



THE YORKVILLE PLAN

CONNECTING OUR PAST TO THE FUTURE

United City of Yorkville Comprehensive Plan Update

August 16, 2016

ACKNOWLEDGEMENTS

UNITED CITY OF YORKVILLE ELECTED OFFICIALS

Gary J. Golinski, Mayor
Beth Warren, City Clerk
Ken Koch, Alderman Ward 1
Carlo Colosimo, Alderman Ward 1
Larry Kot, Alderman Ward 2
Jacquelyn Milschewski, Alderman Ward 2
Joel Frieders, Alderman Ward 3
Chris Funkhouser, Alderman Ward 3
Diane Teeling, Alderman Ward 4
Seaver Tarulis, Alderman Ward 4

PLAN COMMISSION MEMBERS

Randy Harker, Chairman
Charles Kraupner
Jack Jones
Mike Crouch
James Weaver
Deborah Horaz
Reagan Flavin Goins
Chuck Galmarini
Richard Vinyard

PLANNING TEAM

The Lakota Group
Goodman Williams Group
TY Lin International

STEERING COMMITTEE MEMBERS

Amy Cesich, Park Board
Deb Horaz, White Oaks Estates HOA
Rose and Bob Delo, Windett Ridge HOA
James Weaver, Planning Commission
Mary Shilkaitis, Rush Copley Hospital
Tom Kozlowicz, Chamber Member
Bill Cockman, Resident
Reagan Goins, Zoning Board of Appeals
Joel Frieders, EDC Member
Russell Walter, Library Board
Tim Shimp, Yorkville School District
Erin-Mikal Dickens, Resident
Adalma Stevens, Resident
Anthony Hansen, Resident

UNITED CITY OF YORKVILLE STAFF

Bart Olson, City Administrator
Rob Fredrickson, Director of Finance
Eric Dhuse, Director of Public Works
Rich Hart, Chief of Police
Krysti Barksdale-Noble, AICP, Community Development Director
Jason Engberg, City Planner
Chris Heinen, Former City Planner
Pete Ratos, Building Inspector/Zoning Officer
Tim Evans, Director of Parks and Recreation
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
CUSD - Community Unit School District
FEMA - Federal Emergency Management Agency
FHWA - Federal Highway Administration
FPA - Facility Planning Area
GIS - Geographic Information System
GLA - Gross Leasable Area
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
KSCS - Kendall County Soil Conservation Service
NRPA - National Recreation and Parks Association
PCA - Primary Conservation Area
PUD - Planned Unit Development
RTA - Regional Transportation Authority
SCA - Secondary Conservation Area
TIF - Tax Increment Financing
TOD - Transit Oriented Development
YBSD - Yorkville-Bristol Sanitary District

UNITED CITY OF YORKVILLE COMPREHENSIVE PLAN UPDATE

PART ONE: SETTING THE STAGE

SECTION 1: PLAN INTRODUCTION

Plan Introduction	8
Comprehensive Plan Purpose	8
Relationship to CMAP Go To 2040	9
Planning Process	10
Planning Area	11
Project Timeline	12
Key Planning Issues	14
Key Comprehensive Plan Strategies and Initiatives	16

SECTION 2: COMMUNITY CHARACTERISTICS AND LAND USE TRENDS

Context	20
Previous Plans and Studies	22
Community Profile	24
Existing Land Use	28
Zoning Districts	32
Residential Land Use	34
Commercial Land Use	48
Industrial Land Use	58
Public / Quasi-Public Land Use	62
Agricultural Land Uses	64
Planned Unit Developments	66
Historic Resources	68

SECTION 3: THE COMMUNITY SPEAKS

Community Engagement Activities	72
---------------------------------	----

PART TWO: COMPREHENSIVE PLAN

SECTION 4: COMMUNITY VISION AND LAND USE STRATEGY

Goals and Policies Statement	78
Overview	79
Land Use Strategy	80
Land Use Changes	82
Land Use Matrix	84
Principles to Guide Future Land Use	86
Zoning Considerations	87
Placemaking and Community Character	87

SECTION 5: VIBRANT CITY

Goals and Policies Statement	90
Downtown Yorkville	91
Downtown Revitalization Sequence	98
Commercial Areas	100
Industrial Areas	107

SECTION 6: YORKVILLE NEIGHBORHOODS

Goals and Policies Statement	112
Traditional Neighborhood	113
Residential Subdivisions	114
Neighborhood Design	118

SECTION 7: COMMUNITY SYSTEMS AND INFRASTRUCTURE

Goals and Policies Statement	122
Existing Conditions	123
Transportation Strategies	128
Utility Infrastructure	131
Infrastructure Systems Strategies	134
Planning Areas, Municipal Boundaries and Growth Management	134
Strategies	137
Parks and Open Space Land Use	138
Parks and Open Space Strategies	142

SECTION 8: CORRIDORS

Goals and Policies Statement	146
Overview	147
Illinois Route 47	148
Eldamain Road	158

SECTION 9: STEWARDSHIP AND IMPLEMENTATION

Overview	168
Implementation Partners	168
Funding Sources	169
Code Changes	171
Placemaking-Gateways and Signage	172
Streetscape and Sustainable Design	175
Brownfield Redevelopment	178
Using the Comprehensive Plan	178
Implementation Chart	178

LIST OF FIGURES, TABLES AND GRAPHS

SECTION 1: PLAN INTRODUCTION

Figure 1.1: Planning Area Map	11
Figure 1.2: Project Timeline	12

SECTION 2: COMMUNITY CHARACTERISTICS AND LAND USE TRENDS

Graph 2.1: Median Age 2000-2010	24
Graph 2.2: Population by Age	24
Table 2.1: Demographic Trends Chart	24
Table 2.2: Resident Age Distribution Chart	24
Graph 2.3: Median Household Income 2000-2014	25
Table 2.3: Household Income Distribution Chart	25
Figure 2.1: 2015 Median Household Income by Census Block Group	25
Graph 2.4: Trends in Nonfarm Employment-Kendall County	26
Graph 2.5: Year-Over-Year Change in Employment	26
Table 2.4: Kendall County Resident Workforce	26
Table 2.5: Major Employers in Kendall County and Yorkville	27
Graph 2.6: Metropolitan Chicago Trends in Employment	27
Figure 2.2: Existing Land Uses North of the Fox River	28
Figure 2.3: Existing Land Uses South of the Fox River	29
Table 2.6 and Graph 2.7: Existing Land Uses w/in Planning Area	30
Table 2.7 and Graph 2.8: Existing Land Uses w/in Muni. Boundary	31
Table 2.8: Zoning Districts	32
Figure 2.4: Zoning Districts North of the Fox River	32
Figure 2.5: Zoning Districts South of the Fox River	33
Table 2.9: Existing Residential Land Use Areas	34
Figure 2.6: Existing Residential Land Use Areas North of Fox River	34
Table 2.10: Existing Residential Land Use Areas	35
Figure 2.7: Existing Residential Land Use Areas South of Fox River	35
Graph 2.9: Demographic Growth	36
Graph 2.10: Housing Units Built Between 2000 and 2009	36
Graph 2.11: Housing Unit Tenure and Occupancy	37
Graph 2.12: Housing Units by Type	37
Graph 2.13: Owner-Occupied Housing Units by Value	38
Table 2.1: Households by Monthly Housing Costs	38
Table 2.2: Households by Tenure and Housing Affordability	38
Graph 2.14: Median Sales Price Single Family Homes	39
Table 2.13: Foreclosure Trends	39
Graph 2.15: Building Permit Issuances	40
Graph 2.16: Active New Home Developments	41
Table 2.14: Residential Developments by Status	41

Table 2.15: New Home Demand Derivation 2015-2019	43
Graph 2.17 and Figure 2.8: Residential Zoning Districts	44
Table 2.16 and Figure 2.9: Undeveloped Residential Zoning Areas	45
Table 2.17: Residential Build-Out Projections	46
Table 2.18 and Figure 2.10: Residential Developments (as of February 2015)	47
Table 2.19: Existing Commercial Land Use Areas	48
Figure 2.11: Existing Commercial Land Use Areas North of Fox River	48
Figure 2.12: Existing Downtown Land Uses	49
Figure 2.13: Downtown Zoning Districts	50
Figure 2.14: Existing Commercial Land Use Areas South of Fox River	51
Table 2.20: Existing Commercial Land Use Areas	51
Graph 2.18: 2014 Calendar Year Sales	52
Graph 2.19: Major Multi-Tenant Shopping Centers In and Around Yorkville	53
Graph 2.20: Municipal Retail Sales Taxes Collected	53
Table 2.21: Downtown Yorkville Business Inventory	54
Table 2.22: Leakage Analysis	54
Figure 2.15: Commercial Zoning Districts	56
Graph 2.21: Residential Zoning Districts	56
Figure 2.16 and Table 2.23: Undeveloped Commercial Zoning Areas	57
Figure 2.17 and Table 2.24: Existing Industrial Land Use Areas	58
Figure 2.18 and Graph 2.22 : Industrial Zoning Districts	60
Figure 2.19 and Table 2.25: Undeveloped Industrial Zoning Areas	61
Table 2.26: Kendall County Facilities	62
Table 2.27: Churches and Institutions	62
Figure 2.20: Existing Public/Quasi-Public Land Use Areas	62
Table 2.28: United City of Yorkville Facilities	63
Table 2.29: School Facilities	63
Table 2.30: Other Public Facilities	63
Figure 2.21: Existing Agricultural Land Use Areas	64
Figure 2.22: Agricultural Zoning Districts	65
Figure 2.23 and Table 2.31: PUD Zoning Districts	66
Figure 2.24: Undeveloped PUD Zoning Areas	67
Table 2.32: Undeveloped PUD Zoning Districts Build-Out Projections	67
Table 2.32 and Figure 2.25: Properties Identified in Historic Architectural Geographic Information System	69

SECTION 3: THE COMMUNITY SPEAKS

Figure 3.1: "Big Map" Exercise (South Yorkville only)	75
---	----

SECTION 4: COMMUNITY VISION AND LAND USE STRATEGY

Figure 4.1: Future Land Uses North of the Fox River	82
Figure 4.2: Future Land Uses South of the Fox River	83

SECTION 5: VIBRANT CITY

Figure 5.1: Downtown Revitalization Strategies	99
Table 5.1 and Figure 5.2: Commercial Development Areas	100
Figure 5.3: Yorkville Marketplace Remaining Build-Out Parcels	101

Figure 5.4: Yorkville Crossing Remaining Build-Out Parcels	101
Figure 5.5: Kendall Marketplace Remaining Build-Out Parcels	102
Figure 5.6: Parkway Site Remaining Build-Out Parcels	102
Figure 5.7: Grocery-Anchored Development Sites	103
Figure 5.8: Site A Grocery Store Development Concept	103
Figure 5.9: Site C: Store Facing South	104
Figure 5.10: Site C: Store Facing East	104
Figures 5.11 and 5.12: IL 47/Galena Rd. Intersection Concept	105
Figure 5.13: Metra Station Transit Oriented Development Concept	106
Table 5.2: and Figure 5.14: Industrial Development Areas	107
Figure 5.15: Yorkville Business Center Remaining Build-Out Parcels	108
Figure 5.16: Fox Industrial Park Remaining Build-Out Parcels	108
Figures 5.17 and 5.18: Fox Industrial Park Expansion Concept	109
Figure 5.19: Lincoln Prairie Properties Industrial Concept	110

SECTION 6: YORKVILLE NEIGHBORHOODS

Figure 6.1: Traditional Center	113
Table 6.1: Residential Development Areas	114
Figure 6.2: Tier 1 Residential Development Areas	115
Table 6.2: Tier 2 Residential Development Areas	115
Figure 6.3: Tier 2 Residential Development Areas	116
Table 6.3: Tier 3 Residential Development Areas	116
Figure 6.4: Tier 3 Residential Development Areas	117
Table 6.4: Tier 4 Residential Development Areas	117
Figure 6.5: Tier 4 Residential Development Areas	118
Figure 6.6: Residential Typology Map	119

SECTION 7: COMMUNITY SYSTEMS AND INFRASTRUCTURE

Table 7.1: Existing and Forecast Average Daily Traffic Volumes	123
Graph 7.1: Roadway Conditions	124
Figure 7.1: Existing Roadway and Rail Network	124
Figure 7.2: Existing and Planned Bicycle Improvements	125
Figure 7.3: Existing Sidewalk Network	126
Table 7.2: Industrial Property Listings	127
Figure 7.4: Existing Rail Network	127
Table 7.3: Regional Transportation Improvements Status	128
Figure 7.5: Proposed Regional Transportation Improvements	128
Figure 7.6: Proposed Roadways by Functional Classification	129
Figure 7.7: Existing Water Main Network	132
Figure 7.8: Existing Sanitary Network	133
Figure 7.9: Boundary Agreements	134
Figure 7.10: Existing Development	135
Figure 7.11: Planning Areas	136
Figure 7.12: Existing Park/Open Space Land Use Areas	138
Table 7.4: Existing Park/Open Space Land Use Areas	139
Graph 7.2: Open Space Zoning Districts	140
Figure 7.13: Open Space Zoning Districts	140
Figure 7.14: Potential Open Space Network	143

SECTION 8: CORRIDORS

Figure 8.1: Rte. 47 Corridor Existing Land Use North of Fox River	148
Figure 8.2: Rte. 47 Corridor Land Use Strategy North of Fox River	149
Figure 8.3: Rte. 47 Corridor Existing Land Use South of Fox River	150
Figure 8.4: Rte. 47 Corridor Land Use Strategy South of Fox River	151
Figure 8.5: Zone A Future Land Use Concept	152
Figure 8.6: Zone B Future Land Use Concept	152
Figure 8.7: Zone C Future Land Use Concept	153
Figure 8.8: Zone D Future Land Use Concept	153
Figure 8.9: Zone E Future Land Use Concept	154
Figure 8.10: Zone F Future Land Use Concept	154
Figure 8.11: Zone G Future Land Use Concept	155
Figure 8.12: Zone H Future Land Use Concept	155
Figure 8.13: Zone I Future Land Use Concept	156
Figure 8.14: Zone J Future Land Use Concept	156
Figure 8.15: Zone K Future Land Use Concept	157
Figure 8.16: Eldamain Rd. Existing Land Use North of Fox River	158
Figure 8.17: Eldamain Rd. Land Use Strategy North of Fox River	159
Figure 8.18: Eldamain Rd. Existing Land Use South of Fox River	160
Figure 8.19: Eldamain Rd. Land Use Strategy South of Fox River	161
Figure 8.20: Zone A Future Land Use Concept	162
Figure 8.21: Zone B Future Land Use Concept	162
Figure 8.22: Zone C Future Land Use Concept	163
Figure 8.23: Zone D Future Land Use Concept	163
Figure 8.24: Zone E Future Land Use Concept	164
Figure 8.25: Zone F Future Land Use Concept	164
Figure 8.26: Zone G Future Land Use Concept	165
Figure 8.27: Zone H Future Land Use Concept	165

SECTION 9: STEWARDSHIP AND IMPLEMENTATION

Figure 9.1: Sample Yorkville Placemaking and Wayfinding Elements	173
Figure 9.2: Sample Yorkville Placemaking and Wayfinding Elements	174
Figure 9.3: Hydraulic Street Streetscape Enhancement and New Development Concept	176
Figure 9.4: Hydraulic Street Streetscape Cross Section	177

Part 1: Setting the Stage

Section 1: Plan Introduction



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

SECTION 1 - PLAN INTRODUCTION

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

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

This Comprehensive Plan was developed to provide a new strategic vision and direction for Yorkville — one that capitalizes on its existing assets, including its traditional downtown core and neighborhoods, location along the Fox River, existing commercial areas, manufacturing base, schools and community services — while considering planning strategies for renewed but sustainable growth, revitalizing the downtown, diversifying its industrial and employment base, and adding new recreational and open space amenities. Furthermore, this Plan is being prepared with extensive

community participation throughout the planning process. Specific questions were asked of Yorkville residents and stakeholders: What makes Yorkville a good place to live and work? What parts of Yorkville should be maintained, preserved or changed? What amenities in the neighborhoods, commercial districts or parks should be enhanced or added? What makes up Yorkville's future industrial and manufacturing base? What should Yorkville's image and brand identity be within the region?

Yorkville is known in the Chicago area for its housing opportunities, location near natural resource and recreational amenities, schools and proximity to regional transportation services, including Interstate 88. Its location near Aurora and other Fox Valley suburbs also provides the community with access to the region's employment centers, and other educational institutions and cultural attractions. However, like many Chicago outer-ring suburbs, Yorkville has several challenges that will require new approaches and solutions. For example, due to the 2008 economic recession, recently planned residential subdivisions have yet to be fully built-out; commercial activity has failed to materialize on land zoned for such uses, and

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

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

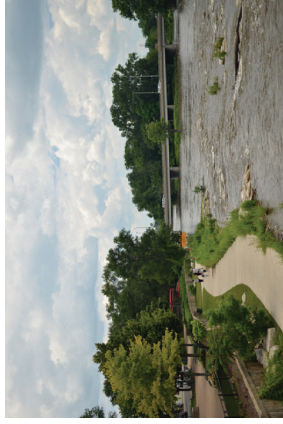
COMPREHENSIVE PLAN PURPOSE

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

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

In summary, the Comprehensive Plan serves several key purposes:

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



Bicentennial Riverfront Park and the Fox River, Downtown Yorkville

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

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

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

- **Community Engagement Tool.** The process in creating this Comprehensive Plan will provide an opportunity for local leaders, stakeholders and residents to understand and evaluate community strengths and weaknesses, and

to craft strategies and recommendations for addressing critical planning issues. Future implementation and planning efforts for Yorkville's residential, commercial, industrial, and open space and park areas as recommended in this Comprehensive Plan will also provide additional opportunities to engage Yorkville's stakeholders on important development issues.

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

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



Yorkville's semi-rural environment

RELATIONSHIP TO THE GO TO 2040 REGIONAL COMPREHENSIVE PLAN

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

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

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

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

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

PLANNING PROCESS

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

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

In August 2014, the United City of Yorkville, along with community stakeholder groups and residents, initiated a two-year planning process to update the 2008 Comprehensive Plan given the recent national economic recession. The key purpose of the new Plan is to create a long-term vision and planning framework

for addressing key land uses issues and the slow-down in residential and commercial development as a result of the 2008 recession. The Plan's other purposes include enhancing the community's overall economic vitality, physical appearance and image within the Chicago metropolitan region.

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

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

- **Land Use.** Existing community land uses were evaluated and specific issues, constraints, and opportunities were identified to facilitate appropriate land use patterns and physical development within and near Yorkville's corporate boundaries.
- **Regulatory Tools.** Research was conducted to understand and recommend new zoning and regulatory tools that manage and direct community growth and revitalization in ways that promote economic diversity and attractive places and neighborhoods.
- **Transportation Systems.** Yorkville's current roadway network and physical conditions were documented and analyzed as a method for exploring opportunities for achieving network efficiencies, roadway changes, and pedestrian enhancements.
- **Infrastructure and Capital Improvements.** An overview assessment of the City's sanitary, public utilities, and stormwater management systems, was conducted to consider strategies for long-term system maintenance, future capital improvements, and effective growth management.
- **Neighborhoods and Housing.** The condition of Yorkville's residential neighborhoods and the existing housing stock was assessed and analyzed in order to determine appropriate planning strategies that address local housing needs through new construction, housing rehabilitation, and infill development.
- **Commercial Areas and Corridors.** Planning and development issues along Yorkville's commercial areas and corridors were examined, including building and storefront improvements, business and real estate development, and urban design enhancements. Additionally, the Comprehensive Plan Update assessed Downtown Yorkville planning issues in depth and proposed short and long-term revitalization and development strategies.
- **Economic/Market Assessment.** Market trends for commercial, residential, and industrial development were analyzed as a basis for proposing strategies and recommendations regarding Yorkville's future land use pattern and development scenarios.
- **Parks and Open Space.** Yorkville's "green infrastructure" of existing parks and natural systems were identified as opportunities to protect and enhance such systems for future open space needs and sustainable design initiatives that reduce stormwater run-off and promotes cleaner air and water.
- **Placemaking.** Methods for "placemaking" Yorkville – gateway monuments, wayfinding and identity signage and public art – were considered in order to "bind" the newly-developing areas of the community with its traditional Downtown and residential core, and to promote its image as a vibrant and growing community within the Fox Valley and Chicago metropolitan regions.
- **Community Capacity and Implementation Strategy.** The current capacity of governmental agencies and other organizations and entities, including non-profit groups and religious and educational institutions to help implement various aspects of the Comprehensive Plan Update was also examined. In turn, a detailed implementation strategy was created that prioritizes specific planning actions, outlines roles and responsibilities between the 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.



Kendall County Courthouse in Downtown Yorkville

PLANNING AREA

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

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

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

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

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

Figure 1.1: Planning Area Map

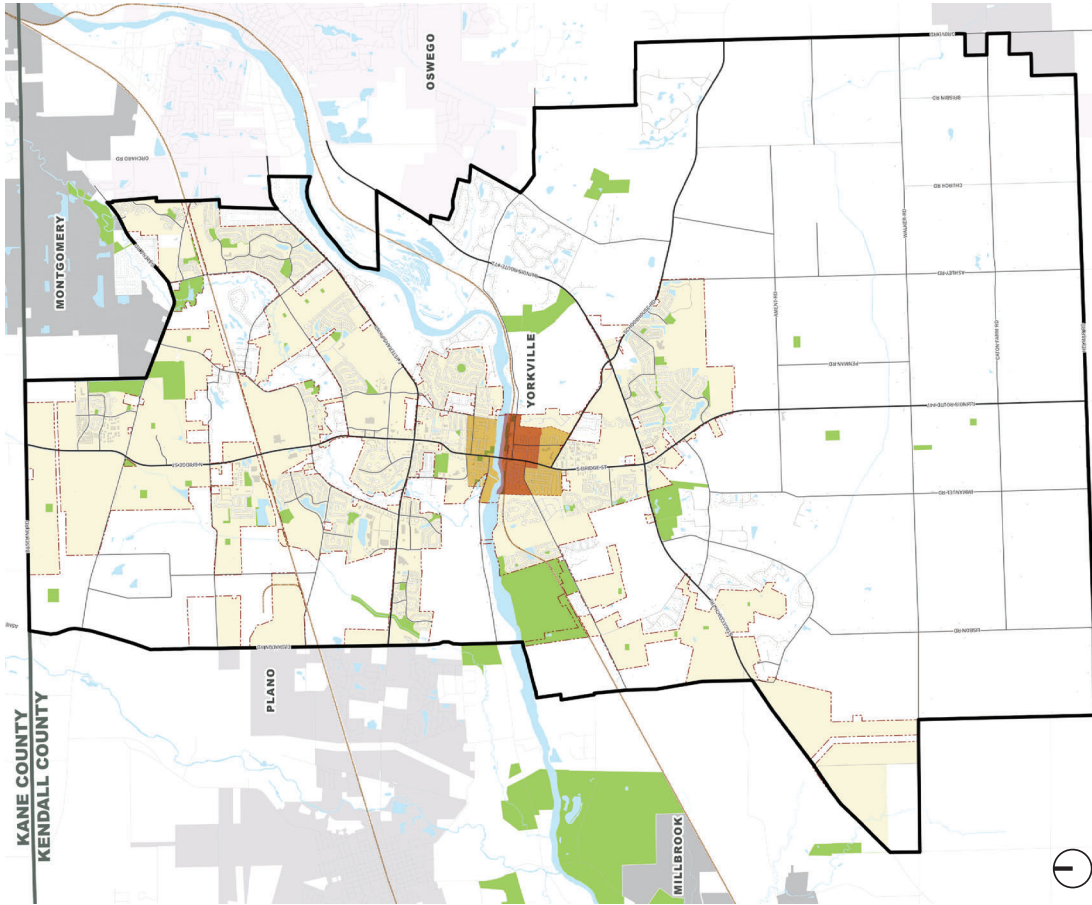
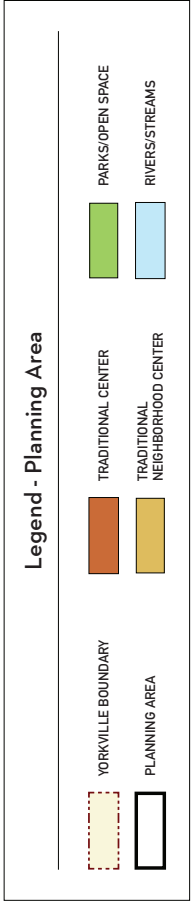


Figure 1.1 - Planning Area



PROJECT TIMELINE

The planning process for creating the Comprehensive Plan Update involved three distinct phases: a "State of the City" phase where an assessment of existing conditions was conducted by the planning team and a preliminary set of planning goals were developed with input from the community; a "visioning" phase where preliminary planning strategies and concepts were developed and presented for community feedback; and, a final "plan-making" phase in which planning goals, strategies, and implementation action were developed by the planning team in collaboration with the community, and accepted and adopted by the Yorkville Plan Commission and Yorkville City Council. The first phase was initiated in September 2014; the last phase of the planning process was completed in August 2016 (see Project Timeline below and on following page). The Plan was adopted by the City Council in September 2008.

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

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

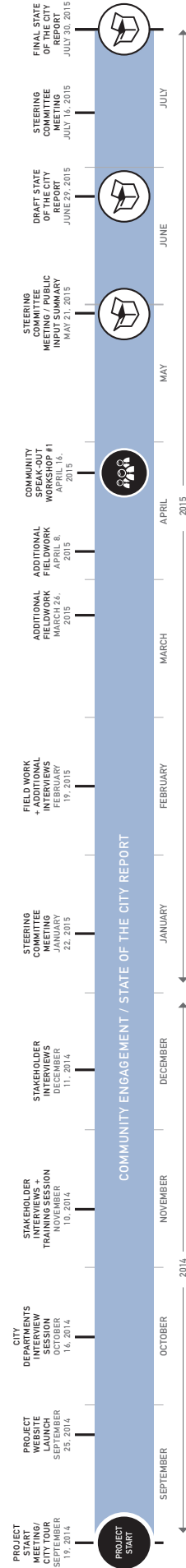
Phase 1 also included various focus group and stakeholder interview sessions to gain public input and insight regarding critical planning issues. Field work activities were also conducted. Field work, document analyses, and review of interview and focus group session proceedings were incorporated into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

Phase 1 included the following specific activities:

- Project Start Meeting and City Tour (September 19, 2014)**
 - A meeting with City staff was conducted to initiate the planning process and to discuss specific items related to the overall project schedule, and the scheduling of stakeholder and focus group interview sessions.
- Previous Plans/Studies Review**
 - A review of previous comprehensive plans, planning reports, facility studies, demographics, and local development regulations was conducted by the planning team. These reports and studies are summarized in Section 3 on Community Context.
- Stakeholder Listening Sessions (October - December 2014)**
 - Several interview and focus group sessions were conducted over a two-month period with various community stakeholders, including City officials and department heads and the local schools.
- Community Speak-Out (April 16, 2015)**
 - A community workshop was organized and conducted on April 16, 2015 to solicit feedback through interactive exercises from the community on critical community planning issues. Over 30 people attended the workshop.
- State of the City Report**
 - Following the assessment and analysis of planning issues and existing conditions, the planning team prepared the *State of the City Report*, which summarizes Yorkville's key strengths, challenges, and opportunities for its long-range development and growth.

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

Figure 1.2: Project Timeline (pages 12-13)



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

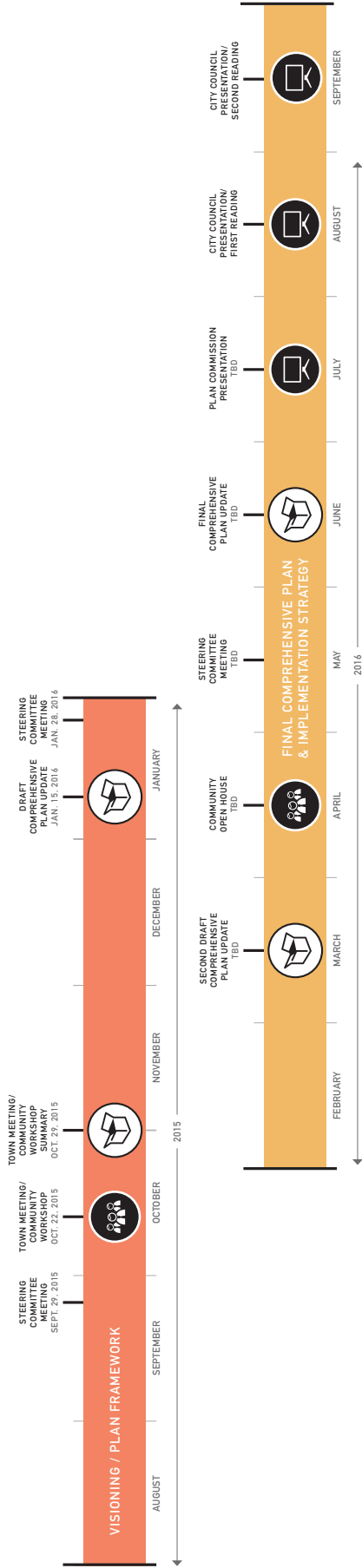
The second phase of the planning process involved the creation and development of specific planning concepts and land use strategies that address Yorkville's land use, physical appearance, transportation and infrastructure issues. As part of the visioning process, planning strategies were presented during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

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

The final phase of the planning process included the refinement of preliminary planning concepts and implementation strategies into a Final Comprehensive Plan Update. Additional community workshops were also conducted to gain additional feedback on Plan recommendations from Yorkville residents and stakeholders. Specific development concepts and illustrations were also prepared as part of a revised Comprehensive Plan for feasible development sites along Illinois Route 47 both north and south of the Fox River. The Comprehensive Plan Update was reviewed one final time by the Steering Committee prior to the start of the formal Plan adoption process by the Planning and Zoning Commission and the City Council on June 5, 2016. The City's Economic Development Committee, composed of City Council aldermen, also conducted a review on July 5, 2016. The Planning and Zoning Commission adopted the Plan on August 10, 2016; the City Council conducted two readings of the Plan before formally adopting the Comprehensive Plan, on September 13, 2016.



Community "Speak-Out" Workshop #1



KEY PLANNING ISSUES

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

ISSUE #1: DOWNTOWN YORKVILLE

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

Downtown Yorkville Policy Questions:

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

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

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

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

ISSUE #2: COMMUNITY DESIGN CHARACTER

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

Community Design Character Policy Questions:

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

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

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

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

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

ISSUE #3: FUTURE GROWTH

Over the last two decades, the United City of Yorkville has grown in a somewhat scattered, leap-frog manner with partially-completed residential and commercial subdivisions developed at the far edges of the community interspersed with farm and agricultural land. However, in recent years, development activity has slowed considerably, due mainly to the economic

recession of 2008; as a consequence, there has been inefficient provision of municipal services – the extension of water main, storm and sanitary sewer into undeveloped areas of the City that are costly to maintain. On other important growth questions, future growth in the southern areas of Yorkville is largely constrained by a ridge line that travels in an east-west direction along Illinois Route 71. The area north of this ridge drains to the Fox River while the area to the south drains to Illinois River; extending infrastructure south across the ridgeline would therefore be costly. Future growth would be less constrained to the north but is unlikely in the near-term due to market factors.

Future Growth Policy Questions:

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

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

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

Where should Yorkville's future growth take place?

ISSUE #4: UNINCORPORATED AREAS

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

Unincorporated Areas Policy Questions:

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

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



Bristol-Kendall Fire Protection District Station #3

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

ISSUE #5: BICYCLE TRANSPORTATION NETWORK

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

Bicycle Transportation Policy Questions:

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

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

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

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

ISSUE #6: ACTIVE RESIDENTIAL SUBDIVISION DEVELOPMENTS

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

represent a supply of entitled homes that will take eight years to complete.

Active Residential Subdivision Developments Policy Questions:

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

Which unfinished residential subdivision developments should be priorities for completion?

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

ISSUE #7: COMMERCIAL AREAS AND RETAIL SALES

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

Commercial Areas and Retail Sales Policy Questions:

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

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

ISSUE #8: HOUSING

Housing data shows that nearly 60 percent of homes in Yorkville were built between 2000 and 2009. A large percentage of homes in Yorkville also fall within the \$200,000 to \$299,000 price range. An oversupply of homes at the same age and within the same price range limits the types of housing products that attract a

broader range of home buyers. Apartments and rental housing could also provide housing opportunities for households who may not be able to secure a first-time mortgage, as well as for seniors who desire to live in a semi-rural setting.

Housing Policy Questions:

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

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

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

ISSUE #9: INFRASTRUCTURE SYSTEMS

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

Infrastructure Systems Policy Questions:

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

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

ISSUE #10: PARKS AND OPEN SPACE

When asked about their level of satisfaction with the quality of Yorkville parks, recreational facilities, and programs, community stakeholders stated through

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

Parks and Open Space Policy Questions:

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

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

What aspects of recreational tourism should be pursued in Yorkville?



Factory Adapted as Housing in Downtown Yorkville

ISSUE #11: SCHOOLS AND COMMUNITY FACILITIES

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

Schools and Community Facilities Policy Questions:

Where should new schools be located in Yorkville?

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

ISSUE #12: LAND USE REGULATIONS

Current zoning designations are reflective of past comprehensive plans that reserved significant portions of Yorkville for residential and commercial development. The land use framework proposed

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

Land Use Regulation Policy Questions:

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

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

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



Downtown Yorkville

KEY COMPREHENSIVE PLAN STRATEGIES AND INITIATIVES

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

REVITALIZING DOWNTOWN YORKVILLE

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

GUIDING FUTURE GROWTH

As mentioned previously, the economic recession of 2008 changed the growth trajectory for Yorkville — at least in the foreseeable future, the community will experience more modest and incremental residential and commercial growth. In the present term, Yorkville has a number of residential subdivisions that are incomplete or have yet to start; others are near

completion and should be the focus of City efforts to facilitate their continued development. Going forward, opportunities exist to re-shape Yorkville's land use and growth patterns to concentrate both residential and commercial development in areas that are already developing and to reposition others — especially residential subdivisions that have yet to be platted or receive their entitlements — for alternative land uses, such as open space or agricultural land that could also be reserved for development over the long-term.

The Comprehensive Plan recognizes these opportunities by organizing residential subdivisions according to four "tiers" ranging from subdivisions that are nearing completion to ones that should be re-positioned; each tier has its own planning strategies for addressing residential growth issues specific to that tier of residential subdivisions.

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

DIVERSIFYING THE HOUSING MIX

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

PROMOTING ALTERNATIVE SUBDIVISION DESIGN

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

design, as such approaches are often termed, also provides flexibility in the types of housing products that could be offered in such developments. Neotraditional Design, which emphasizes gridded street patterns with slightly higher residential densities could be employed in a future Transit-Oriented Development (TOD) zone for a proposed Metra train station. There are two potential locations for a Metra train station, one on Yorkville's northwest side near Beecher and Faxon Roads, the second in an area east of Illinois Route 47 between the Wrigley manufacturing complex and the Old Bristol village area. Along with more diversity on housing products, these subdivision design types also help to enhance Yorkville's physical appearance and potentially promote Yorkville as a community with distinctive living environments.

UNDERTAKING COMMUNITY PLACEMAKING

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

MANAGING CORRIDOR LAND USE

Yorkville has four main transportation corridors: Illinois Route 47 (Bridge Street), Illinois Route 34 (Veterans Parkway), Illinois Route 71, and Eldamain Road. Both Routes 47 and 34 include a mix of commercial, industrial and residential land uses with varying development character; Eldamain Road and Illinois 71 are less developed and offer more opportunities to shape their future land use character and physical form. Going forward, with a new land use framework and incremental growth direction in mind, planning strategies along these corridors should focus on concentrating certain land uses in

appropriate locations, implementing visual character and placemaking enhancements, re-zoning some areas to lower density residential use, and protecting open spaces, and scenic vistas wherever appropriate.

ENHANCING THE PARKS AND OPEN SPACE SYSTEM

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

BUILDING THE TRANSPORTATION NETWORK

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

PLANNING FOR FUTURE METRA STATION
The Metra commuter rail agency is currently undertaking a Yorkville commuter station feasibility study. While the station's feasibility has yet to be determined, the Comprehensive Plan recommends Yorkville's Future Land Use Map to include Transit-Oriented Development (TOD) district zones so that these areas could be reserved for future higher-density residential and commercial development oriented to the train station.

MAINTAINING COMMUNITY INFRASTRUCTURE

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

coordinated with the City and where future development is expected to occur.

ADDRESSING ANNEXATION POLICIES

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

HOW THIS PLAN IS ORGANIZED

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

Section 2, *Comprehensive Plan*, is comprised of nine sections outlining planning goals, policies and strategies for Yorkville's Downtown, residential areas, other shopping districts, industrial parks, corridors, transportation network, and

City infrastructure systems. The last section, Stewardship and Implementation provides information and direction for implementing the Comprehensive Plan.



Part 1: Setting the Stage

Section 2: Community Characteristics and Land Use Trends



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

SECTION 2 - COMMUNITY CHARACTERISTICS & LAND USE TRENDS

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

CONTEXT

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

SHOPPING DISTRICTS

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

PARKS AND OPEN SPACE

In addition to Bicentennial Riverfront Park, the United City of Yorkville manages 45 different parks encompassing 276 acres of land and open space. The parks provide a variety of recreational opportunities ranging from ball fields and basketball courts, playgrounds and unstructured play spaces, trails, and picnic areas and boat launches. In addition, there are a number of private parks operated by local homeowners associations. In close proximity to Yorkville are several state and county-owned parks and forest and nature preserves, including Silver Spring State Park and the Millbrook North and South, Millhurst Fen, Meremech Woods, Hoover and Harris County preserves. Other Kendall County-owned recreational lands include Subat, Lyon, Richard Young, Henneberry, and Pickrell-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, OB/GYN, and occupational services. A campus of Morris Hospital and Medical Center is located at the intersection of Illinois Routes 47 and 71, offering services in primary and immediate care, diagnostic services, occupational medicine and physical therapy. Medical services are also provided by a



Downtown Yorkville at the Fox River

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

REGIONAL CONTEXT

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

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

HISTORIC CONTEXT³

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, Rufiel 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 Renbehin 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

³ Adapted from the 2008 Yorkville Comprehensive Plan

⁴ Yorkville, Illinois History Website, Kathy Furren. Retrieved June 2015

⁵ Ibid

⁶ Ibid

⁷ Ibid

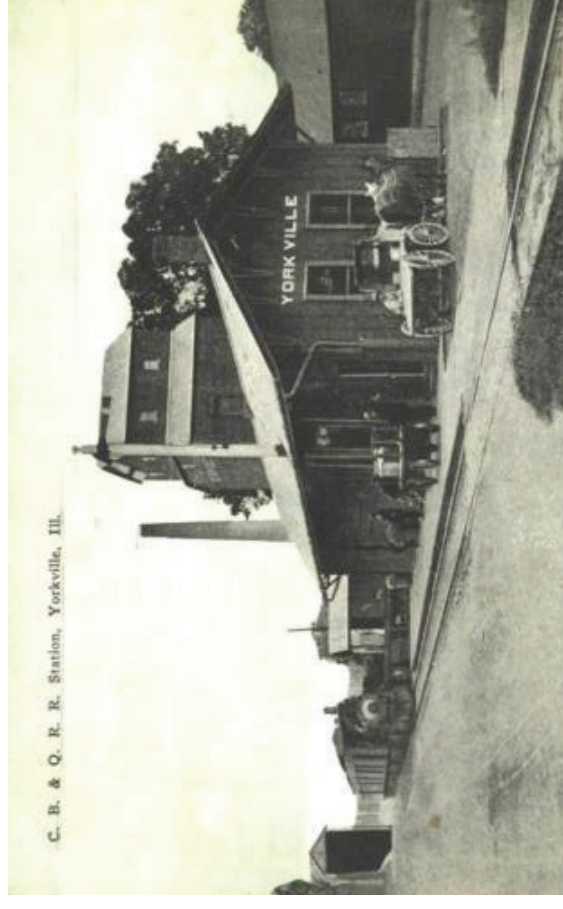
same ones built in 1864. Kendall County offices have expanded since the Courthouse was originally built in 1864. Additions were added to the courthouse in the 1950s along with satellite buildings/office space built in 1975 across the street and a new jail at US 34 and Cannonball Trail, opening in 1992. In 1997, a new courthouse was built to service Kendall County on US 34, and expansion plans are currently underway for the property on US 34 in 2008. The historic courthouse still remains in use serving as offices for other county departments.

FORM OF GOVERNANCE

The United City of Yorkville was formed and incorporated by the amalgamation of the Villages of Bristol and Yorkville in 1957 and is currently governed by a Mayor-Council form of municipal government managed by a professional administrator. The City Council consists of eight aldermen elected from four geographic wards. All aldermen 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.

2014 SOUTH SIDE COMMERCIAL DISTRICT MARKET STUDY

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

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

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

- The trade area is currently underserved by retail.
- Retail categories in which particular opportunity exists within the trade area include the general merchandise, grocery, casual sit-down restaurant, pharmacy and drug store, and quick-service restaurant segments.

- While acknowledging the North Side would remain a preferred location for retailing for the foreseeable future, Retail Coach recommended the pursuit of South Side retail development, noting in the *Market Study* that "aids residential growth continues to grow in the South Side Commercial District, retail growth will follow."

- Retail Coach outlined a plan for Yorkville to engage retailers' interest in the South Side Commercial District. Broadly, this plan consists of a series of steps that include attending regional and national trade shows, continuing to foster close relationships with property owners, and taking a proactive, long-term approach while exercising patience and perseverance.

- The Market Study identified ten key undeveloped or underdeveloped properties within the South Side Commercial District to serve as a starting point for growth efforts. The properties, which range from 0.93 to 23.95 acres in size, are all located along the Illinois 47 and Illinois 71 corridors. The Study summarized physical attributes, traffic counts, and proximate retail for each site and provided conclusions regarding the highest and best use of each site.

2009 DESIGN GUIDELINES

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

Preserving and maintaining open space, promoting connectivity between adjacent developments, and ensuring proper design transitions between different land uses are key objectives described in the Design Guidelines document. Other objectives include incorporating existing site characteristics

and landscape elements within new developments, ensuring building facades and elevations are designed with articulation and visual interest, and enhancing the pedestrian environment with the careful installation of courtyards, plazas, trails and view corridors as part of new developments. Traffic and parking circulation, commercial signage, gateways and wayfinding, street lighting are also addressed.

2008 YORKVILLE COMPREHENSIVE PLAN

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



2008 United City of Yorkville Comprehensive Plan

epitomized by a sense of community and a charming, revitalized downtown."

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

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

2008 PARKS AND RECREATION MASTER PLAN

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

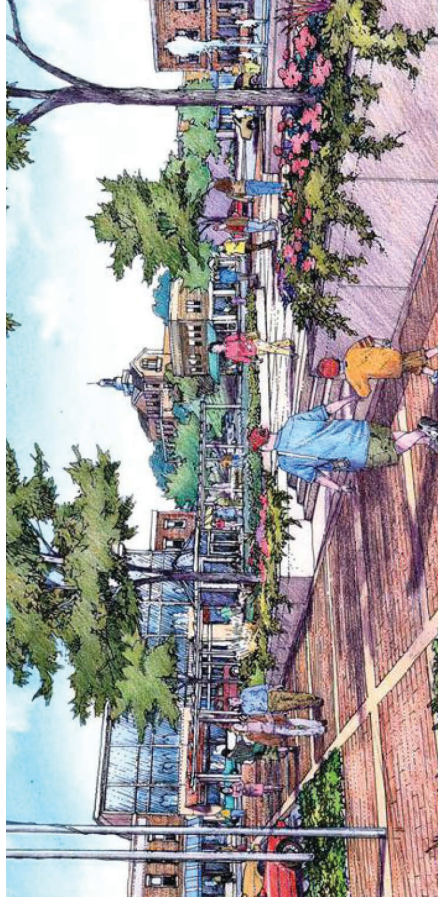
2005 DOWNTOWN VISION PLAN

In 2005, a Downtown Vision Plan was prepared to help "improve the regional image and economic base" and viability of downtown Yorkville. The Plan evaluated several planning issues, including its housing, business and employment mix, and provided a listing of downtown strengths to its long-term revitalization, among them being its ready access to the Fox River

waterfront, its intact street wall of historic commercial buildings, adjacency to traditional neighborhoods and its high traffic count along Illinois Route 47. Key weaknesses include its lack of newer commercial spaces, competition from nearby commercial areas, and the distances between the downtown district and outlying Yorkville subdivisions. Major plan recommendations focus on downtown streetscape improvements, the redevelopment of the Fox River waterfront with a plaza space and additional community facilities, the installation of a new "city green" along the east side of Illinois Route 47 and the construction of a new City Hall to the east of the city green. The Vision Plan provides several schematic concepts for downtown's long-term development; implementation actions and initiatives are not provided in the plan document.

OTHER PLANS AND STUDIES

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



2005 Downtown Vision Plan

- Chicago Metropolitan Agency for Planning (CMAP) GO TO 2040 Plan.** The long-range transportation plan for the Chicago metropolitan planning organization provided the background for major regional transportation projects that will impact Yorkville. Two regional projects would affect Yorkville. The first is the proposed Prairie Parkway, which would travel through southwest Yorkville. Currently, planning for the Prairie Parkway is on hold and no funding has been earmarked for the project. The proposed improvement remains a part of the regional plan for future consideration. The second is the proposed extension of the Metra BNSF Line. A Yorkville commuter station would be planned along the line. Preliminary Engineering and an Environmental Assessment are currently being conducted by Metra. Both projects are listed in the unconstrained part of the plan. This means that while these projects are included in the long range plan, there is no funding available for implementation. The regional plan is updated every five years and the project status will be reconsidered at that time.
- Blackberry Creek Watershed Action Plan.** In 2001, the Chicago Metropolitan Agency for Planning prepared an action plan for protecting the water quality and watershed health of the Blackberry Creek watershed, which includes much of the western portions of Yorkville's land area. The Action Plan proposes a combination of best management practices and educational initiatives to maintain and enhance the watershed's function and health.
- Illinois Department of Transportation (IDOT) Projects.** IDOT prepares a multi-year plan and manages a web page that serves as a resource for identifying studies and projects currently under way within Illinois. The multi-year plan and website were visited to obtain information for all projects and studies that will impact Yorkville. Conversations also were conducted with IDOT officials to determine the status of state projects.
- Kendall County Highway Department.** The Kendall County Highway Department was interviewed as part of the planning process to identify and discuss all highway projects managed by the County that impact Yorkville. This included the identification of the Wikaduke Trail, a planned multi-county highway project located east of Yorkville that, when completed, will connect Interstates 55 to 80 through Will, Kane, DuPage, and Kendall Counties. The Eldmain 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: Eldmain Road Reconstruction - Intergovernmental Agreement, dated December 10, 2010.** This memorandum provided information regarding the alignment of Eldmain Road through Yorkville.

COMMUNITY PROFILE

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

DEMOGRAPHIC CHARACTERISTICS

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

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

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

¹ Kendall County Website, Kendall County, retrieved June 1, 2015

² Esri Business Analyst, Goodman Williams Group

Graph 2.1: Median Age 2000-2010

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.

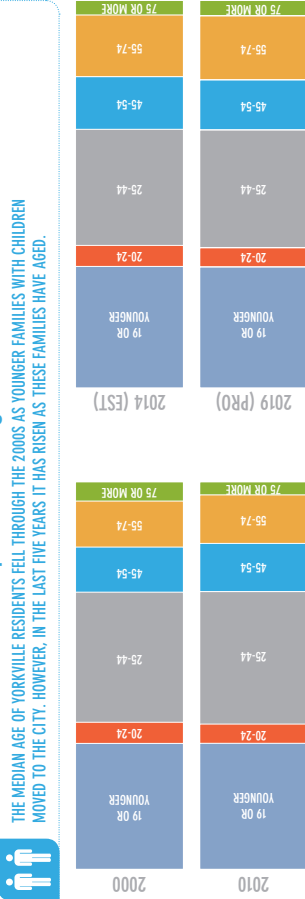


Table 2.1: Demographic Trends Chart

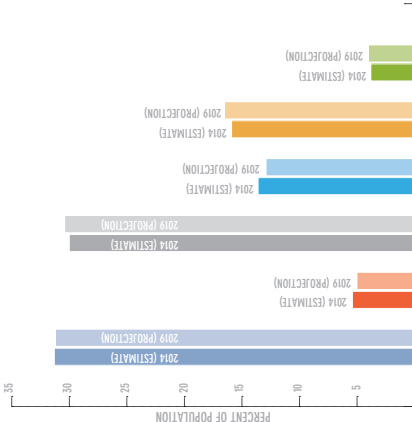
	2000 CENSUS	2010 CENSUS	CHANGE 2000-2010	2014 ESTIMATE	2019 PROJECTION	CHANGE 2014-2019
Population						
Total Population	6,189	16,921	173.4%	17,878	19,313	8.0%
Median Age	33.2	32.4	-2.4%	34.6	35.1	1.4%
Households						
Total Households	2,220	5,912	166.3%	6,240	6,701	7.4%
Average Household Size	2.76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

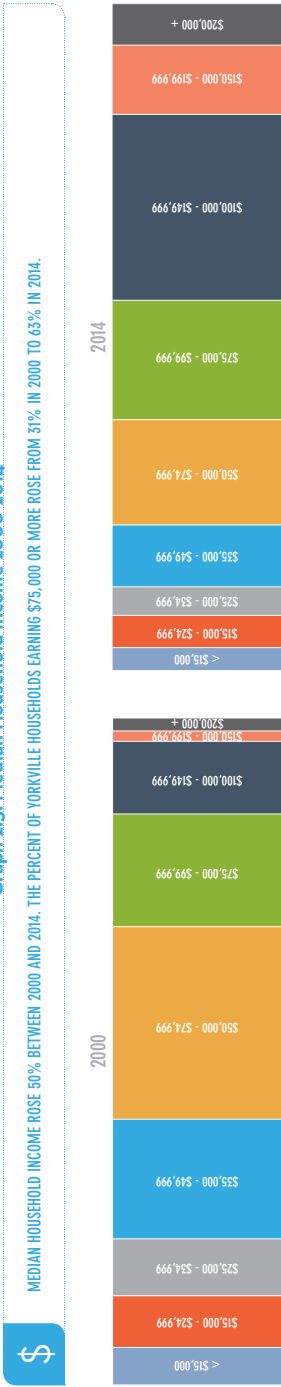
Table 2.2: Resident Age Distribution Chart

	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	+237.9
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 2.2: Population by Age



Graph 2.3: Median Household Income 2000-2014



HOUSEHOLD CHARACTERISTICS

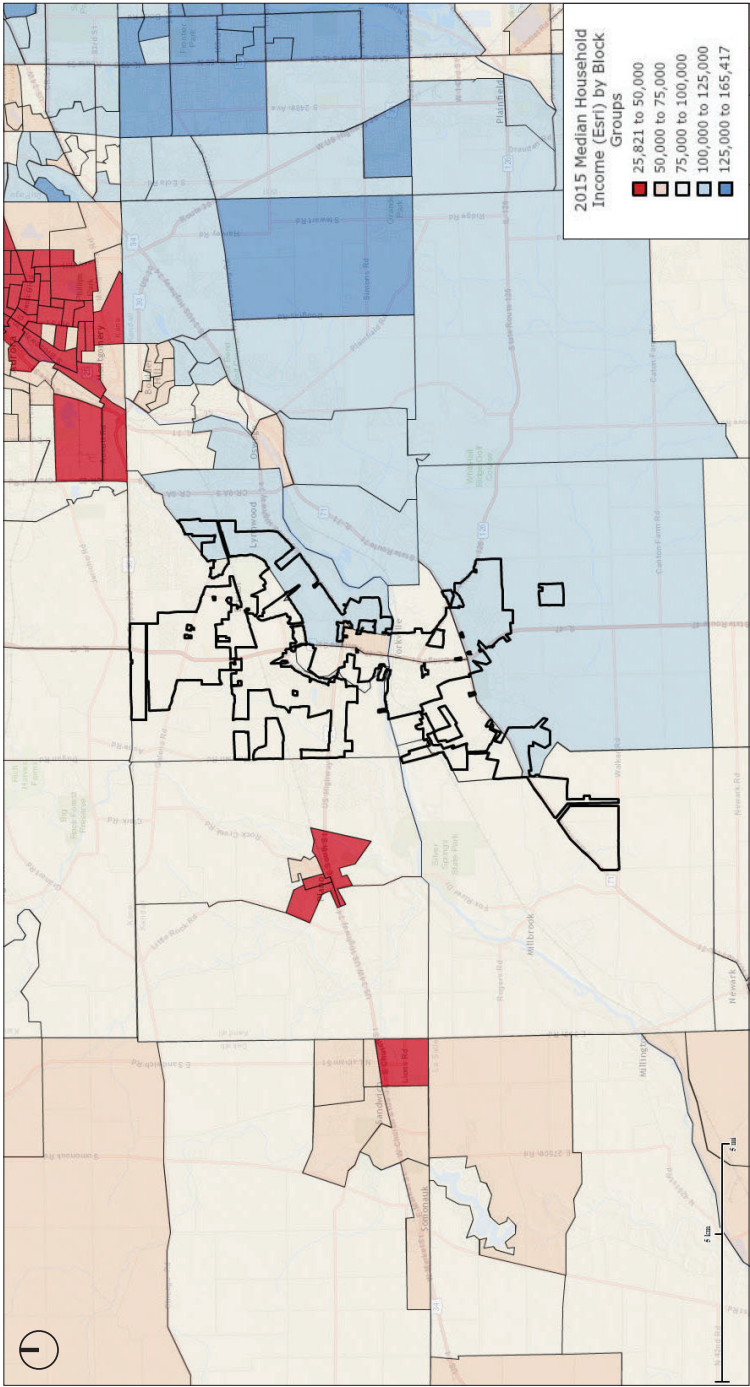
Yorkville exhibits considerable income strength, with a 2014 estimated median household income of \$90,653. This is slightly higher than that of Kendall County, at \$89,472, and considerably higher than the Chicago metropolitan area as a whole, at \$62,118 (by 2013 Census estimates). Nearly two thirds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

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

Table 2.3: 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	

Figure 2.1: 2015 Median Household Income by Census Block Group



Source: Esri Business Analyst Online

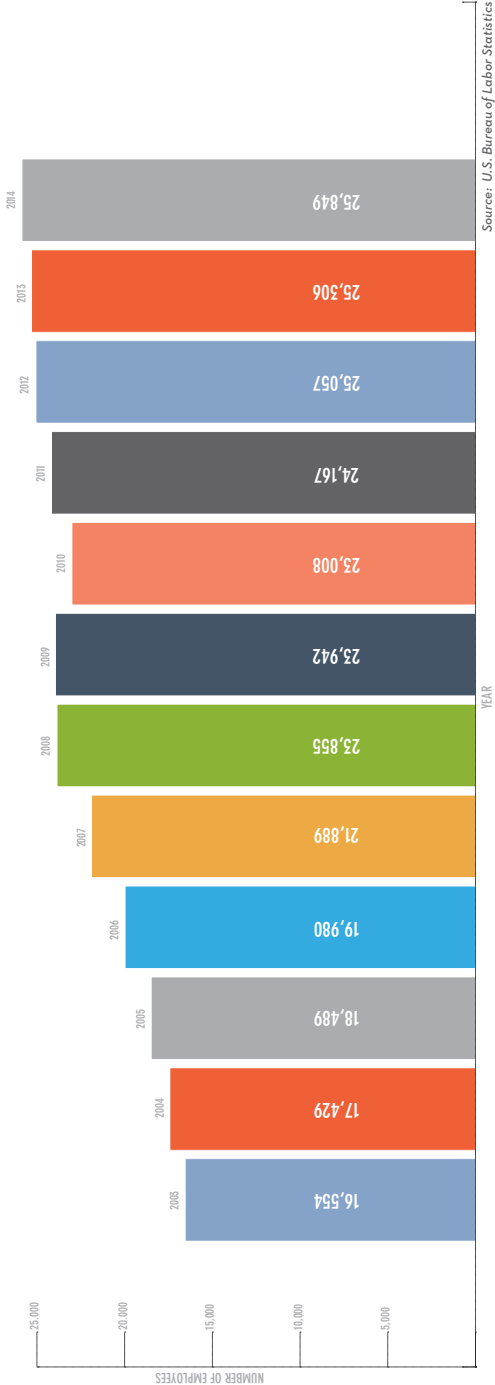
EMPLOYMENT TRENDS

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

Year-over-year employment growth in Kendall County lagged 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 2.4: Trends in Nonfarm Employment - Kendall County, Illinois



Graph 2.5: Year-Over-Year Change in Employment - Kendall County and Chicago-Joliet-Naperville, IL Metropolitan Division

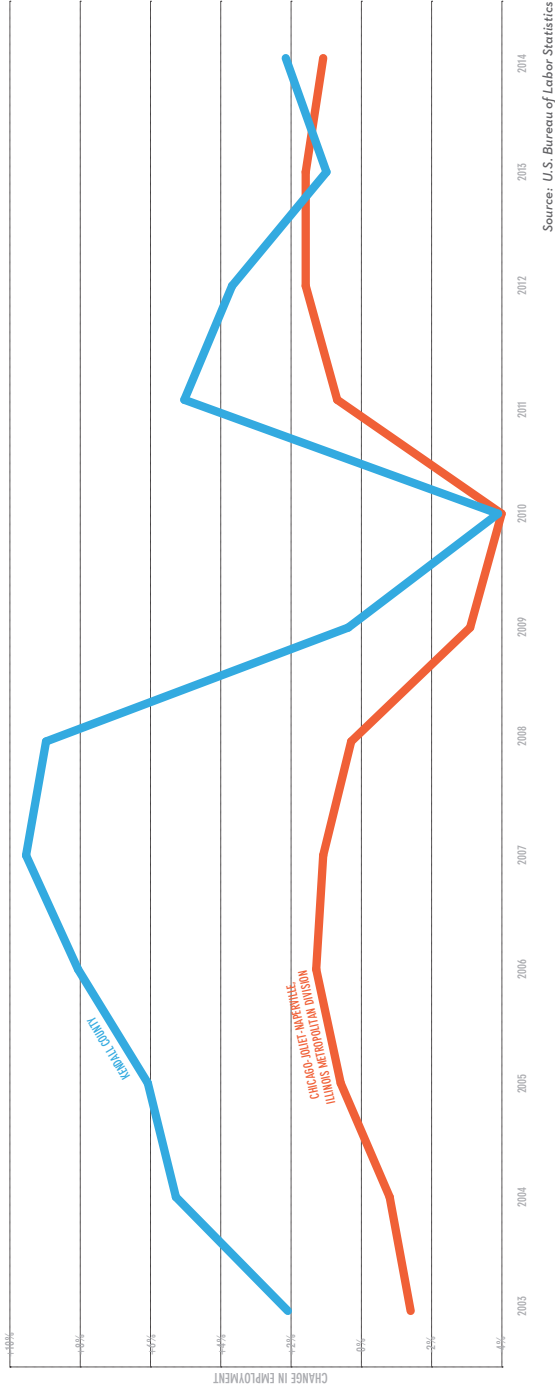


Table 2.4: Kendall County Resident Workforce by County of Employment

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

Table 2.5: Major Employers in Kendall County and Yorkville

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

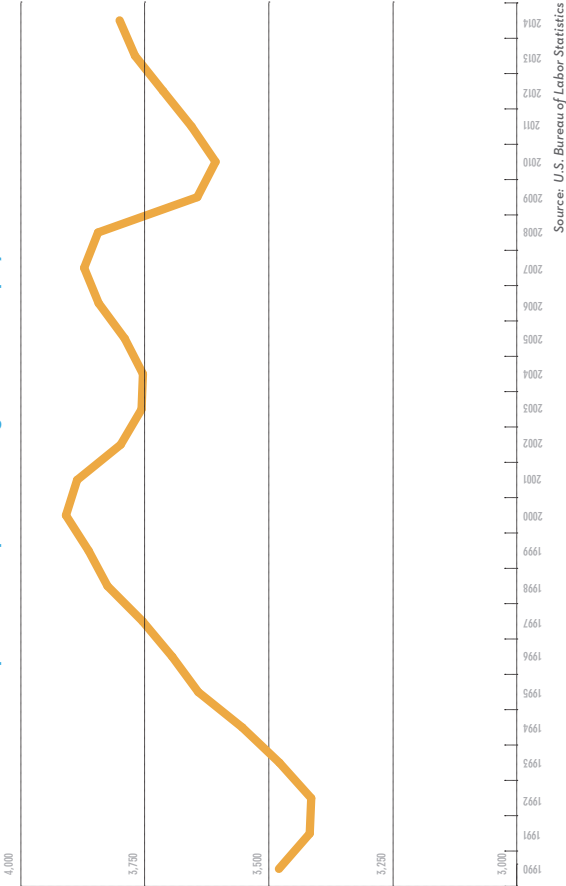
Sources: Economic Development of Kendall County, Yorkville Economic Development Corporation

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

The largest private employer in Kendall County is heavy equipment manufacturer Caterpillar, Inc., which employees approximately 2,500 people at its Montgomery/Oswego facility. The Menards Distribution Center, located in Plano across Eldmain

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 2.6: Metropolitan Chicago Trends in Employment



EXISTING LAND USE

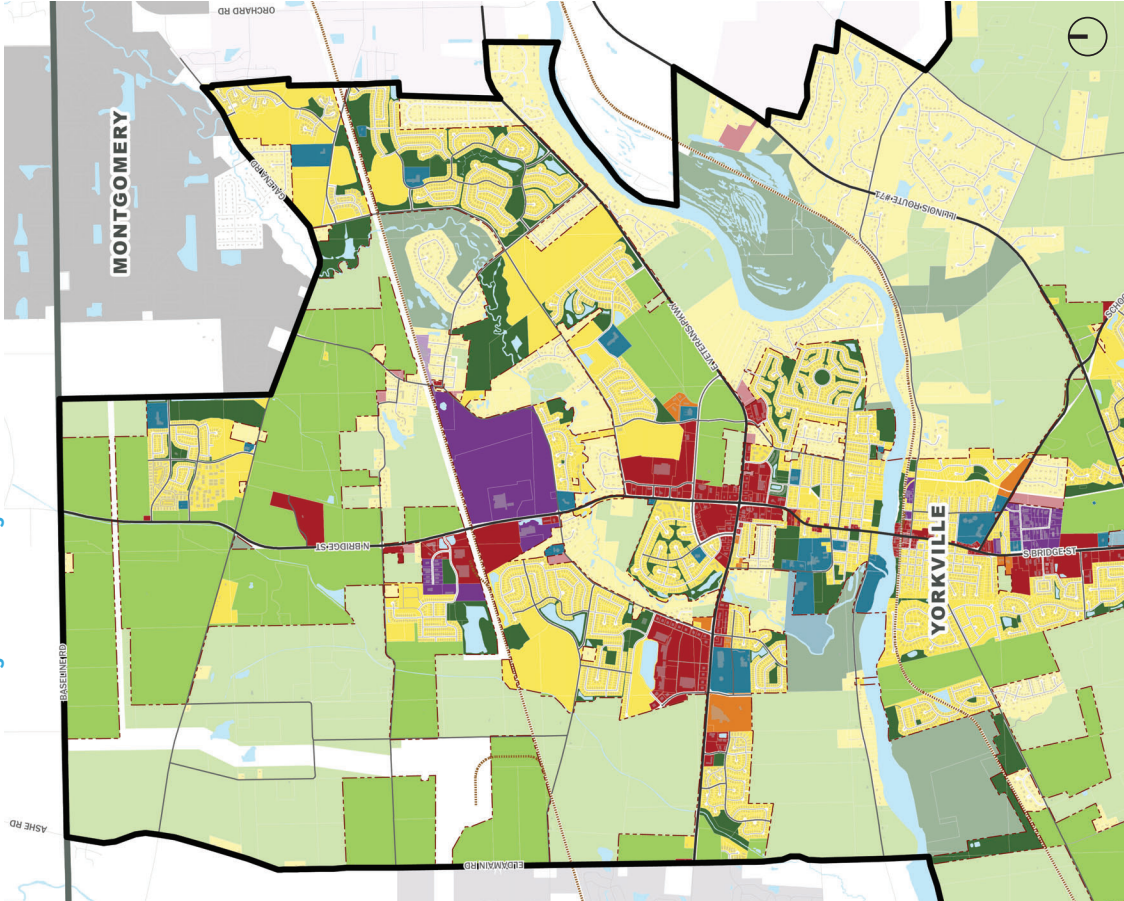
An important step in the formulation of a Comprehensive Plan is an analysis of existing land uses. This analysis not only identifies what and where particular uses have occurred, but highlights where future development might occur and where land use conflicts may exist or develop. The existing land use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

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

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

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

Figure 2.2: Existing Land Uses North of the Fox River



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.

Legend - Existing Land Use

	YORKVILLE BOUNDARY		RESIDENTIAL		OFFICE		AGRICULTURAL
	PLANNING AREA		COMMERCIAL		INDUSTRIAL		PUBLIC / QUASI-PUBLIC
							PARK / OPEN SPACE
							RIVERS / STREAMS

Figure 2.3: Existing Land Uses South of the Fox River

