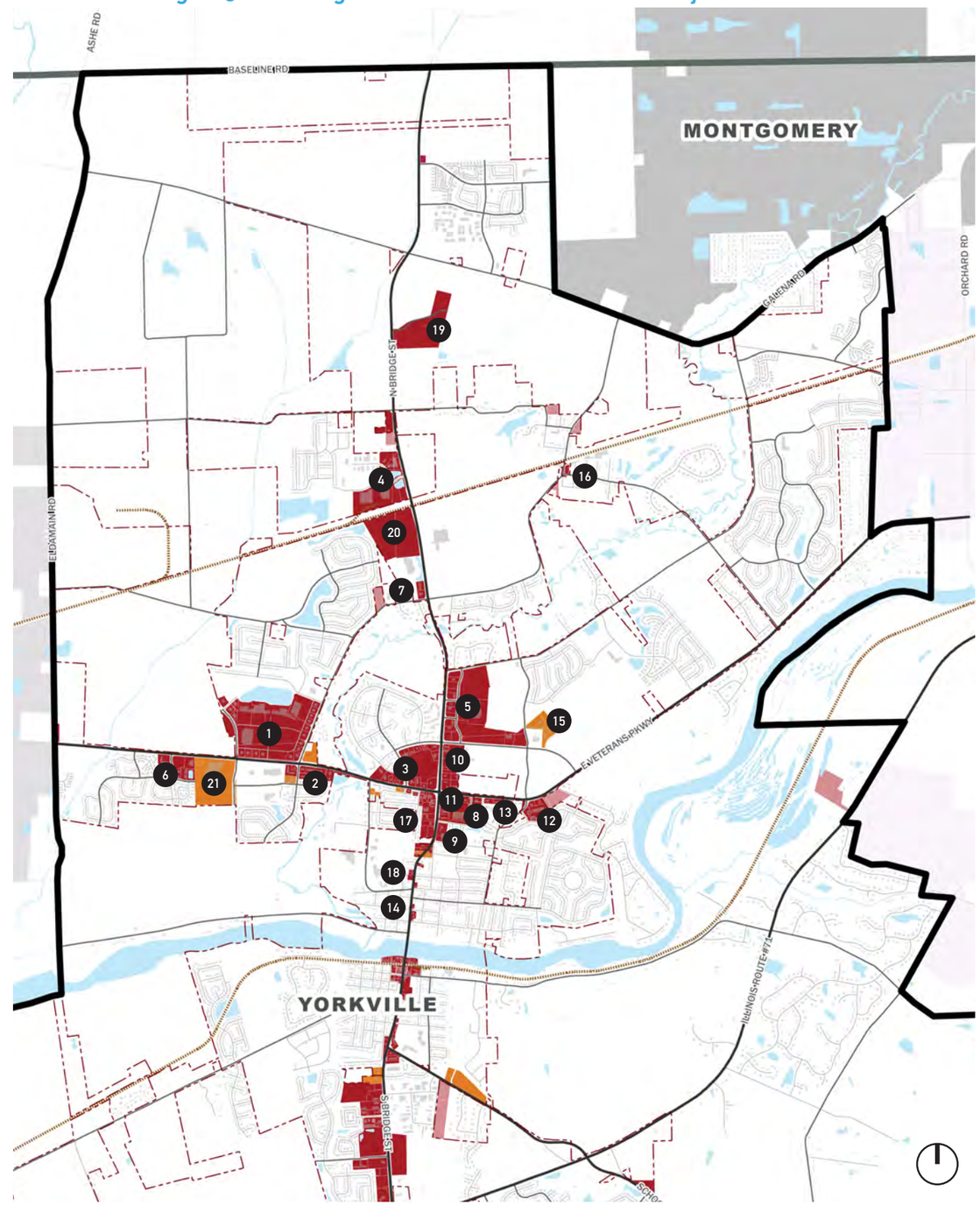


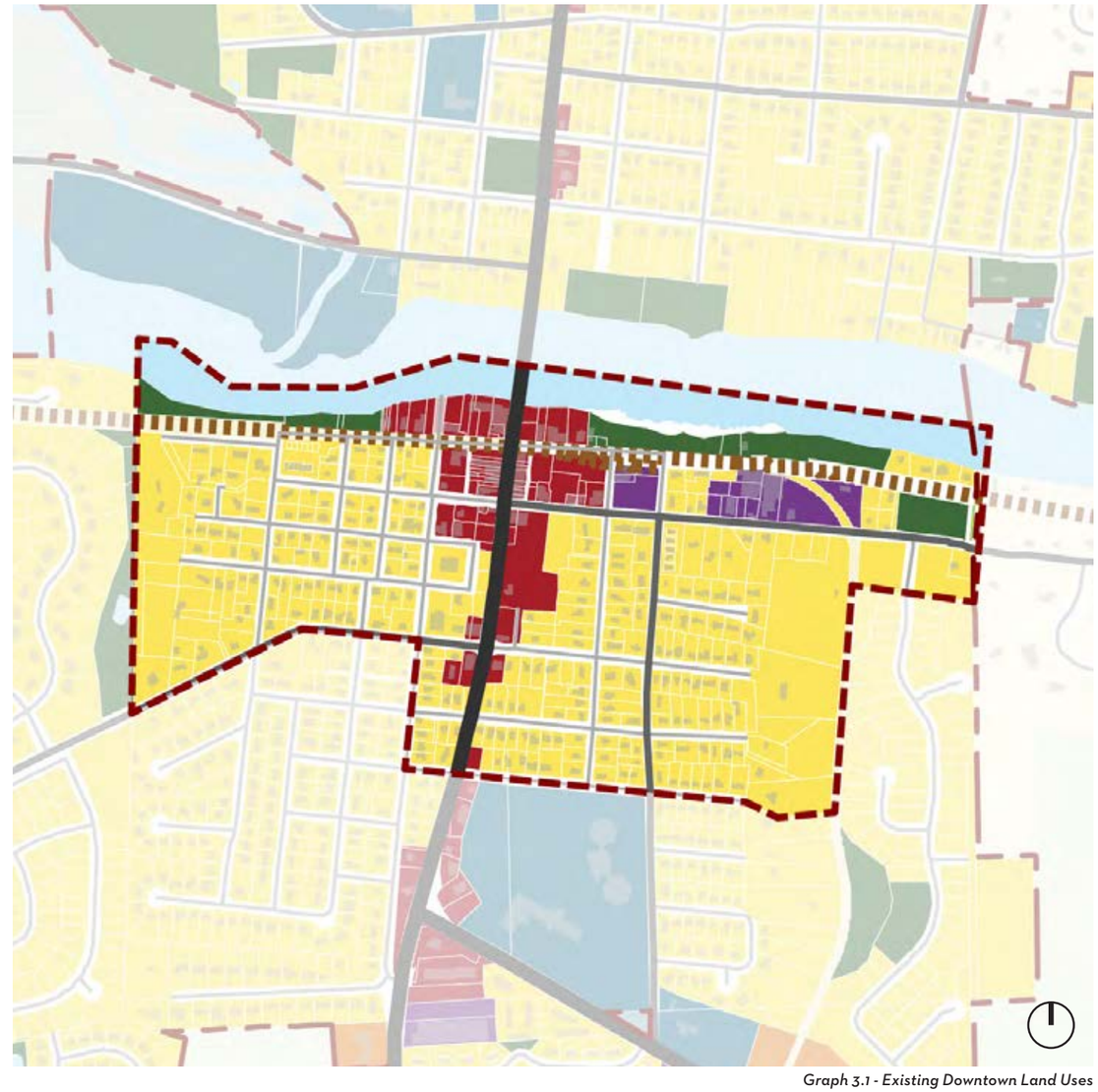
Figure 3.10 - Existing Commercial Land Use Areas North of the Fox River

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.

Commercial buildings on Van Emmon Street

Traditional downtown commercial building

Figure 3.11: Existing Downtown Land Uses



Graph 3.1 - Existing Downtown Land Uses

DOWNTOWN ZONING DISTRICTS

Downtown land use is regulated by several zoning districts outlined 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.

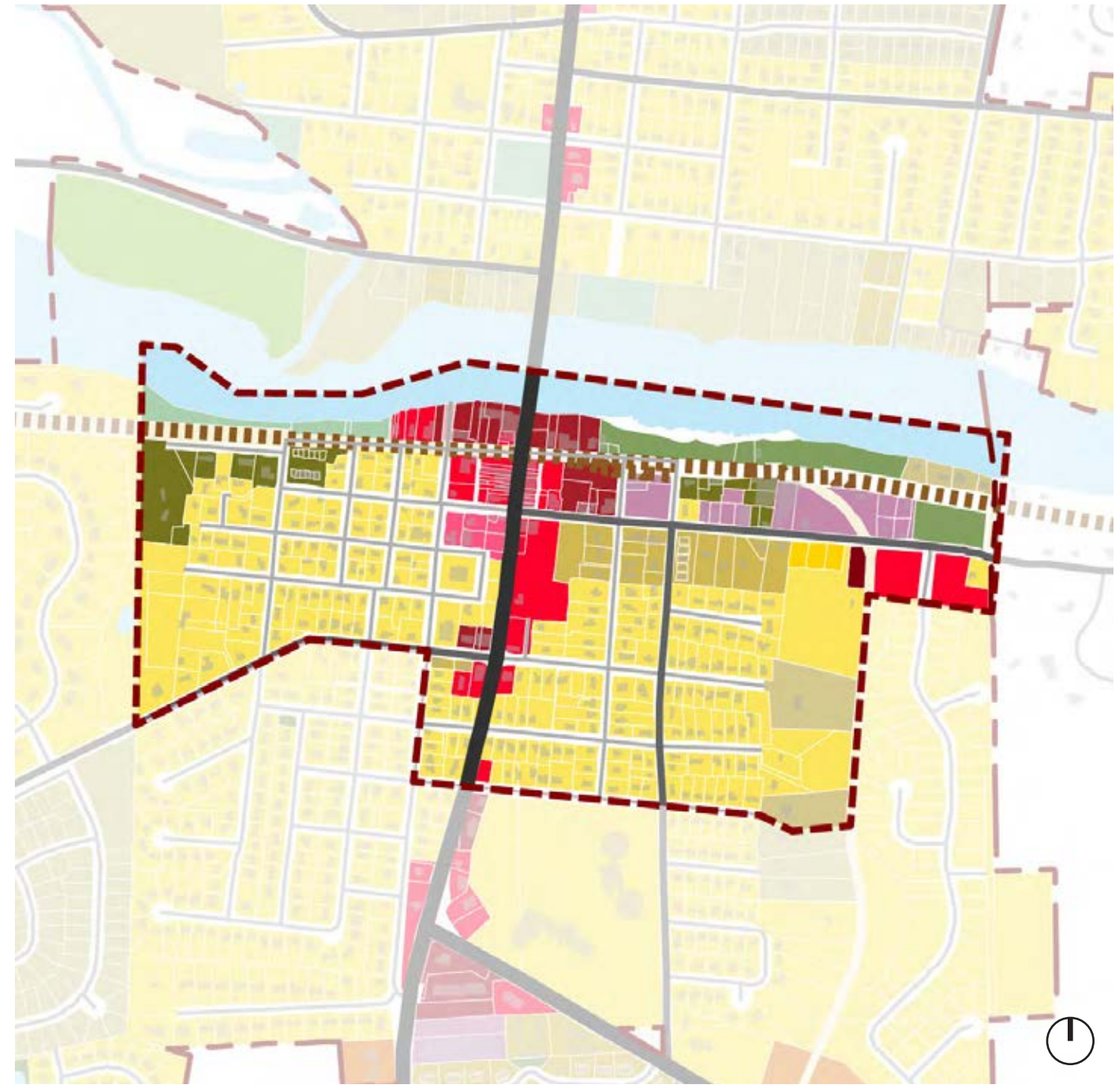
R-2 Single-Family Traditional Residence

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 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.

Figure 3.12: Downtown Zoning Districts



Graph 3.1 - Downtown Zoning Districts

ILLINOIS ROUTE 47 AND U.S. ROUTE 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 3.15: 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 3.13: Existing Commercial Land Use Areas South of the Fox River

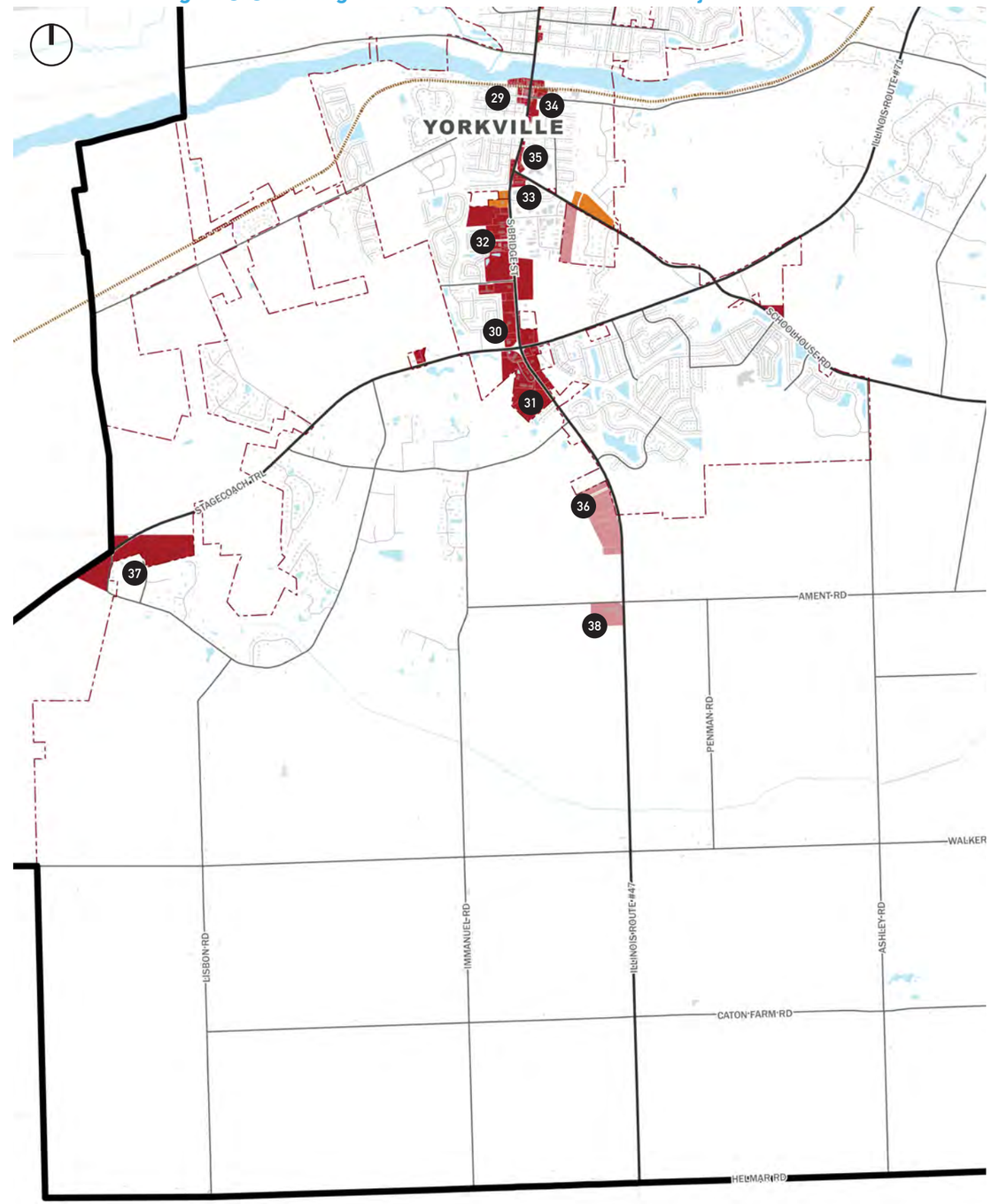


Figure 3.11 - Existing Commercial Land Use Areas South of the Fox River

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 Menard's, 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 2.1 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

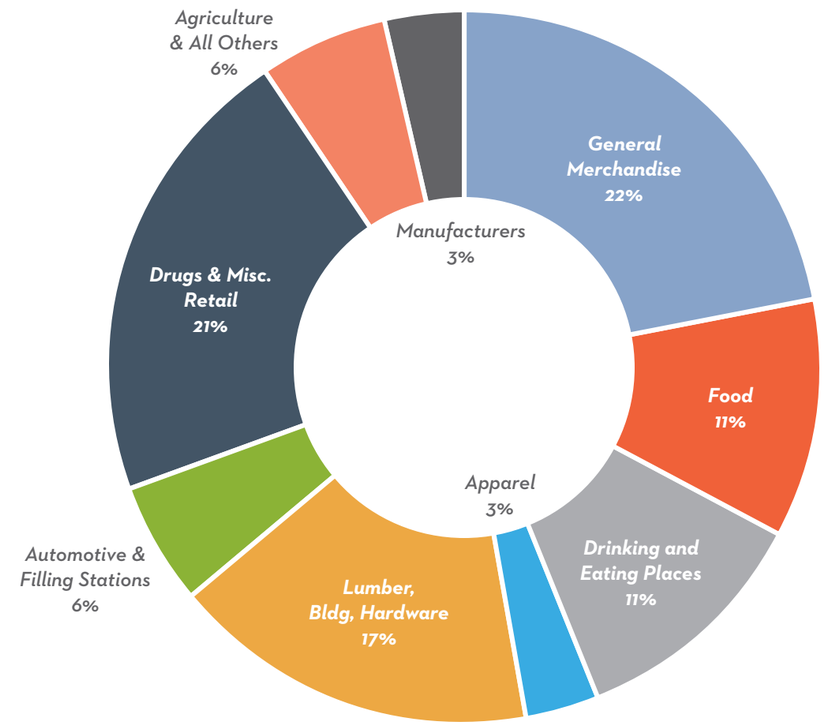
Most of Yorkville's retail inventory is located along the Illinois 47 and U.S. 34 corridors. Average daily traffic counts in excess of 15,000 along Illinois 47 and 13,000 to nearly 20,000 along U.S. 34 made these corridors desirable locations for many regional and national retailers. Yorkville's two 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 2.1: 2014 Calendar Year - Sales made during January 2014 through December 2014



Source: Illinois Department of Revenue

- 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, Menard's, 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.

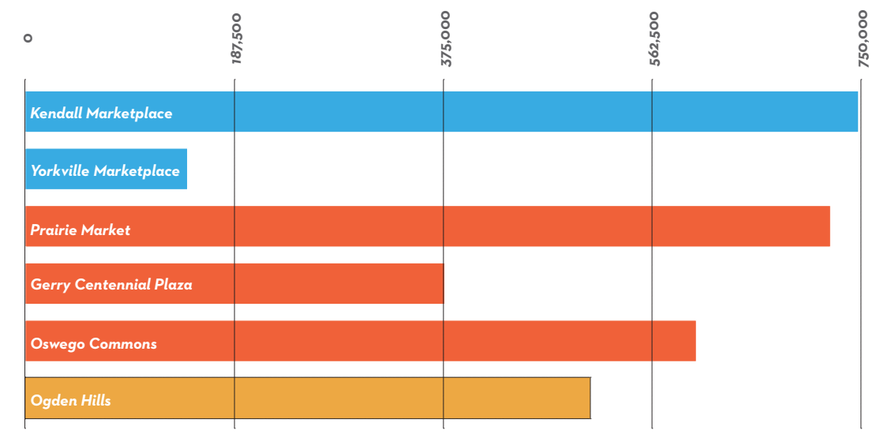
In addition two national chain-affiliated hotels are located in Yorkville: a 77-room Hampton Inn and a 42-room Super 8, both located near the Illinois 47 and U.S. 34 intersection.

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

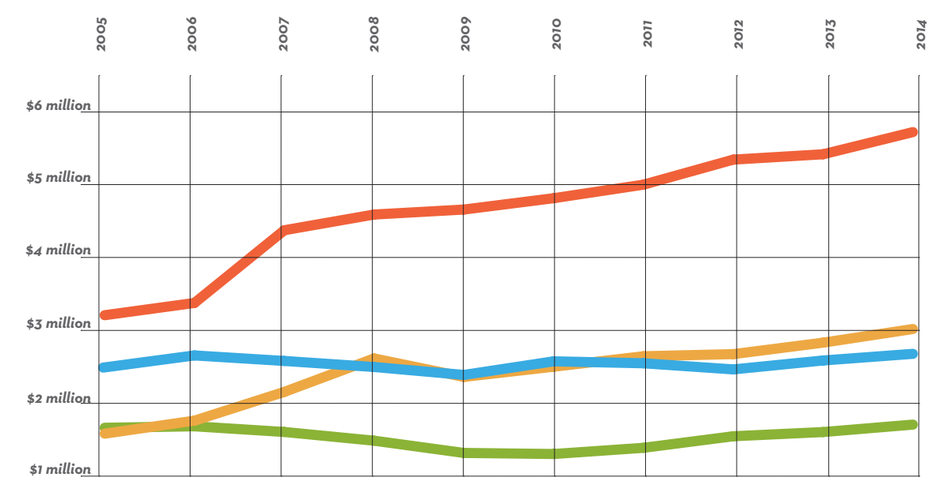


Retail sales taxes in Yorkville fell during the recessionary years and have risen only modestly since 2005. However, taxes collected in Montgomery and Oswego have increased more dramatically than those in Yorkville and Plano.

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 3.16: 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 3.17: 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

- 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.

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 outlots. 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, outlined 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 3.13 - Residential Zoning Districts

Figure 3.13: Commercial Zoning Districts

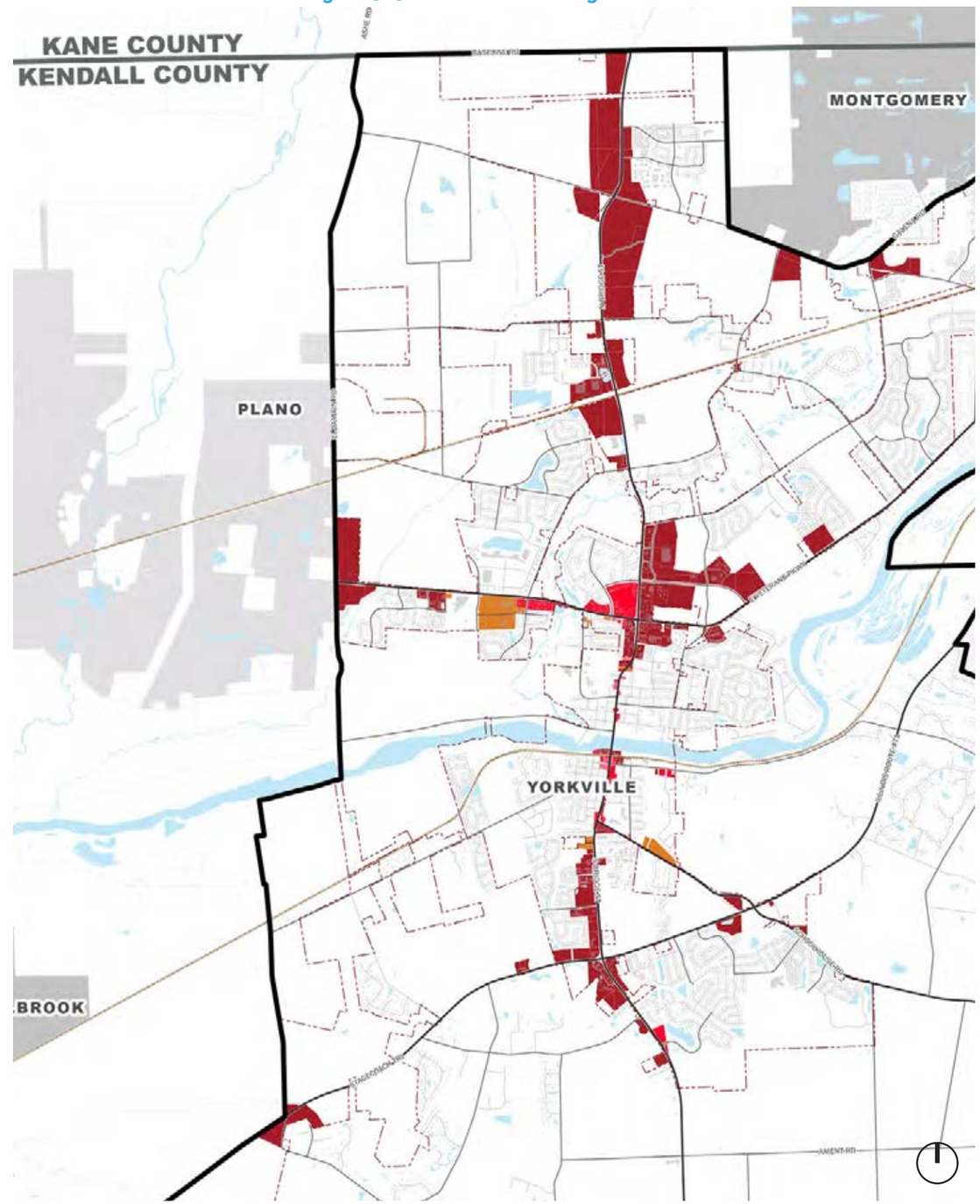


Figure 3.13 - Residential Zoning Districts

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.

SUMMARY OF COMMERCIAL LAND USE OBSERVATIONS

The following are key observations and issues 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.

Table 3.18: 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

Figure 3.14: Undeveloped Commercial Zoning Areas

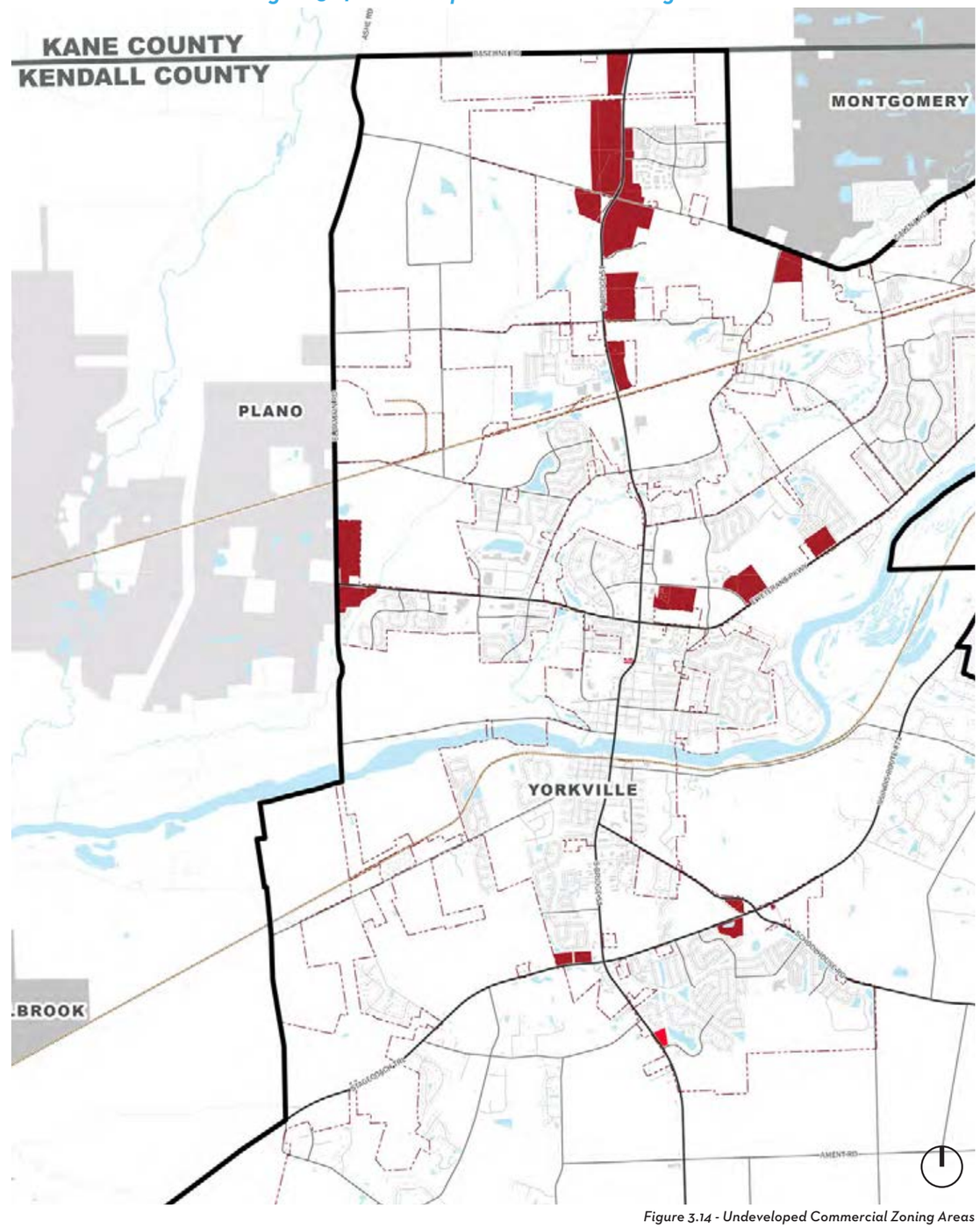


Figure 3.14 - Undeveloped Commercial Zoning Areas

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 3.19: 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 3.15: Existing Industrial Land Use Areas

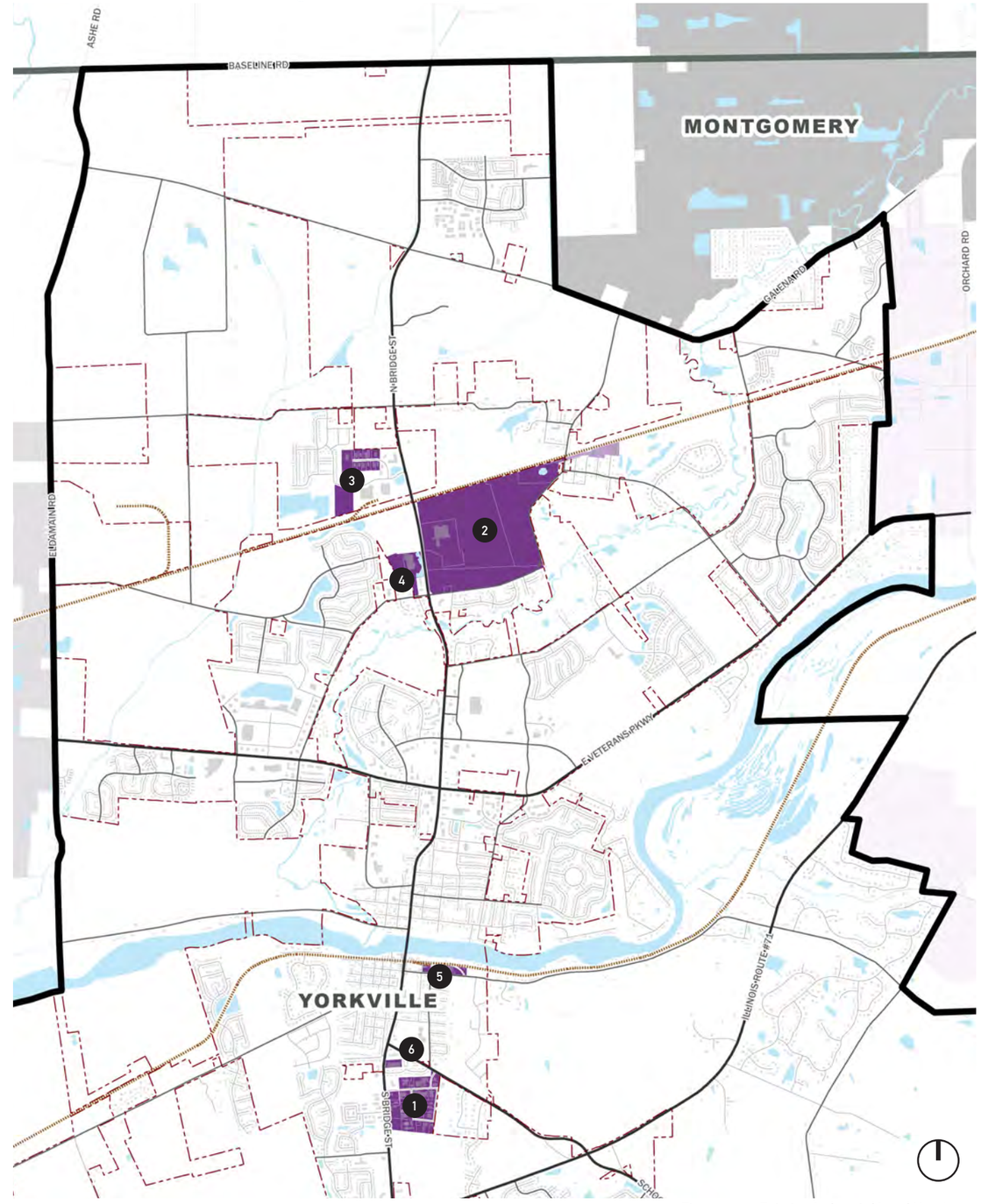


Figure 3.15 - Existing Industrial Land Use Areas

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 I-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 RD

Yorkville and neighboring Plano have a few notable industrial developments:

- On the west side of Eldamain Road north of Route 34, Menard's 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 Menard's 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, outlined 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 3.16 -Industrial Zoning Districts

Class II Truck Route along Eldamain Road

Menard's Distribution Center along Eldamain Road

Figure 3.16: Industrial Zoning Districts

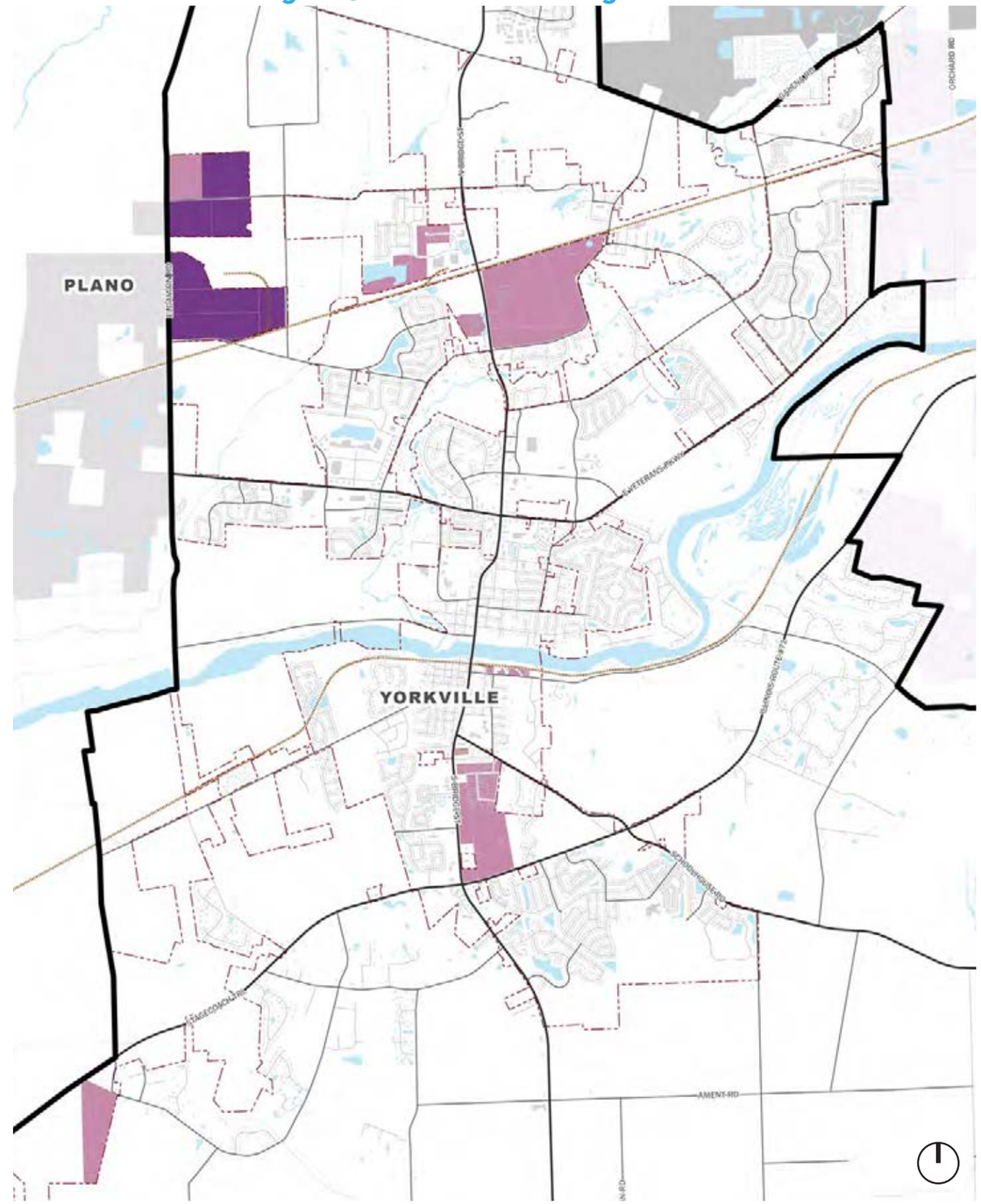


Figure 3.16 -Industrial Zoning Districts

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.

SUMMARY OF INDUSTRIAL LAND USE 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.

Table 3.20: 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

Figure 3.17: Undeveloped Industrial Zoning Areas

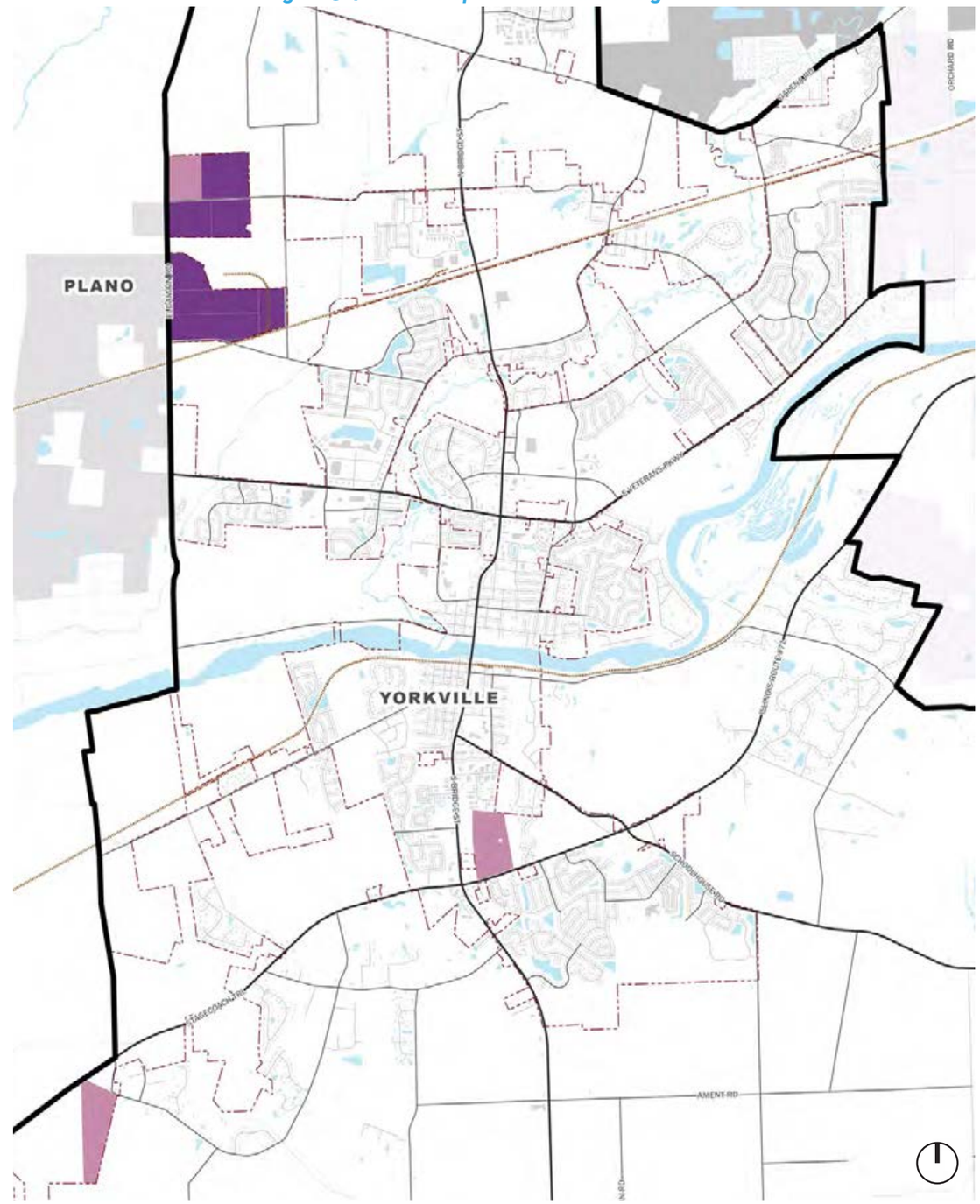


Figure 3.17 - Undeveloped Industrial Zoning Areas

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 and events. To the west of City Hall and Game Farm Road is Yorkville High School, which has undergone a significant expansion. This complex of public and civic uses along Game Farm Road along a two-lane road with generous spacing between buildings and setbacks from the roadway reinforces the somewhat suburban-semi-

Table 3.21.: 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 3.22: 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 3.18: Existing Public / Quasi-Public Land Use Areas

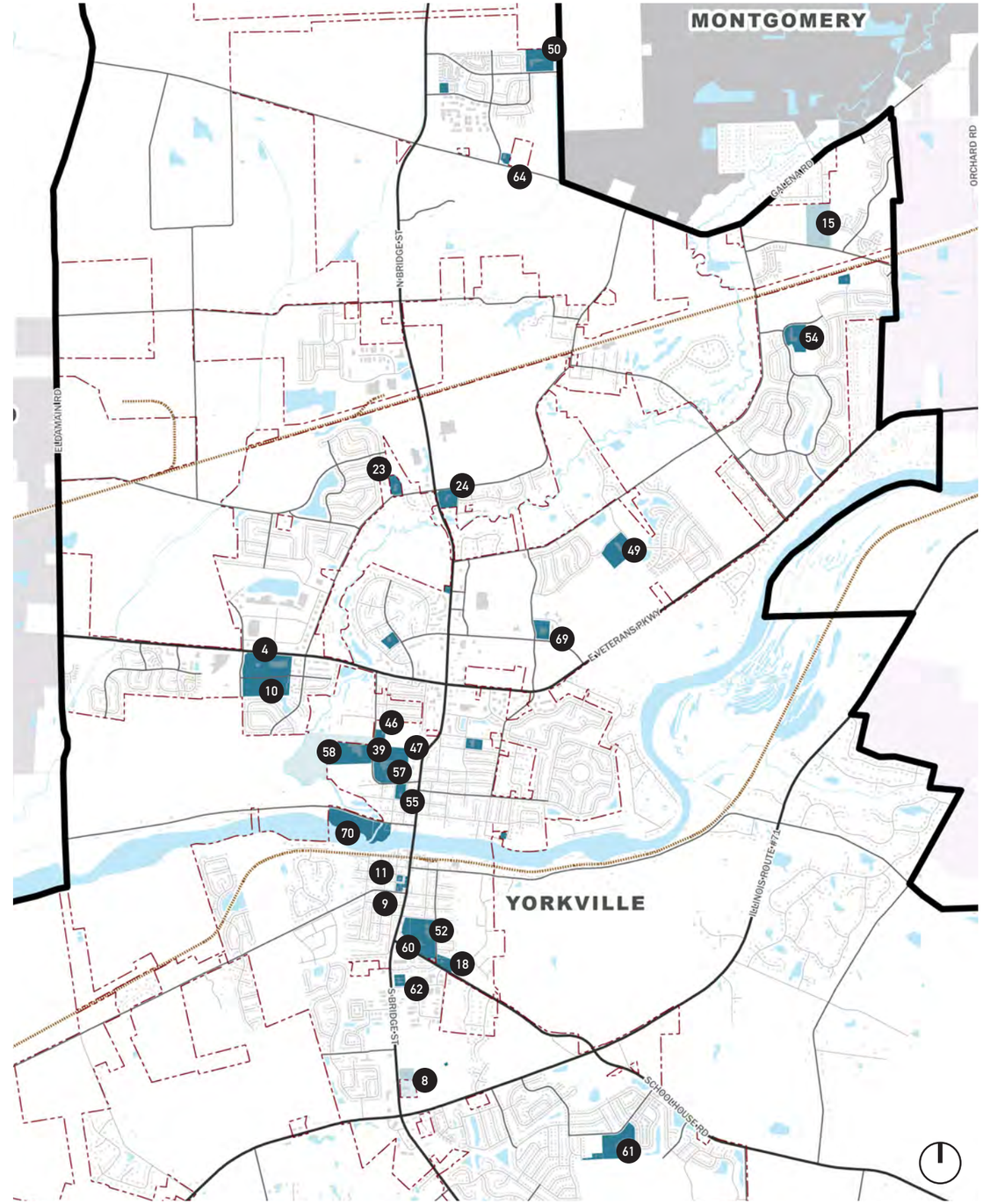


Figure 3.18 - Existing Public / Quasi-Public Land Use Areas

Table 3.23: 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 3.24 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 3.25: 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

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 3.18 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 and 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 over the last two decades. 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 also 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 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.

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 3.18: Existing Park / Open Space Land Use Areas

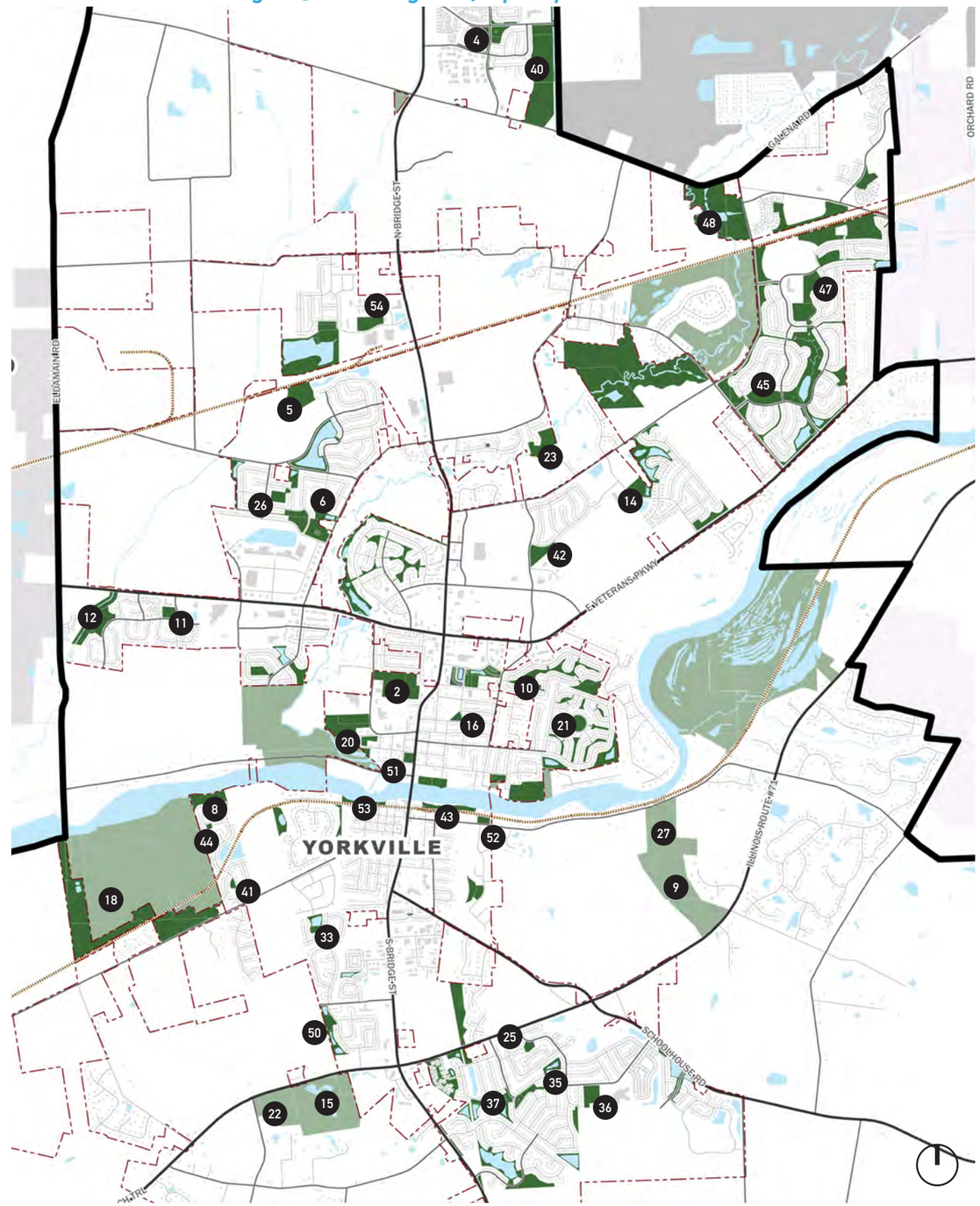


Figure 3.19 - Existing Park / Open Space Land Use Areas

Table 3.26: 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.

Town Square Park located at Illinois Route 47 and Center Street

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 3.20 - Open Space Zoning Districts

Riverfront Park in downtown Yorkville

Figure 3.20: Open Space Zoning Districts

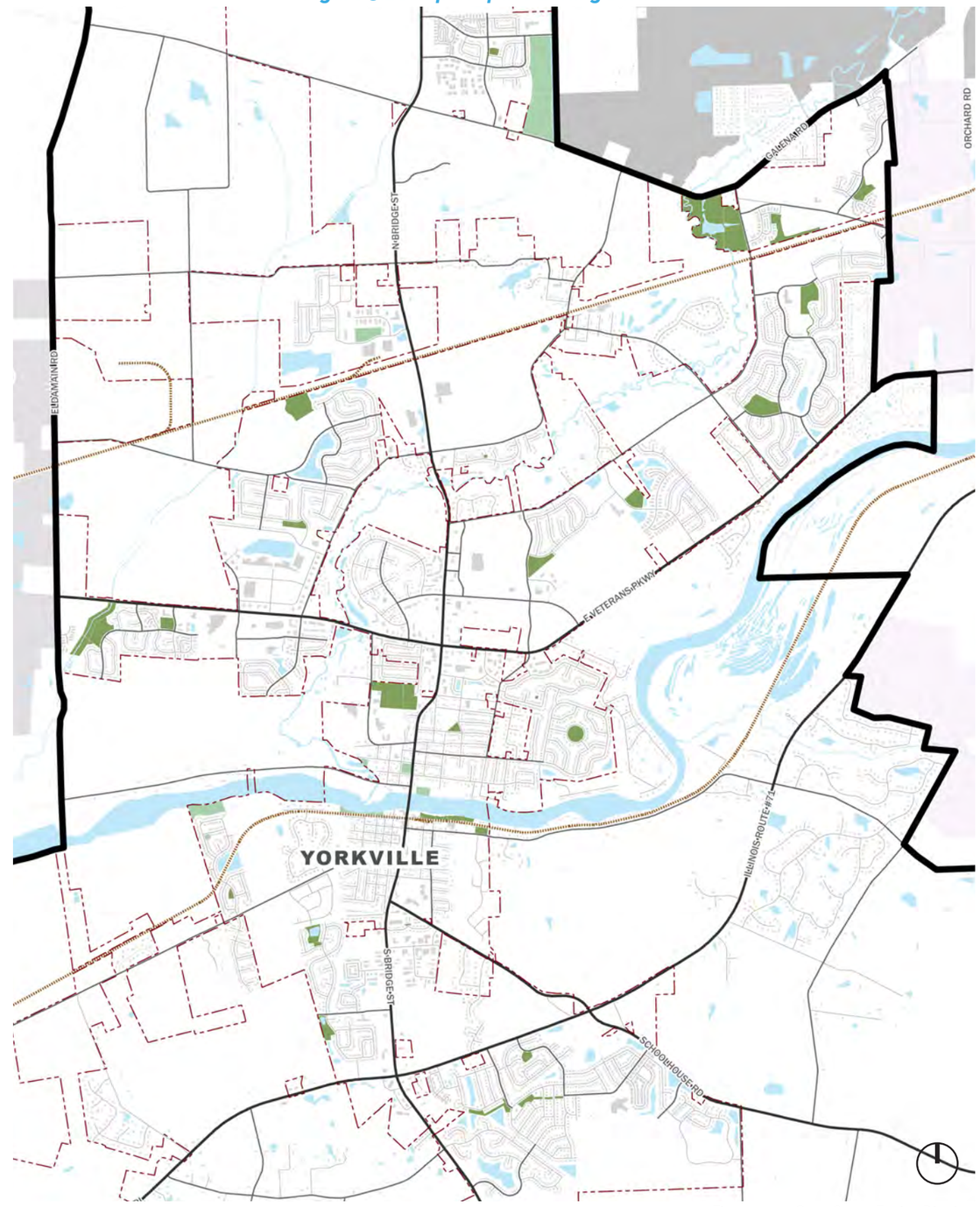


Figure 3.20 - Open Space Zoning Districts

SUMMARY OF PARKS AND OPEN SPACE LAND USE OBSERVATIONS

The following are key observations and issues related to Parks and Open Space 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

Many subdivisions, including Grande Reserve, include protected Open Space

Shady Oak Grove in the Yorkville Business Park

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

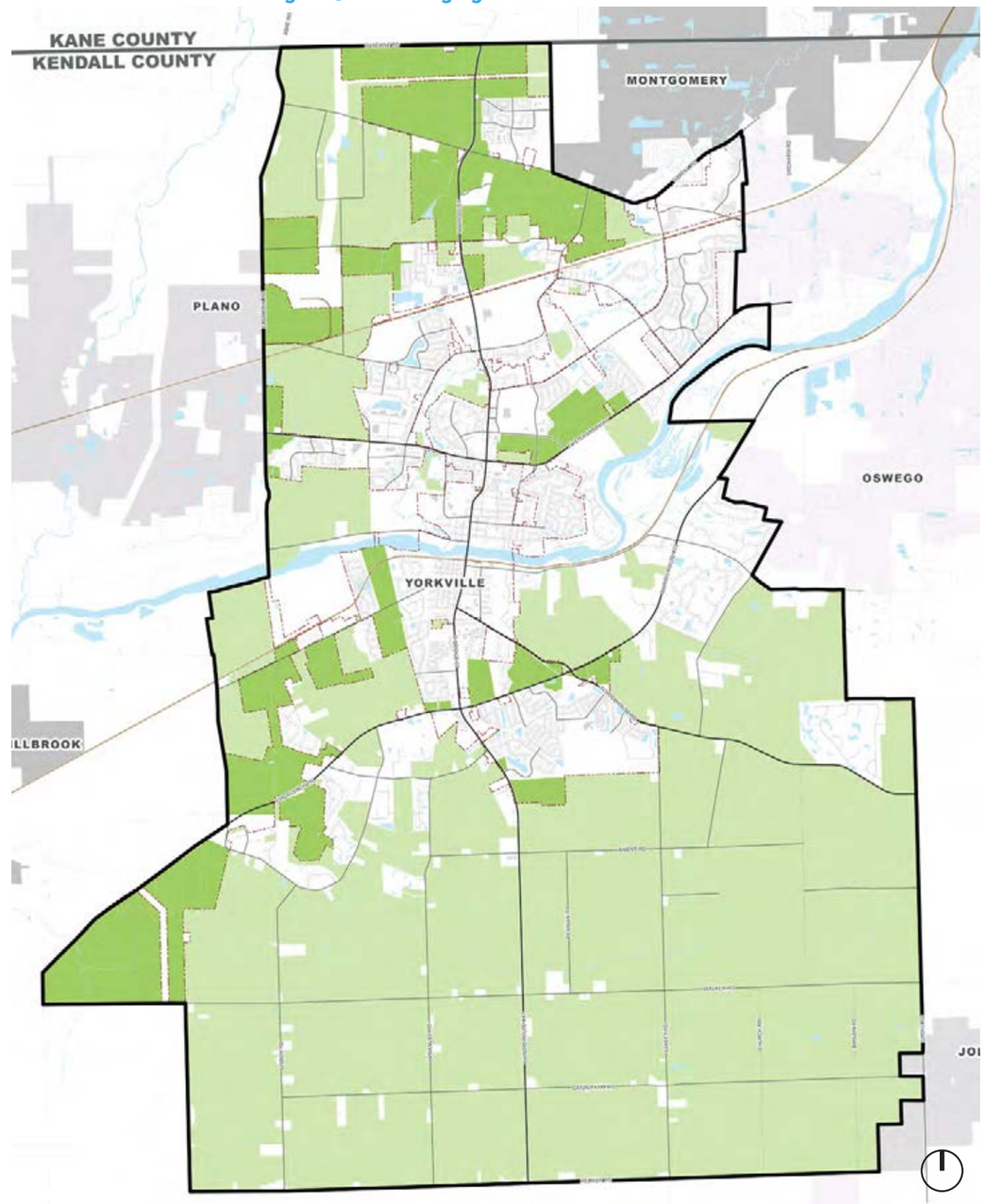


Figure 3.21 - Existing Agricultural Land Use Areas

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.

SUMMARY OF AGRICULTURAL LAND USE 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 agribusinesses, 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.

Graph 3.22 - Agricultural Zoning Districts

Agricultural Land Uses along Illinois Route 47

Figure 3.22: Agricultural Zoning Districts

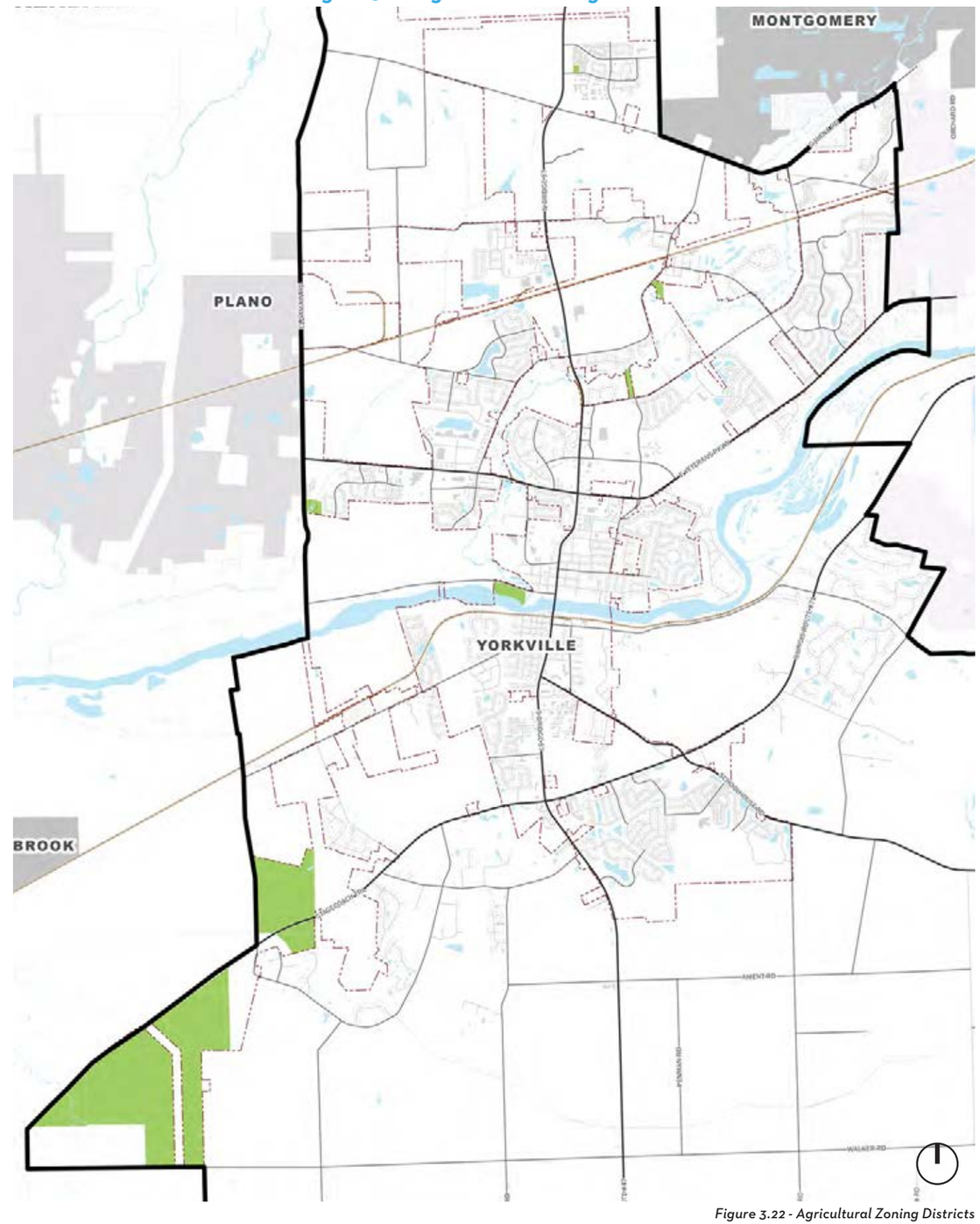


Figure 3.22 - Agricultural Zoning Districts

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) are unique and differ substantially from conventional subdivisions and therefore require administrative processing as "Special Uses". PUDs are a complex type of Special Use, potentially consisting of various land uses and design elements, requiring the establishment of more specific procedures, standards, and exceptions from the strict application of the zoning district regulations to guide the recommendations of the Plan Commission and the action of the City Council. 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 3.27: 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 Copely 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

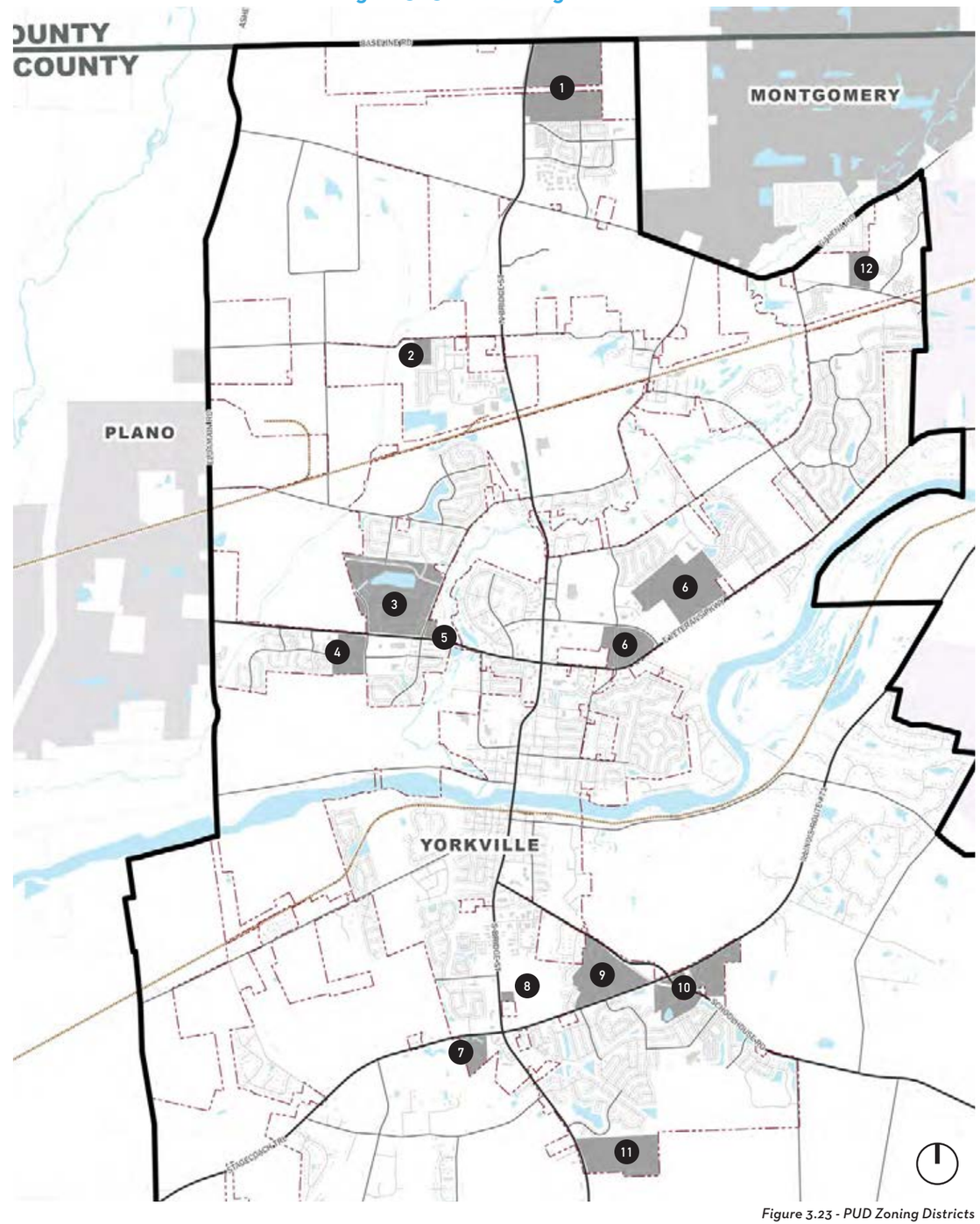


Figure 3.23 - PUD Zoning Districts

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 3.28: 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

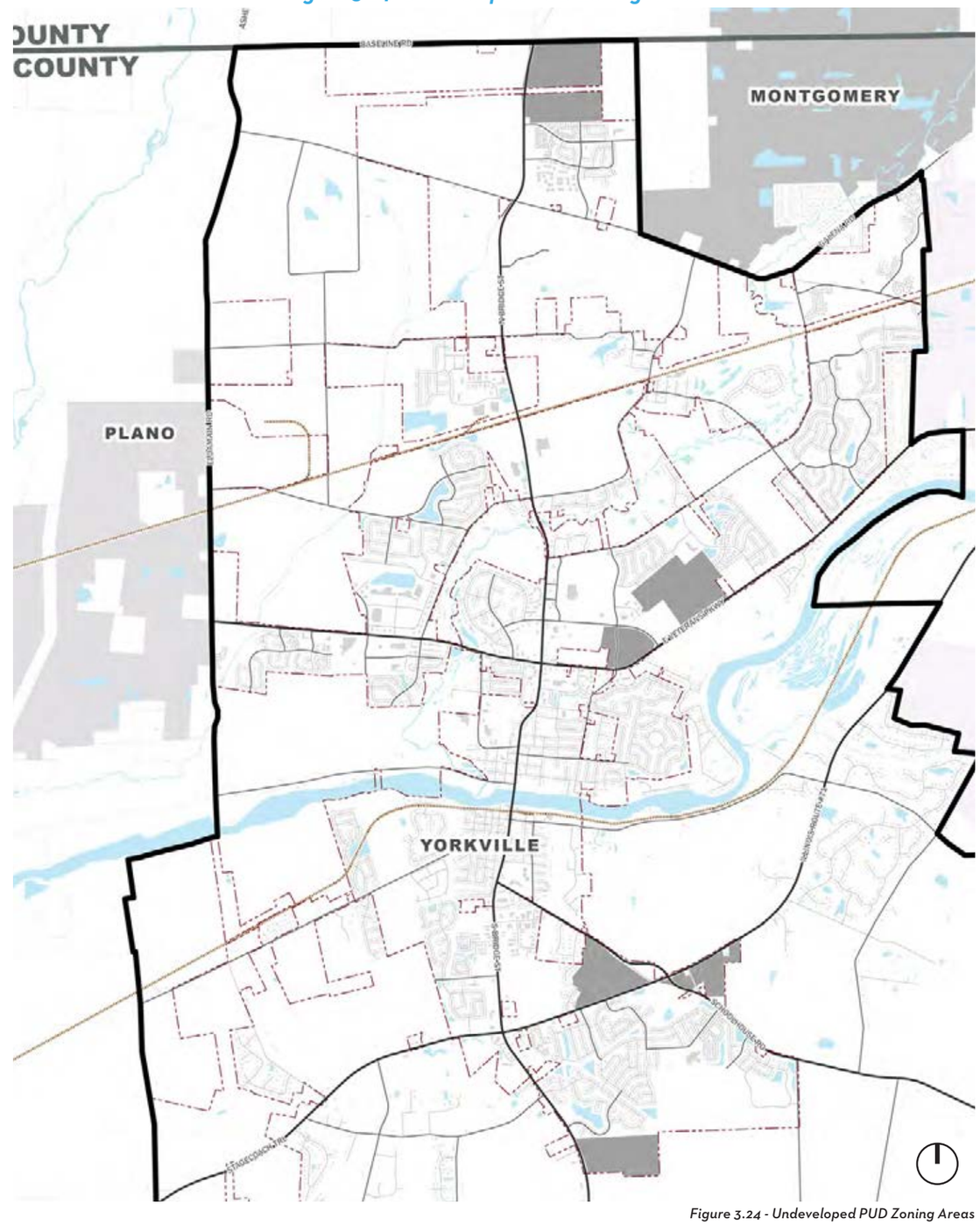


Figure 3.24 - Undeveloped PUD Zoning Areas

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.

Table 3.29: Properties Identified in 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 4 - TRANSPORTATION AND 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.

CURRENT 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 4.1. 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 4.1.

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 4.1: 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

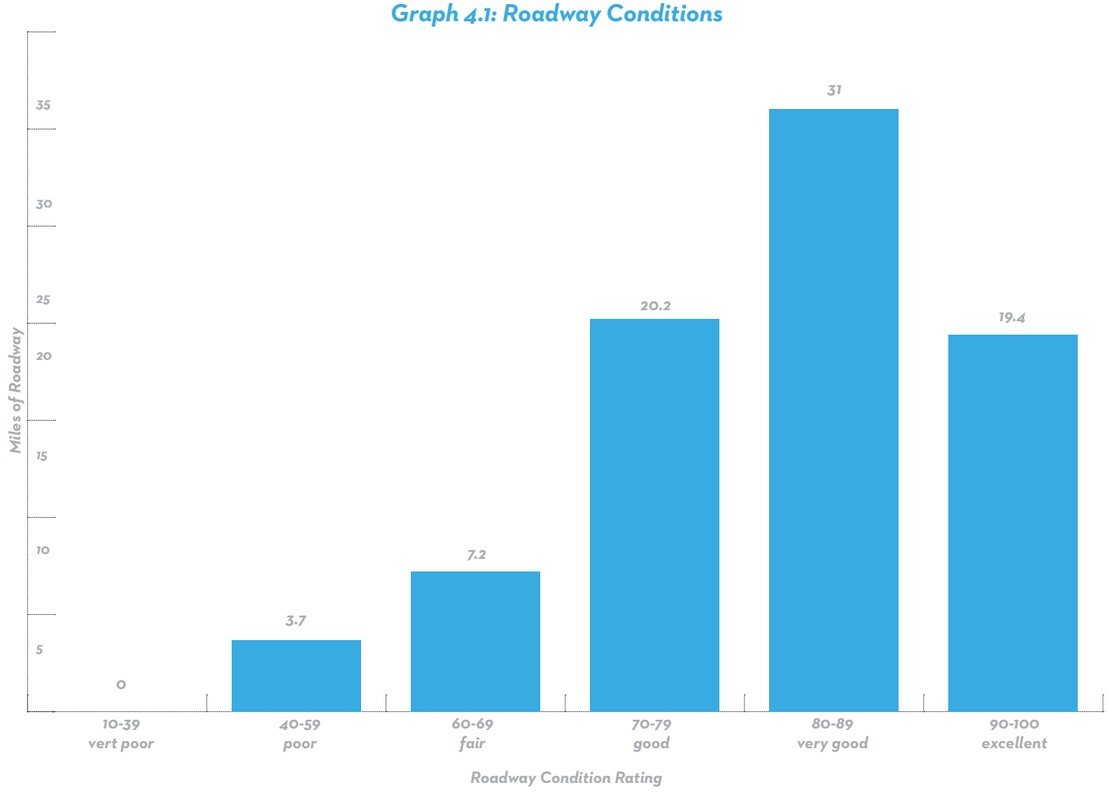
[1] These two-lane roadways are planned for widening to four lanes by 2040

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. The figure below 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 4.1: Roadway Conditions



Source: City of Yorkville

Figure 4.1 - Existing Roadway and Rail Network

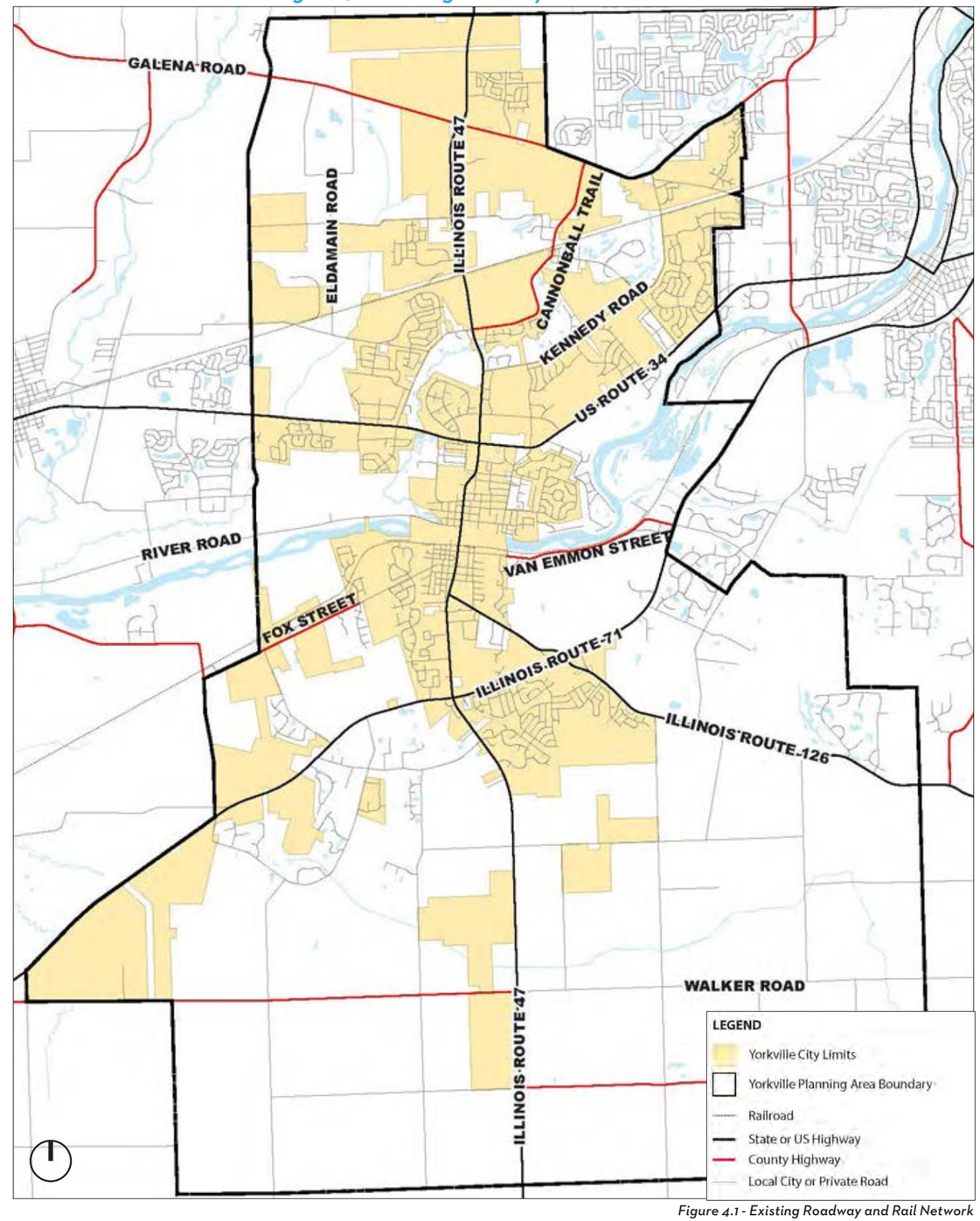


Figure 4.1 - Existing Roadway and Rail Network

BICYCLE NETWORK

Existing and proposed bicycle facilities are shown in Figure 4.2 – 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 4.2 - Existing and Planned Bicycle Improvements

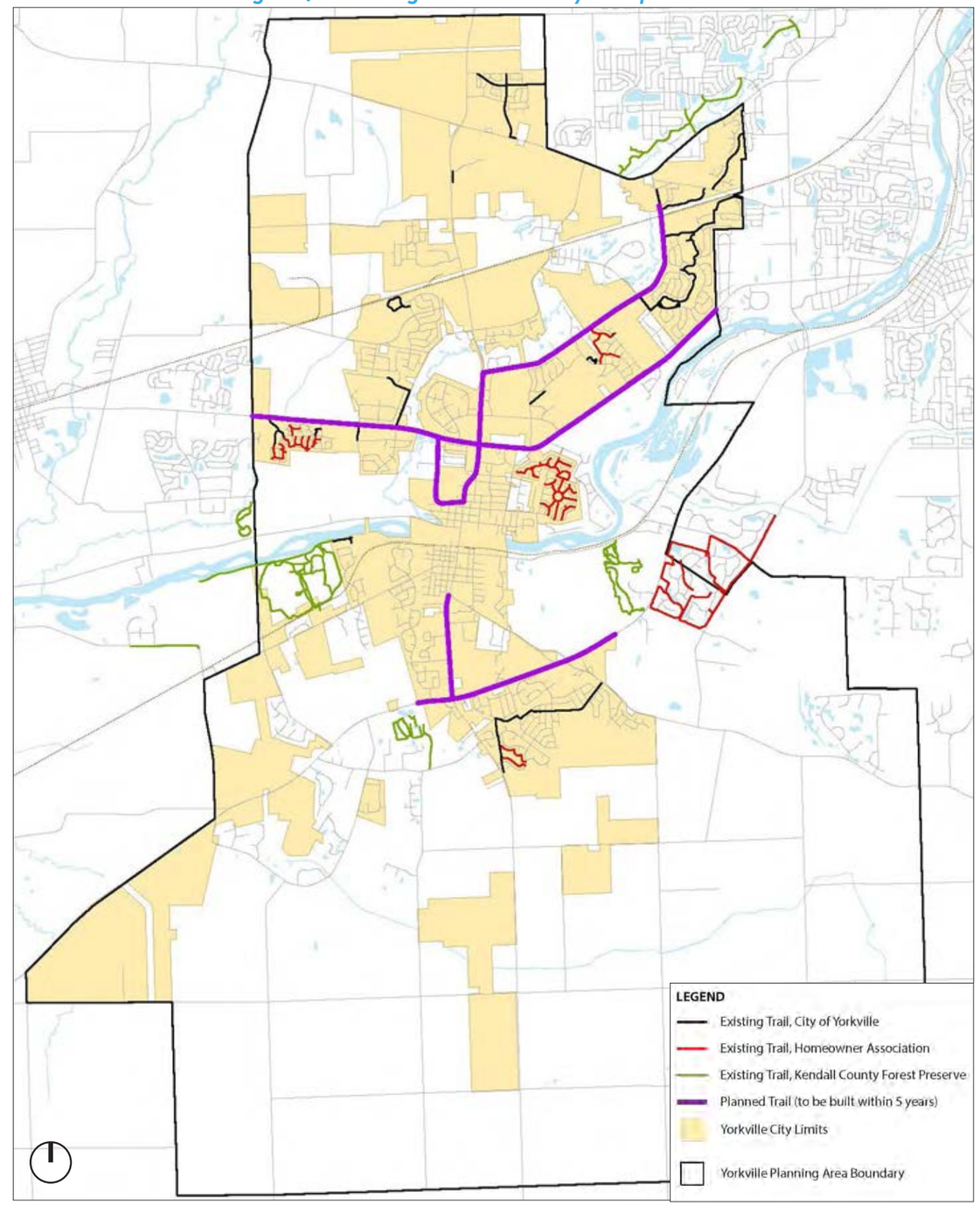


Figure 4.2 - Existing and Planned Bicycle Improvements

PEDESTRIAN NETWORK

Sidewalks, shown in blue in Figure 4.3, 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 4.3 - Existing Sidewalk Network

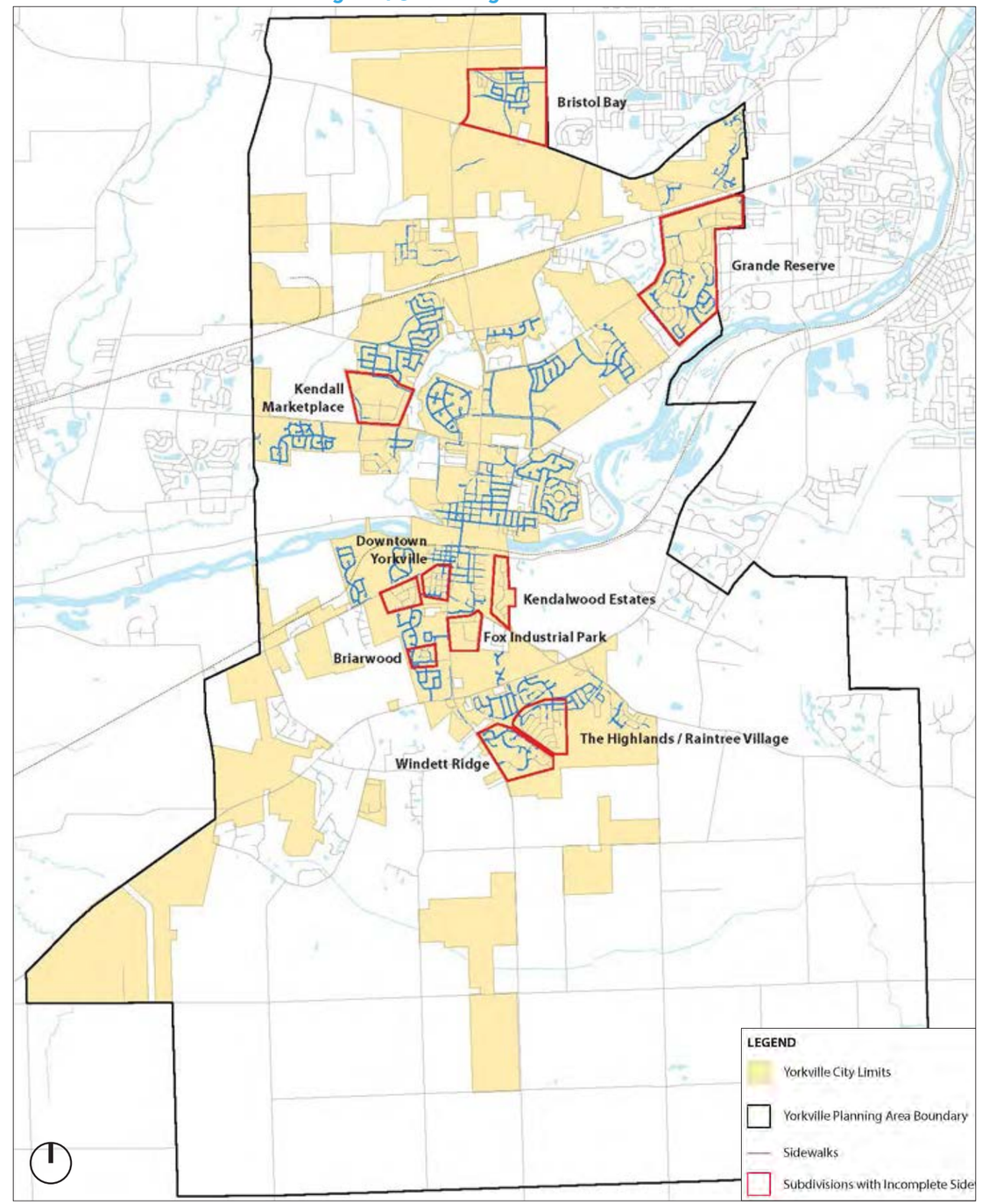


Figure 4.3 - Existing Sidewalk Network

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 4-4 Rail Line Services 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 4.2.

Table 4.2: 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 4.4 - Existing Rail Network

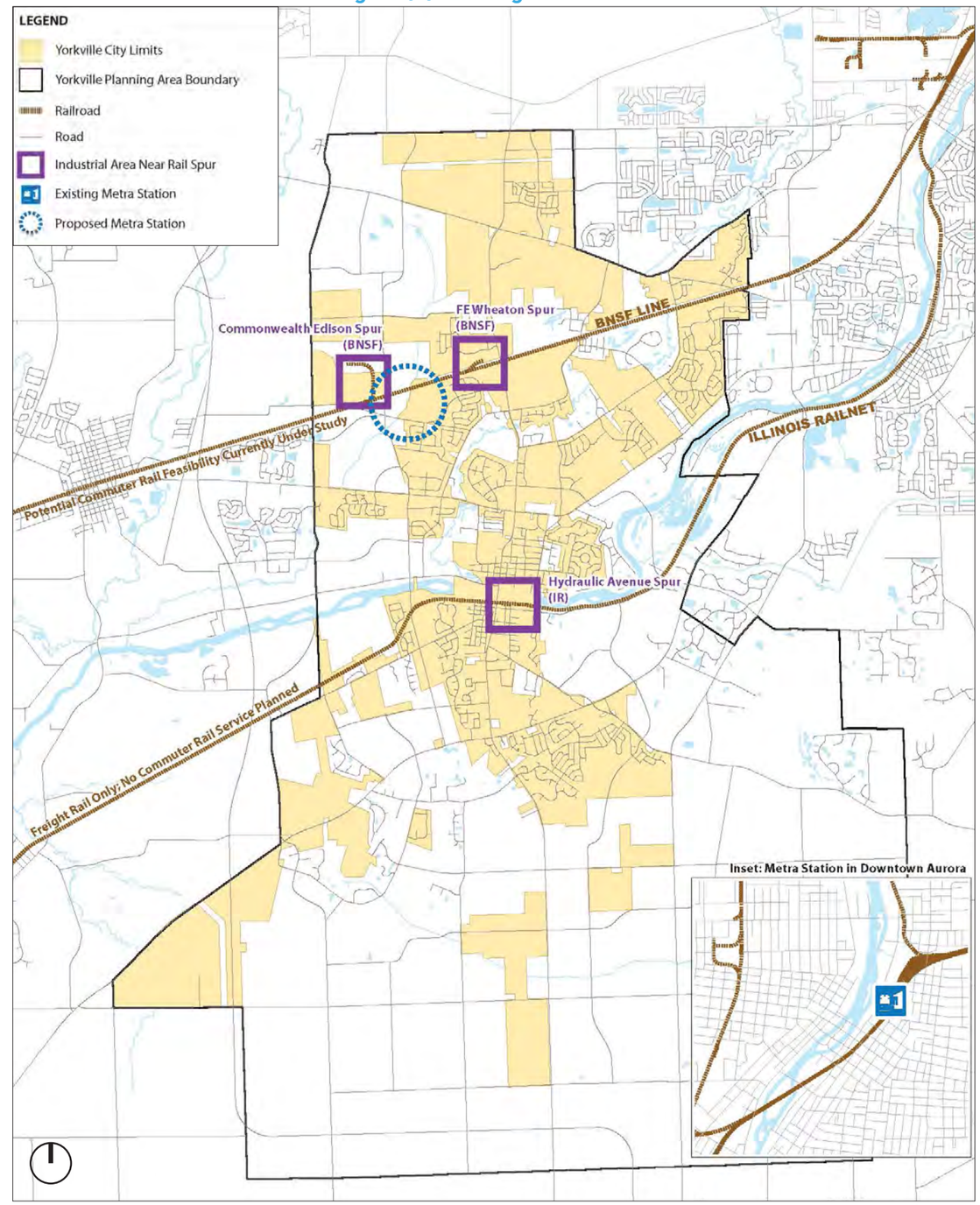


Figure 4.4 - Existing Rail Network

PLANNED IMPROVEMENTS

Figure 4-5 – Regional Transportation 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 4.3 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.

The Prairie Parkway is shown on Figure 4-5, 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 4-6 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.

Table 4.3: 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 4.5 - Proposed Regional Transportation Improvements

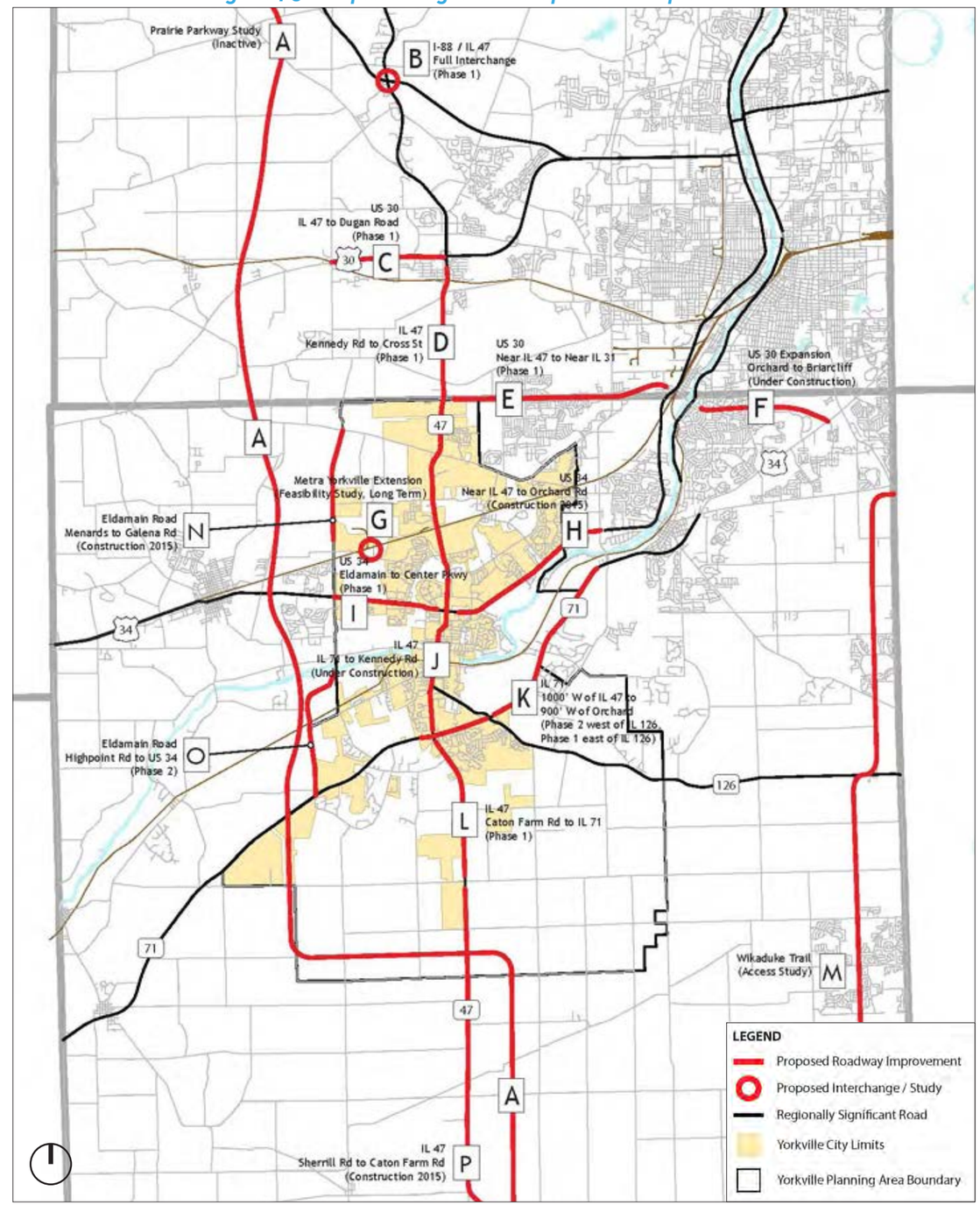


Figure 4.5 - Proposed Regional Transportation Improvements

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 47 currently is undergoing a roadway expansion project throughout much of Yorkville. The Illinois 47 and other regional transportation investments will continue to add economic development value to the Yorkville area.

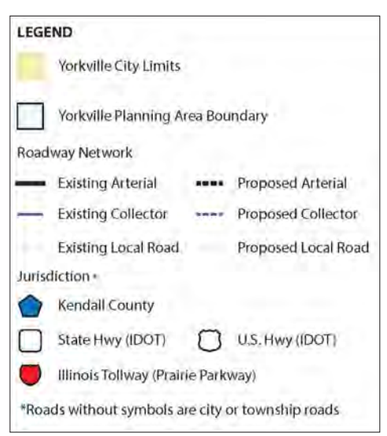


Figure 4.6 - Proposed Roadways by Functional Classification

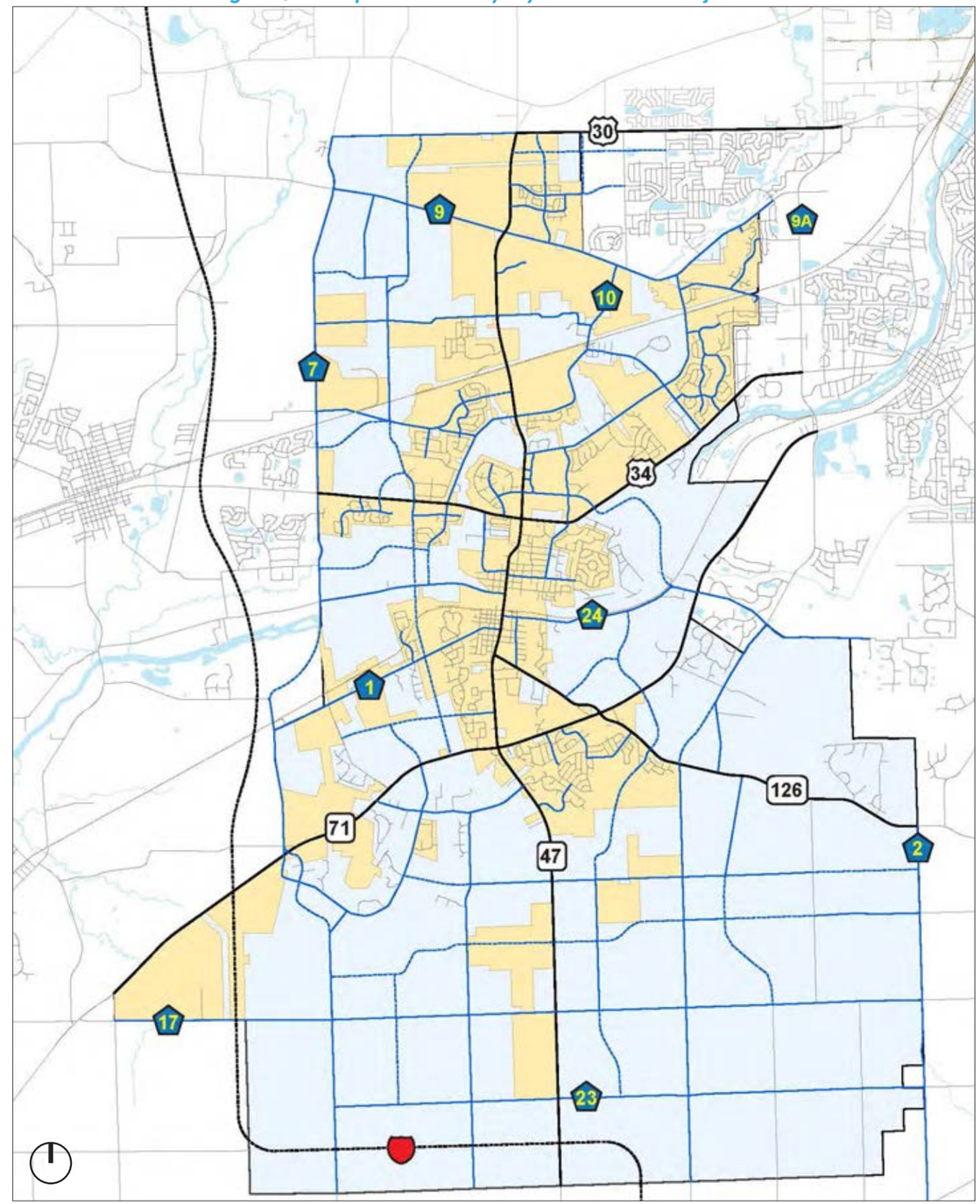


Figure 4.6 - Proposed Roadways by Functional Classification

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 4.7. 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 4.7 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 small area in the northeast corner of the City. These various lines are shown in Figure 4-8, Existing Sanitary Network.

Figure 4-8 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.

Figure 4.7 - Existing Water Main Network

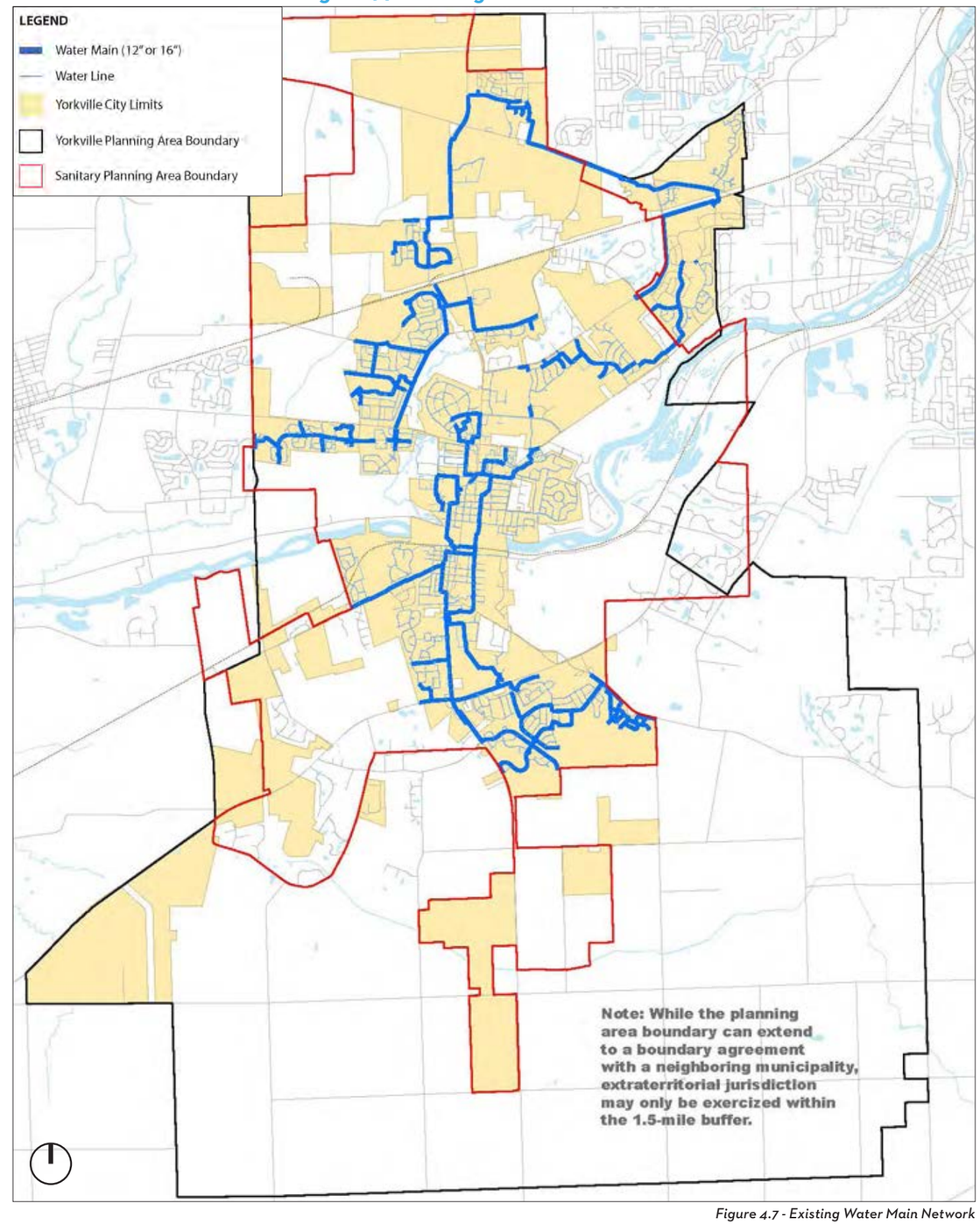


Figure 4.7 - Existing Water Main Network

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 4.11 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 4.11. 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 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 4.8 - Existing Sanitary Network

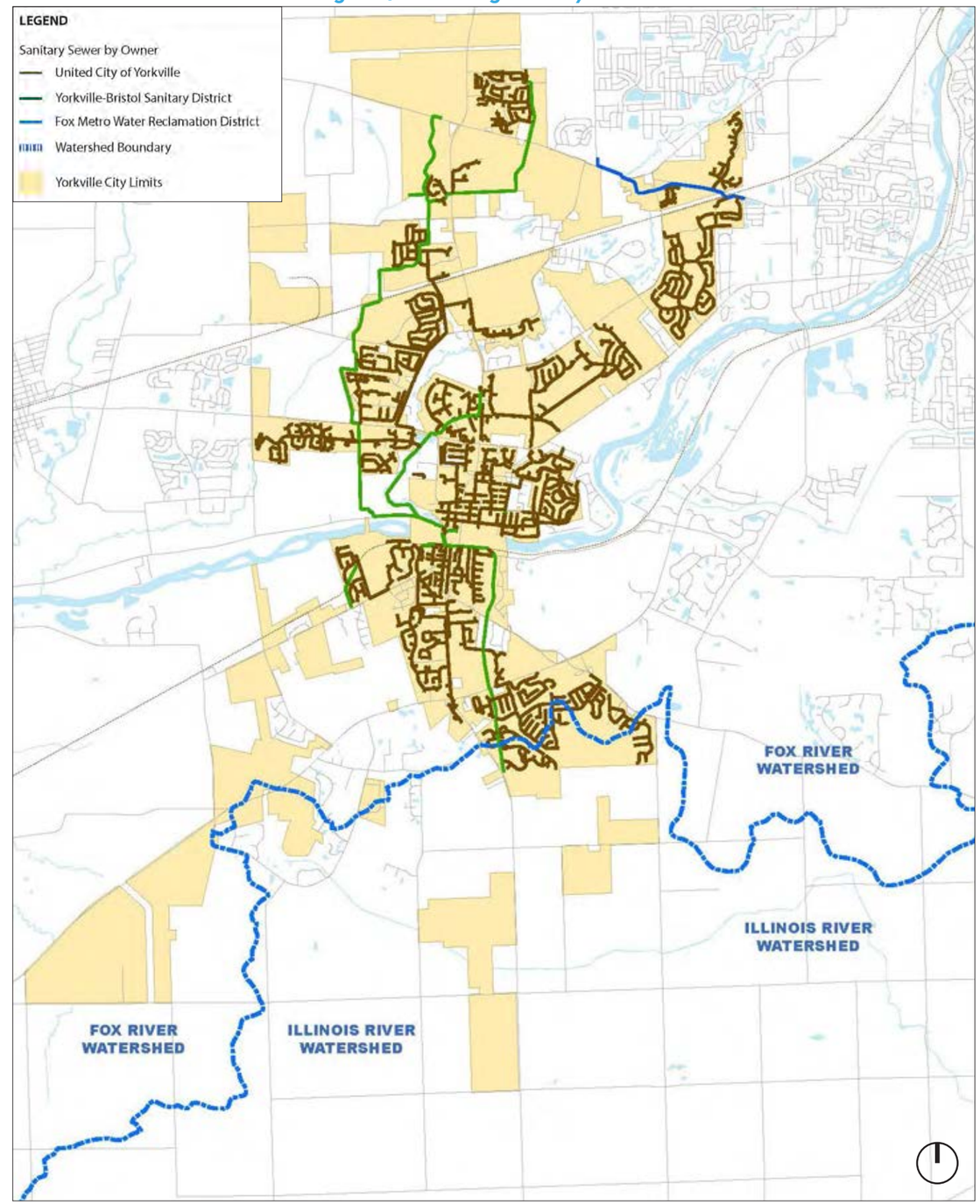


Figure 4.8 - Existing Sanitary Network

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 influence the land use and impose its standards on roadways and infrastructure.

The City of Yorkville has done a very good job of establishing 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 4.9. 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 4.9 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 principal applies to roadway maintenance and utility service (water and sanitary). This adds expense to the provision of infrastructure and services.

Figure 4.9 - Boundary Agreements

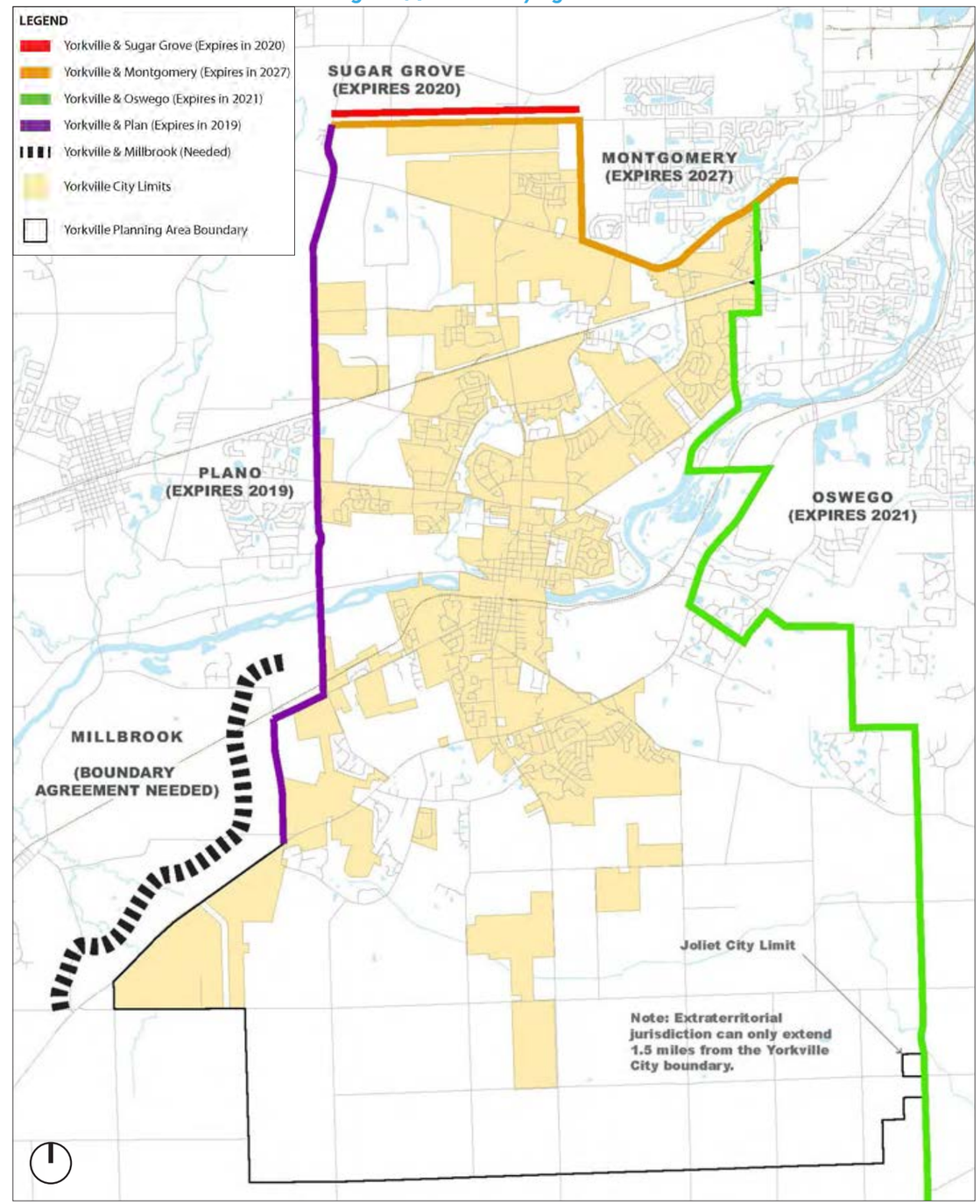


Figure 4.9 - Boundary Agreements

The City has the authority to exert greater control over future development in unincorporated Kendall County that falls within its extraterritorial jurisdiction. Figure 4.10 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 4.10 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 4.11 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 4.10 - Existing Development

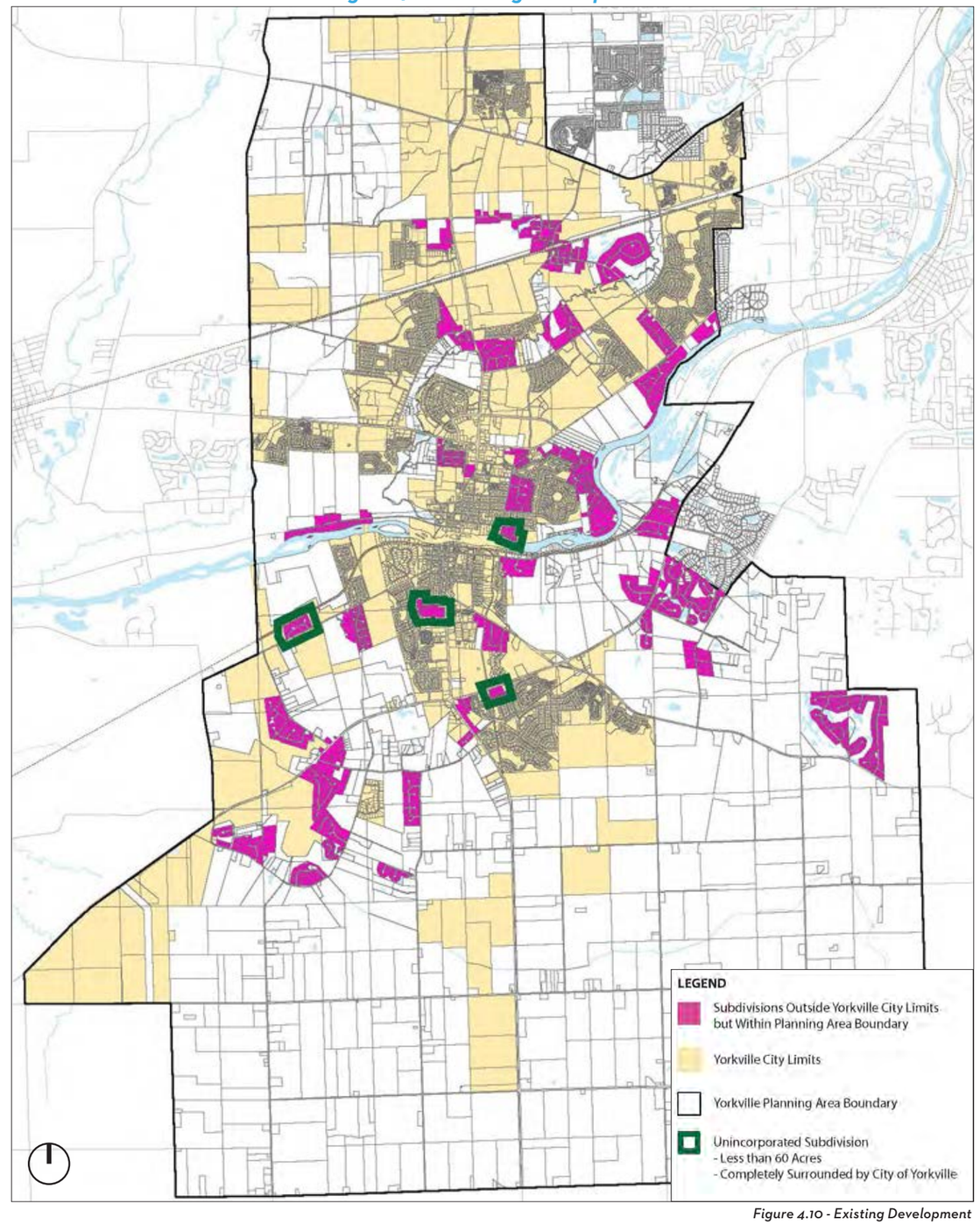


Figure 4.10 - Existing Development

SUMMARY OF MUNICIPAL BOUNDARIES AND GROWTH MANAGEMENT ISSUES

- 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.

- 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 and use a realistic evaluation of growth potential for the next ten to twenty years.

- The City should exercise more development control over new development in Kendall County that falls within the City's extraterritorial jurisdiction. This could be done either by working with Kendall County to annex developments or ensure that development standards for Kendall County subdivisions within Yorkville's extraterritorial jurisdiction are consistent with those of the United City of Yorkville.

Figure 4.11 - Planning Areas

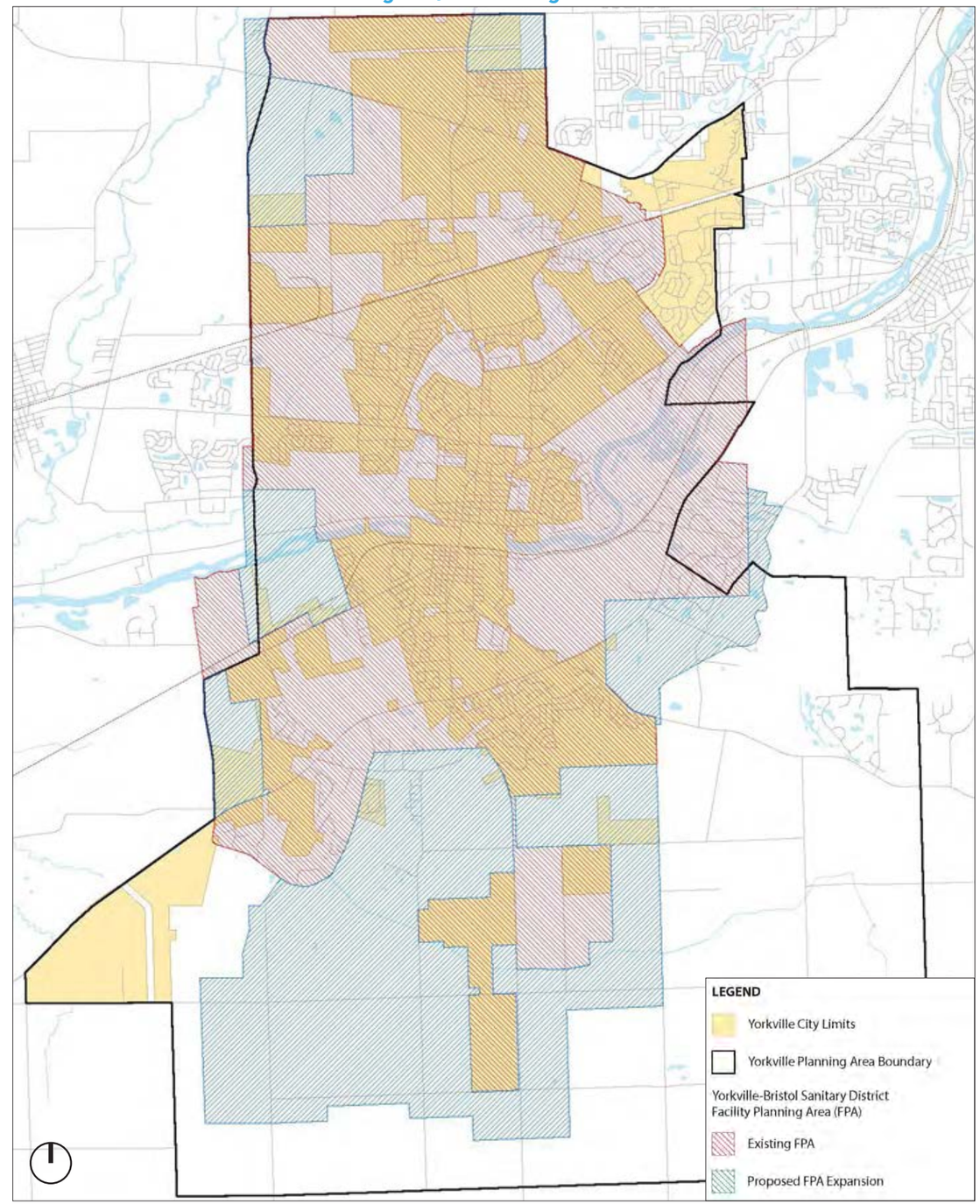


Figure 4.11 - Planning Areas

SECTION 5 - PUBLIC INPUT SUMMARY

A fundamental component of any successful comprehensive planning process is community engagement. Employing a multi-layered public process enables the identification and establishment of shared priorities and civic character. It is important that this process achieve both a range of community involvement, and garner a deep understanding of the questions and concerns that arise. Beyond information gathering, a robust, multi phased public process also plays an important role in ensuring a smooth transition into implementation. To achieve these goals, the public process for Phase 1 of the Yorkville Comprehensive Plan Update utilized the following structures for engaging the community:

STAKEHOLDER LISTENING SESSIONS

Between October 2014 and March 2015, a series of interview and listening sessions were conducted with various Yorkville stakeholder groups, including City of Yorkville department heads, such as Public Works, Parks and Recreation, the Library, and others; local corporations and business owners; developers; civic groups; the local school district; Kendall County; the Yorkville Bristol Sanitary District; the Kendall County Forest Preserve; the Illinois Department of Transportation other governmental agencies and Yorkville residents. The following is a summary of key planning issues garnered from the listening sessions.

INFRASTRUCTURE SYSTEMS

The City has undertaken very effective capital improvements programming and the programs are continually being reviewed. This program is being used to address a few subdivisions with outstanding infrastructure issues. It should also address resurfacing of downtown streets. A comprehensive street evaluation has also been undertaken to help shape the five-year capital improvements plan.

In terms of sanitary system issues, there has been some infiltration issues in the central area. 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 5 years ago and should be updated with a comprehensive evaluation. Water planning efforts should be a priority because according to the Illinois State Water Survey, Kendall County may be facing a water shortage in the coming years since there has been a decline in the County's aquifer.

OPEN SPACE AND RECREATION

The Parks and Recreation Department has several needs, including a recreational facility, a maintenance building and a new park on the City's south side that could be in the range of 50, 60, or 100 acres. Some planning has taken place for the recreational facility, which most likely would be a facility with indoor fields and equipment. A Parks Master Plan was prepared in 2008 that identified 11 specific park planning areas; the Plan needs to be updated given that the City is updating it's comprehensive plan. The department is also in the process of conducting a community survey.

Partnerships with the service clubs can be used to fund-raise and off-set capital and long-term maintenance costs, such as the agreement for maintenance services at Heartland Circle with the Junior Women's Club.

In 2010, a Transportation-Trail Plan was prepared; however the plan needs to be updated. About 500 trails are proposed. The City maintains easements over trails in private subdivisions but there is a need to connect these trails together. Other bike trail connections are planned and will occur along Game Farm Road, Kennedy Road and State Routes 34 and 71.

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

There have been some discussions about looking into becoming a park district but there seems to be a "silent majority" that has yet to speak out on the need for maintaining and enhancing the community's park system. There are also some benefits to being a City Department, especially in regards to the sharing of equipment between other departments.

LAND USE AND DEVELOPMENT

Planning and growth efforts should focus on areas that have already been developed and invested in - in particular residential and commercial areas along and near downtown and at the Route 47 and 34 intersections. These areas have existing infrastructure that could be built on.

The Fox River is viewed as a barrier in the community, creating a perception that the southern part of Yorkville is isolated. Development of a grocery store and new restaurants would help bring a stronger identity to the south side. The Route 47 and 71 intersection is an important commercial node where this development could be focused.

The City's subdivision and landscape codes need to be updated in order to provide more sustainable and appealing developments. This is particularly true for areas along Route 47 and Eldamain Road, two corridors that should be a priority for maintaining a unique community character. There has been some emphasis in the community on maintaining as much open space as possible in new developments

There is not a lot of 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 its areas should be created.

URBAN DESIGN

Yorkville needs some placemaking – banners, wayfinding and signage could help to define the community a bit more. The Plan also needs to look at the corridors and consider gateway entrances, especially to define Yorkville better between itself and other communities. Community appearances should also be a key planning priority. Yorkville has a different "feel" than neighboring Fox Valley communities – it's more "homier" and "small townish" than Oswego. Yorkville should strive to keep that feel.

INSTITUTIONS

Yorkville CUSD 115 district is currently undertaking a substantial review of its school structure and shifting and realignment of its school boundaries. Currently, schools are organized around micro-neighborhoods. Overall there is potential to change which schools serve which neighborhoods or 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 is about to complete a $22 million addition to the High School that will add 90,000 square feet of new and remodeled space. However, the High School may need to be expanded again if there is additional population growth. After the High School expansion is complete, the District will be looking at facility needs for the Grade Schools. Both Autumn Creek and Bristol Bay have started to grow and may need more space.

DOWNTOWN YORKVILLE

Downtown Yorkville should be a key focus of comprehensive planning efforts, including exploring revitalization and redevelopment scenarios, particularly along the riverfront. An important first step should be to define the downtown area and determine which areas should be the focus of beautification standards or design guidelines. With brownfield and environmental issues, increasing traffic speeds on Illinois Route 47 and a lack of available parking as barriers to redevelopment, a sustainable development strategy based on market realities should be the goal. In addition to this, recommendations for how Yorkville can do a better job of packaging and promoting itself – downtown in particular, should be explored.

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

On the 16th of April 2015, a community workshop was held at the United City of Yorkville City Hall. Roughly 30 community members were in attendance. This first community workshop introduced the project team and planning process to the community, while providing an open forum to gather first hand thoughts and opinions about the United City of Yorkville. The workshop was comprised of various stations in which participants could provide their thoughts on certain topics, including:

STATION 1: PROJECT INTRODUCTION

Participants were given the opportunity to "sign-in" to the workshop and were given a project information handout. A project information board was also on display presenting the goals and phases of the project as well as an overall project timeline. A Study Area Map was displayed 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. Additionally community facts boards were displayed to share demographic, housing, and construction information about the City.

STATION 2: TRANSPORTATION AND INFRASTRUCTURE

The transportation and infrastructure station focused on the following issues:

- Proposed Roadway Network
- Bicycle Network
- Development outside City Boundaries but within Planning Area

A majority of the discussion centered around the cost to the City for serving unincorporated areas without receiving property or sales tax revenue in return. Many workshop attendees felt that this issue was worth addressing. Additionally, there was general consensus that the City should support or encourage infill development before promoting development in new areas. Regarding commercial development, workshop attendees expressed concern that more retail opportunities are needed in Yorkville that would help keep more tax revenue in the City rather than letting it leak to the nearby municipalities of Aurora or Oswego.

Some residents expressed concern about where future bridges would be located despite being part of the City's transportation plan. It appeared to have been based on communication between homeowners and developers, and did not involve the City. These residents expressed concern over the placement of one of the bridges and the impact it would have on a particular subdivision.

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: ROUTE 47 FOCUS AREA

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

STATION 4: ELDAMAIN FOCUS AREA

Station 4 focused on the Eldamain Road corridor. Participants were asked to view land use maps of the corridor and to place icon stickers of elements and land uses where they would like to see them developed.

STATION 5: DOWNTOWN FOCUS AREA

Station 5 focused on the downtown area. 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: OVERALL CITY MAP

Station 6 provided an opportunity for participants to share their ideas about what they'd like to see anywhere in Yorkville. A large city-wide, overall land use map was provided for participants to place icon stickers onto. The input received from workshop participants has been summarized into general land use diagrams (Figures 2.7 and 2.8) described below:

Figure 2.7 - Overall Public Input Map (North Yorkville)

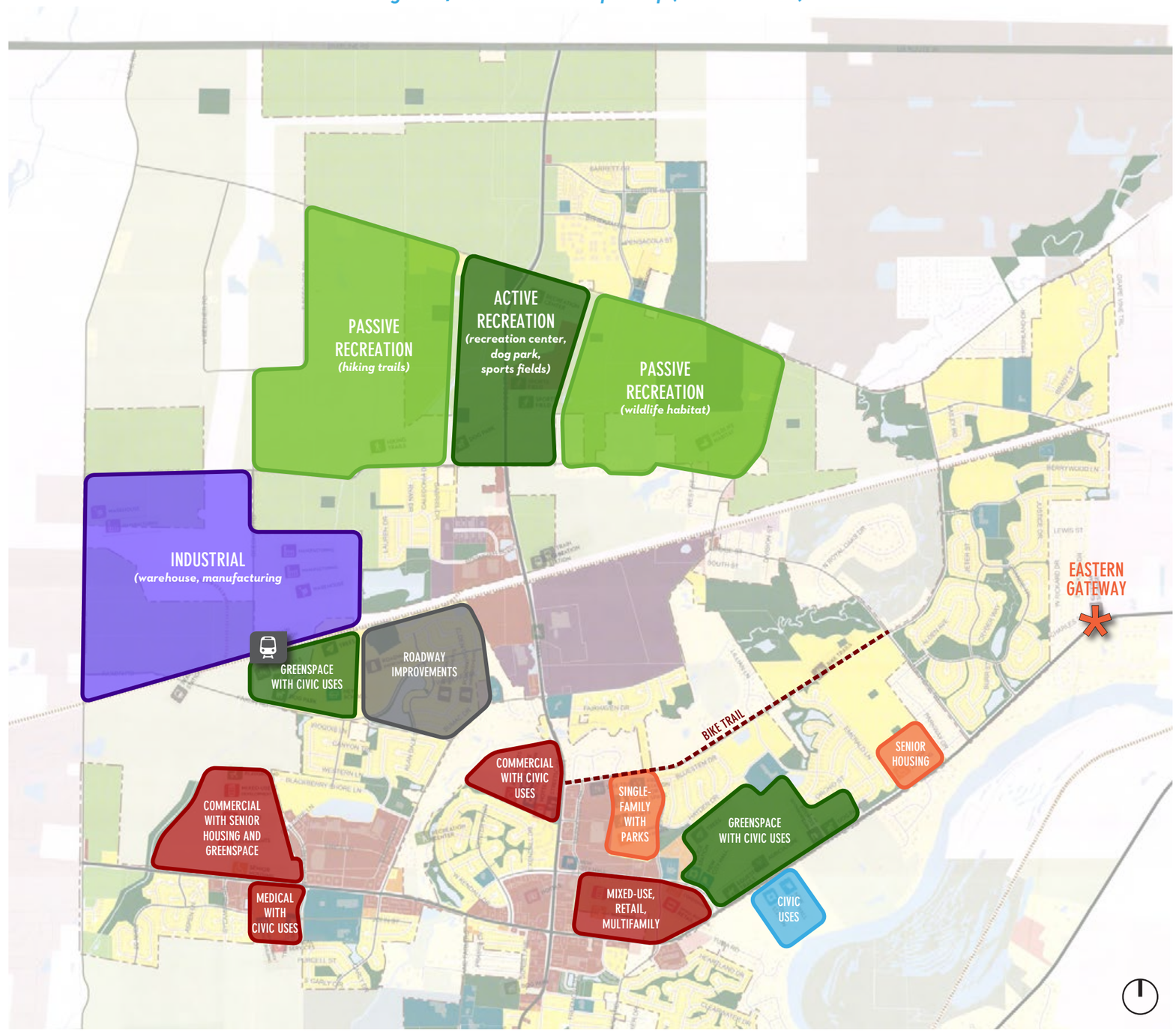


Figure 2.7 - Overall Public Input Map (North Yorkville)

Figure 2.8 - Overall Public Input Map (South Yorkville)

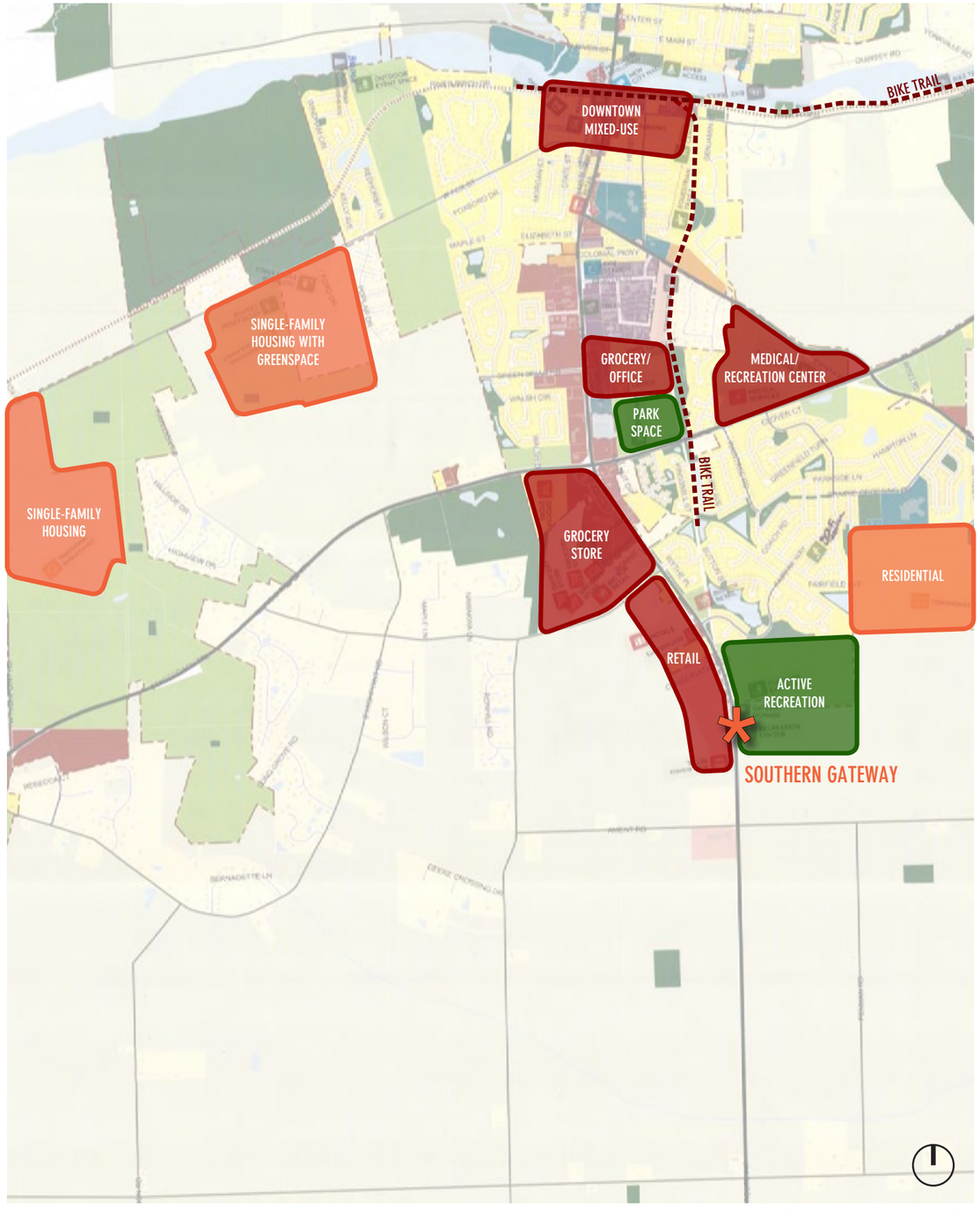


Figure 2.8 - Overall Public Input Map (South Yorkville)

ONLINE SURVEY

The following section summarizes the results of an online survey conducted between January and March of 2015. 152 people participated in the survey. The planning team anticipates re-introducing the survey at another point in time during the planning process in order to gain additional community feedback. These initial results will be used to assess existing conditions and planning issues.

SUMMARY OF DEMOGRAPHIC RESPONSES

A series of nine questions were presented regarding respondent demographic characteristics, 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.

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.

SECTION 6 - SUMMARY OF PLANNING ISSUES

The following findings are policy issues that should be addressed through the comprehensive planning process. They are based on a review of the City's municipal boundary, planning area boundary, the Yorkville-Bristol Sanitary District Facility Planning Area (FPA), existing land use, zoning, and public input.

ISSUE #1: UNINCORPORATED AREAS

Subdivisions within close proximity to Yorkville have been built in unincorporated Kendall County without input or approval from the City. As Yorkville grows, these areas may be annexed into Yorkville in the future. While the City does not have land use jurisdiction in unincorporated areas, they do have influence on development that occurs within their planning area boundary. Additionally, unincorporated areas that are less than 60 acres in size and are completed surrounded by the City are eligible to be incorporated under State of Illinois law. Yorkville could better control its future by annexing these areas. A cost-revenue analysis could be performed to determine the financial benefit of annexation These areas could also be better served by the services that the City of Yorkville provides.

Policy Questions:

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

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

Should Yorkville work with property owners of unincorporated areas within close proximity to pursue annexation of these areas?

ISSUE #2: FUTURE DEVELOPMENT

The United City of Yorkville has grown in a scattered, leap frog manner. This type of development sometimes can occur when economic activity is strong and growth is occurring. However, when the economy stalls and growth is no longer occurring, it can result in inefficient provision of city services. Extension of water main, storm and sanitary sewer into undeveloped areas costs the City more in operations and maintenance than it does to develop in areas where water and sewer mains already exist. There is also a ridge line that travels in an east-west fashion along Illinois Route 71. The area north of this ridge City drains to the Fox River while the area to the south drains to Illinois River. This divide makes it more costly to extend municipal utilities to the south of the divide.

Policy Questions:

Should the City promote an infill policy to encourage new development to tap into existing utility lines before extending existing lines until such time that development within the City becomes more prevalent?

Should the City prohibit or restrict development south of the ridge line along Illinois Route 71 until development becomes more prevalent throughout the City?

ISSUE #3: TRANSPORTATION NETWORK

Gaps currently exist in the bicycle transportation network. The 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. 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 the planning area boundary of Yorkville present an opportunity to set aside space to accommodate bicycle, pedestrian, and automobile pathways.

Policy Questions:

Which bicycle connections or routes are priorities?

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

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 #4: ACTIVE RESIDENTIAL SUBDIVISION DEVELOPMENTS

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.

Policy Questions:

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

Which unfinished residential subdivision developments should be a priority?

Are there any entitled subdivisions that the City should work to remove entitlements from?

ISSUE #5: RETAIL SALES / COMMERCIAL AREAS

In most retail sales categories, local demand in Yorkville is being lost to stores outside the City. This is particularly true for the grocery store, general merchandise, and full service restaurant categories.

Policy Questions:

Where should new retail development be focused?

ISSUE #6: DOWNTOWN

Both survey respondents and open house participants expressed that one of the reasons they like living in Yorkville is because of the City's small town feel. At the same time, the lack of a vibrant downtown was identified as one of the top three issues facing Yorkville today. Developing downtown was also an idea consistently shared when related to tourism ideas and opportunities.

Policy Questions:

Should building heights be limited in the downtown, and if so what would be the appropriate height?

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

Should the City take an active role in addressing the concern for a lack of parking downtown?

Would you consider a parking deck as a reasonable solution to the concern for a lack of parking, or should parking in the downtown be limited to surface lots?

ISSUE #7: DESIGN CHARACTER

Both survey respondents and open house participants expressed that one of the reasons they like living in Yorkville is because the City provides rural living with suburban features. Before future development occurs, the City may have the opportunity to guide the style and character of future development. Design guidelines could ensure that a rural character is preserved throughout Yorkville, or along specific corridors. Land use policy could also preserve scenic vistas of natural features or agricultural landscapes.

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?

ISSUE #8: HOUSING

Housing data shows that nearly 60% of homes in Yorkville were built between 2000 and 2009. A large percentage of home in Yorkville also fall within the $200,000 to $299,000 price range. An oversupply of homes at the same age and under the same price range could limit Yorkville's ability to adapt to a changing economy, changing demographics, and an aging population.

Policy Questions:

Should the City allow residential development at a higher density than that which typically exists throughout Yorkville today? If so, which areas of the City should higher density residential be allowed?

Should higher 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, 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 plan is nearly 10 years old and an up to date comprehensive evaluation of the water treatment system should be used to guide land use and policy decisions.

Policy Questions:

Should the City undertake studies to determine future needs, costs, and revenues associated with infrastructure system expansion?

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 parks, recreational facilities, and programs, survey respondents expressed that they were neutral to somewhat satisfied. Additionally, when asked about what other community 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. Fox River recreation (canoeing, kayaking, etc.) and walking/cycling trails were also the top two responses when asked to prioritize items to be pursued in developing a tourism industry in Yorkville.

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 a Parks Department?

ISSUE #11: SCHOOLS

If all the undeveloped lots in Yorkville were developed today, and there were two kids per household, the school population could grow to 9,000 students from 5,300 currently. This would require expansion of existing schools or construction of new schools, potentially even a second High School.

Policy Questions:

Should the City use remaining capacity and expansion thresholds of school facilities to guide land use and policy decisions?

ISSUE #12: LAND USE REGULATIONS

Current zoning designations are reflective of a strong growth and development climate. A number of zoning districts appear to have been designated with specific development plans anticipated, which are no longer planned. Zoning districts should be reviewed and revised to better reflect current construction and development levels in order 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 housing and development trends.

Policy Questions:

Should the City revise its existing zoning map, and if so, which areas should be revised?

Should the City revise its existing subdivision regulations?