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ROOSEVELT ROAD CORRIDOR

# Corridor Policies, Principles & Framework Plan

DuPage County Corridor Planning Studies

Prepared for DuPage County as part of the Chicago Metropolitan Agency  
for Planning's (CMAP) Local Technical Assistance Program



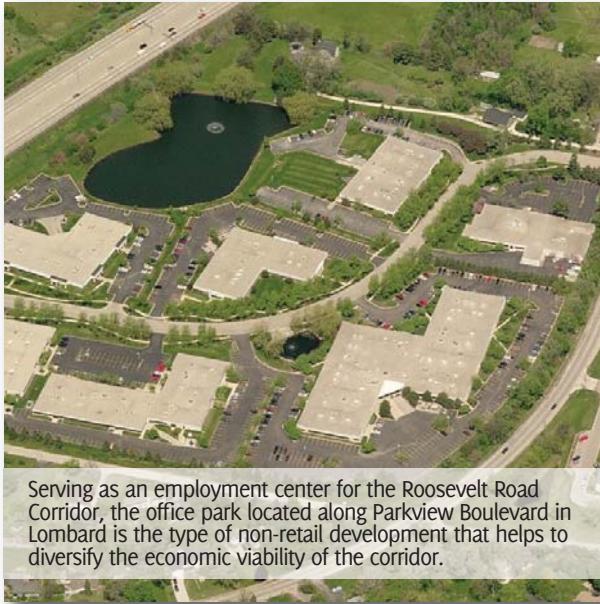
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# 6: Corridor Vision, Goals & Policy Statements



Serving as an employment center for the Roosevelt Road Corridor, the office park located along Parkview Boulevard in Lombard is the type of non-retail development that helps to diversify the economic viability of the corridor.

The establishment of policies and recommendations associated with the appropriate land uses for the unincorporated portions of the Roosevelt Road Corridor cannot be made without first developing an understanding of the long term complexities of the future of business districts, and specifically those along major road corridors.

## Future of Corridor Planning

In the Corridor Assessment Summary Report, the case was made that all communities need to reconsider long term economic development in light of dramatic changes in retailing, the impact of the new economy, and a generally accepted finding that as a nation we are “over-retailed,” meaning that our capacity to continue to buy goods cannot continue to support the supply of retail space. Studies of other regions reveal that the amount of retail space per capita has continued to grow to a point where it is no longer sustainable. A 1997 study indicated at that time the Chicago area was already over-retailed with 3.5 sq ft per capita of supply that exceeded demand.

From a local perspective, and based on anecdotal evidence from a survey of properties along the Roosevelt Road Corridor, the over-retailing can be seen in outmoded centers, centers with excessive parking lots that are

underutilized, vacancies, and the replacement of retail stores with service businesses or educational facilities.

The long term performance of existing retail centers not only affects land use, but more importantly impacts local government revenues, as evidence in other metro areas suggests that reliance on sales taxes has been increasing over time. The ability of local governments to continue to provide their citizens with quality services is dependent on reliable sources of revenue. One of the most important is taxes from the sales of retail goods within their community. Thus, the pursuit of sales taxes dictates an

Communities need to reconsider long term economic development in light of dramatic changes in retailing, the impact of the new economy, and a generally accepted finding that as a nation we are “over-retailed,” meaning that our capacity to continue to buy goods cannot continue to support the supply of retail space.

The value of solid, viable business districts and centers is that they provide more than just revenue. They provide valuable services for residents, offer a place for the community to gather, are often good neighbors supporting community and school initiatives, and contribute to a community's sense of place through exemplary design.

economic development strategy that is heavily oriented to attracting retail development, at the exclusion of other revenue sources.

A study of over 30 communities in the Kansas City metro area revealed that over a twenty year period the portion of municipal budgets that relied on sales tax almost doubled, to approximately 17%, and that the ratio of sales tax to property taxes collected increased from 0.91 to 1.16, indicating that sales tax has surpassed property taxes in importance.

The Corridor Assessment Summary Report provides a table (see Figure 3.2) listing several other alternative sources of revenue, as well as a comparable chart (see Figure 3.3) describing the spending per acre impact of non-retail uses, showing that non-retail uses can have similar long term positive revenue impacts as do marginal retail centers, as both residential and workers make retail purchases. This issue is further complicated when, as is reported by studies of other regions, that metro areas are overbuilt so that some developments are only economically feasible with inordinate subsidies and design compromises.

The value of solid, viable business districts and centers is that they provide more than just revenue. They provide valuable services for residents, offer a place for the community to gather, are often good neighbors supporting



community and school initiatives, and contribute to a community's sense of place through exemplary design.

Moving forward, corridor communities need to consider alternative economic development and land use strategies that take a different approach to the function of commercial corridors. Communities should consider strategies that are not solely dependent on sales tax, which is not only volatile in terms of being closely tied to the performance of the economy, but may also be vulnerable as retail development and sales ebb and flow between communities.

Also, by supporting only the most desirable projects at the best locations, communities are able to be more selective in negotiating financial incentives for retail de-

velopments that have long term positive impacts beyond the short term sales tax boost.

Municipalities have few options to reduce their dependence on sales tax, either by reducing services or broadening their revenue base. The latter will be the challenge for the next several decades for corridors like Roosevelt Road, specifically to repurpose business corridors from reliance on sales taxes by strengthening existing centers or nodes that are (or have the potential to remain) strong. This plan promotes the concept of introducing other uses that can provide for a more sustainable economy by enhancing commercial nodes and providing supportive land uses along the corridor that can further strengthen the market for retail nodes by introducing more households, employees, and complimentary uses.

**Broadening the municipal revenue base will be the challenge for the next several decades, to repurpose business corridors from reliance on sales taxes by strengthening existing centers or nodes that are strong, as well as introducing other uses that can provide for a more sustainable economy by enhancing commercial nodes and providing supportive land uses along the corridor that can further strengthen the market for retail nodes by introducing more households, employees, and complimentary uses.**

## Key Assessment Findings Supporting Corridor Policies

In the first phase of this corridor study for Roosevelt Road, policies or regulations were identified that either resulted in inconsistencies between County and municipal land use objectives, or posed barriers to developing a unified consensus on the future of development in unincorporated areas. As summarized below, key findings from this assessment and feedback provided by Steering Committee members have provided the basis for the establishment of the overall vision and goals for the Roosevelt Road Corridor:

- ❑ Trends in retailing and retail development recognize the impact of an oversupply of commercial use, including a reorientation of the type and character of retail establishments, and the transition of retail oriented destinations to centers offering a greater variety of services to residents. This transition addresses the impact of internet shopping on the need for physical storefront space, as well as requires a broader, more flexible economic development strategy. Economic development no longer can be solely based on the performance of commercial uses and sales tax, but must consider the impact of other non-traditional uses to maximize revenue potential.
- ❑ To accommodate non-traditional single-purpose uses, the traditional site standards, regulating such requirements as site size, lot depth, access, and building orientation will need to be re-evaluated to accommodate and promote the next generation of users. These users will likely be more diverse to provide for sustainable corridor development. This can be seen in commercial centers in the Village of Addison near the I-355/Lake Street interchange (see graphic on page 12), that includes a neighborhood oriented retail center anchored by a restaurant cluster, high density multi-family developments, and large anchor retail uses.

The long term development and revitalization of the Roosevelt Road Corridor should be guided by an overall

vision, goals, and development principles that form a solid framework for ensuring a unified and coordinated approach to improving the function and economic vitality of business districts and residential neighborhoods within the corridor.

To provide clear direction to the planning efforts for the long term development of the Roosevelt Road Corridor, a policy framework consisting of a vision statement and a series of goals and policy statements is recommended. This policy framework is intended to support the development principles in Section 7, which guide future development within the corridor. In addition, the policy statements provide the basis for the general framework plan in Section 8, and the specific recommendations in the final plan recommendations in the final phase of the corridor study.

### Vision Statement

A vision statement sets forth the optimal direction and conditions for how the Roosevelt Road Corridor evolves

over time to support sustainable development, serve the community, and provide multimodal connectivity linking people to destinations and opportunities. The vision statement is reflective of the aspirations of DuPage County and the communities along the Roosevelt Road Corridor. In addition, the vision statement seeks to provide guidance to forging partnerships and building a consensus among the various local governments and DuPage County for the overall planning and development.

The vision statement also advances the four core tenets of CMAP's GO TO 2040 Plan -- livable communities, human capital, efficient governance, and regional mobility -- which were summarized in Section 1 of the Corridor Assessment Summary Report.

The vision statement provided below is intended to inspire decision makers and public officials to achieve the goals and policy statements identified herein. The overall vision statement is also broken down into three vision components, which provide the basis for the goals and policy statements defined on the following pages.

### VISION STATEMENT

The Roosevelt Road Corridor is a multi-modal corridor that accommodates regional vehicular, public transit, pedestrian, and bicycle movement; has a distinct identity through the establishment of sustainable land use patterns, expansion of the economic base, and fostering of a variety of supportive land uses; and consists of well-served and well-maintained residential neighborhoods that are assets to local communities and supportive of corridor businesses.

- 1 VISION COMPONENT ONE**  
A multi-modal corridor that accommodates regional vehicular, public transit, pedestrian, and bicycle movement.
- 2 VISION COMPONENT TWO**  
A distinct identity through the establishment of sustainable land use patterns, expansion of the economic base, and fostering of a variety of supportive land uses.
- 3 VISION COMPONENT THREE**  
Well-served and well-maintained residential neighborhoods that are assets to local communities and supportive of corridor businesses.



## Goals & Policy Statements

The planning process is based on a continuum of personal and collective decision making reflected in a shared vision of the corridor. The identification of goal statements provide the policy framework upon which all land use, both now and in the future, must be supported. The Roosevelt Road Corridor Plan is a declaration of intent. It is advisory and does not itself constitute regulation. When the Plan is adopted by the involved governmental entities, all goals, policies, principles, and standards therein become policy.

The corridor goals and policy statements are supportive of the overall policies of the County, local municipalities, CMAP, IDOT, Pace, and the RTA, ensuring alignment with objectives for effective corridor planning and development. In addition, the corridor goals and policy statements reflect the objectives of leading planning organizations, including the National Complete Streets Coalition and Coalition for Smart Growth.

### VISION COMPONENT ONE

## A multi-modal corridor that accommodates regional vehicular, public transit, pedestrian, and bicycle movement.

**Goal 1.1:** Continue to support the role of the Roosevelt Road Corridor as a major roadway for regional vehicular traffic, while also providing for the needs of pedestrians, bicyclists, and transit users.

**Goal 1.2:** Expand the public transit system to serve as an integral element in the overall economic development revitalization strategy.

### Policy Statements

**Policy 1.1:** Reduce the number and frequency of site access points and promote cross access between properties to enhance accessibility and improve the function of the corridor in accordance with Strategic Regional Arterial guidelines.

**Policy 1.2:** Identify improvements for key intersections with highest existing or potential pedestrian and bicycle usage to improve safe access and circulation.

**Policy 1.3:** Expand transit services to provide more travel options and to enhance linkages to activity centers, employment centers, and neighborhoods.

**Policy 1.4:** Increase frequency of existing services and/or introduce new corridor specific services,

as development of higher intensity land uses occurs.

**Policy 1.5:** Support Pace's Arterial Bus Rapid Transit (ART) and high speed corridor programs, and the Cook DuPage Smart Corridor Plan to provide enhanced transit services and more efficient movement of vehicles.

**Policy 1.6:** Adopt a Complete Streets approach to corridor development that accommodates all modes of transportation and users, while also creating safe and welcoming environments for pedestrians and providing access to businesses, schools, and other community amenities.

**Policy 1.7:** Create/expand safe and efficient pedestrian and bicycle routes

to major destinations and activity centers.

**Policy 1.8:** Encourage the design of new commercial development that facilitates a system of safe and convenient pedestrian access from adjacent uses.

**Policy 1.9:** Include pedestrian amenities (e.g. pedestrian scaled entrances, clear access from public rights-of-way, inclusion of active street level uses, etc.) within new developments or major modifications to existing developments.

**Policy 1.10:** Include bicycle amenities (e.g. dedicated bicycle parking spaces, secure weather-resistant storage areas for bicycles, tire pump stations, etc.) with new corridor investment.

**Policy 1.11:** Consider park-and-ride locations to support high capacity fixed bus routes and reduce road congestion.

**Policy 1.12:** Improve the appearance of the corridor to create a positive investment environment and to create an attractive pedestrian experience, though the improvement and connection of sidewalks, decorative fencing, and landscaping.

**Policy 1.13:** Incorporate Pace development guidelines and RTA transit planning guidelines into plans and ordinances to promote suburban bus use and access to commuter rail, where available.

**VISION COMPONENT TWO**

A distinct identity through the establishment of sustainable land use patterns, broaden economic base, with a variety of supportive land uses.

**Goal 2.1:** Upgrade the Roosevelt Road Corridor as an attractive and convenient mixed use corridor that serves and supports local communities and the surrounding region. It should be improved as a major traffic carrier, a site for a wide range of land uses, a shopping and business area for nearby residents, an employment center, and a more safe and convenient area for pedestrians and cyclists.

**Goal 2.2:** Support a node-centric approach to commercial development by concentrating pedestrian-friendly mixed use development at major nodes along the Roosevelt Road Corridor and transitioning complementary uses between nodes. This concentration will support the transition of the Roosevelt Road Corridor from a solely vehicular thoroughfare to a safe and pedestrian-friendly corridor with a balanced mix of uses. The creation of nodes will improve the corridor's aesthetics, multi-modal circulation, and long-term economic viability.

**Policy Statements**

**Policy 2.1:** Establish a healthy, diversified economy with a strong tax base with opportunities for employment, entrepreneurship, social interaction, and housing options for various life cycle stages.

**Policy 2.2:** Provide opportunities for a diversification of employment, housing, educational, and civic uses.

**Policy 2.3:** Promote new patterns and intensities of uses to increase economic competitiveness and enhance quality-of-life for residents and businesses.

**Policy 2.4:** Facilitate higher densities and mix of uses to promote sustainable

development and support the addition of expanded transportation options.

**Policy 2.5:** Take advantage of transit locations by locating more intensive uses such as multi-family housing and compact mixed uses near transit.

**Policy 2.6:** Achieve a balanced mix of uses at activity centers/nodes through public and private investments and application of appropriate zoning and land use tools and development incentives.

**Policy 2.7:** Consider consolidating commercial development along the Roosevelt Road Corridor at

major street intersections with the intent of improving economic, transportation, and quality-of-life conditions.

**Policy 2.8:** Develop pedestrian-, bicycle-, and transit-friendly development nodes that contain a variety of commercial and residential typologies with safe and convenient access from adjacent residential neighborhoods. Allow intermediate parcels between nodes to accommodate complementary uses that support the nodes.

**Policy 2.9:** Promote diverse nodes that enhance the performance of businesses and use of public transit.

**Policy 2.10:** Transform existing well-performing business nodes into walkable, higher-density mixed use districts.

**Policy 2.11:** Target investments that support major activity centers that are or will be served by transit service and improved pedestrian and bicycle access.

**Policy 2.12:** Provide consistency in the application of plans and development standards between corridor communities and DuPage County to ensure a unified vision and predictability for property owners and developers to a consistent, high quality image.

**Policy 2.13:** Prevent randomly scattered and strip commercial development by focusing high quality commercial development at key nodes.

**VISION COMPONENT THREE****Well-served and well-maintained residential neighborhoods that are assets to local communities and supportive of corridor businesses.**

**Goal 3.1:** Maintain decent, affordable housing in stable, livable neighborhoods that offer security, high quality-of-life, and the necessary array of services and facilities to meet daily needs of residents and businesses.

**Goal 3.2:** Continue to support collaboration between corridor communities and DuPage County to ensure coordinated planning and development.

**Policy Statements**

**Policy 3.1:** Ensure that all residents and businesses within the corridor are adequately served by public facilities and utilities.

**Policy 3.2:** Evaluate the potential for shared services and facilities to enhance the effectiveness and cost efficiency of the provision of services.

**Policy 3.3:** Cooperate on the identification of issues that affect costs of services outside of County government.

**Policy 3.4:** Examine the services provided by the County to determine the most efficient delivery of services to unincorporated areas.

**Policy 3.5:** Facilitate development of alternative arrangements to provide services to unincorporated areas.

**Policy 3.6:** Establish a unified intergovernmental purpose and process to seek funding support from state and federal sources.

**Policy 3.7:** Establish/update intergovernmental agreements as the basis for the development of a unified vision, which will facilitate sound land use decisions, efficient provision of services, and sensible annexation of unincorporated areas, where feasible.

**Policy 3.8:** Establish/update boundary agreements with neighboring communities, where appropriate.

**Policy 3.9:** Establish a coordinated utility service plan in order to efficiently serve new development.

**Policy 3.10:** Encourage use of financial incentives to stabilize and improve residential properties and other supportive land uses.

**Policy 3.11:** Provide attractive and convenient pedestrian connections between residential neighborhoods and commercial/employment destinations within the corridor.

**Policy 3.12:** Establish programs and activities that advance the fostering of the spirit of unity, support, and cooperation within the corridor.



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# 7: Corridor Development Principles

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Too often, major traffic corridors create physical barriers and become obstacles to community life and activity. Corridors usually function as “separators” between neighborhoods and land use districts. The Roosevelt Road Corridor should become a “connector” which links together the north and south sides of each community through which it passes, as well as the local neighborhoods that can conveniently access the corridor.

The vision and goals established in the previous section support the intent to transition the Roosevelt Road Corridor from separator to connector. They form a strong foundation for the establishment of development principles for land uses and corridor elements that should define the Roosevelt Road Corridor to provide a more sustainable approach to land use planning and economic development. The development principles are intended to ensure a coordinated and compatible pattern of development.

The development principles guide the following facets that influence the character, functionality, economic viability, and sustainability of the Roosevelt Road Corridor:

- Addressing scale of development;
- Balancing new infill development with redevelopment of under-utilized sites;
- Providing a balanced mix of uses;
- Providing water and sewer utility infrastructure that mutually benefits property owners, municipalities; and service providers;
- Designing for a safe and interconnected multimodal transportation network.

Just as the vision and goals provide the basis for the development principles, these principles in turn help shape the framework plan in the next section. This current section describes the development principles for the following land uses and corridor elements:

- Residential units of varying types and densities;
- Retail businesses of varying scales;
- Dense mixed use centers
- Office and industrial uses (employment centers)
- Roadways
- Transit facilities
- Pedestrian and bicycle facilities

The development principles for Roosevelt Road are not intended to replace the plans and intents of municipalities, who may each have their own design guidelines and development objectives for properties along the corridor. Rather, the development principles defined within this plan serve as a guide for the County and a framework from which to build when collaborating with municipalities. The principles also help curtail any conflicts between planning jurisdictions and enhance opportunities for achieving a coordinated and compatible pattern of development along the Roosevelt Road Corridor.



The Pace bus stop next to the Iron Gate Apartments strengthens the intent to make Roosevelt Road a “connector.”

## Residential Development

As the vision statement indicates, the Roosevelt Road Corridor should:

**“[consist] of well-served and well-maintained residential neighborhoods that are assets to local communities and supportive of corridor businesses.”**

While most homes along the corridor are well maintained both in incorporated and unincorporated areas, the residential development principles summarized herein aim to fortify the “support” component of the vision statement by providing residential units in the most appropriate areas along the corridor to balance and support commercial development.

Most of the residential neighborhoods that line the Roosevelt Road Corridor are built out, comprised largely of low density single family residential

blocks of varying lot sizes and mix of older ranch homes with new modern homes on teardown properties. However, there are a few higher density residential areas like the Brandywine apartment complex in Sub-Planning Area 4 and the Iron Gate apartments in Sub-Planning Area 8.

Although the corridor is almost fully developed, there are three development methods for fostering residential development along the Roosevelt Road Corridor: (1) small scale infill development; (2) larger scale redevelopment requiring consolidation of multiple vacant and/or under-utilized parcels; and (3) redevelopment through lot consolidation, particularly in unincorporated areas that do not front Roosevelt Road.

Principles for each of the three residential development scenarios are defined in the graphics to the right and on the next page.

### DEVELOPMENT PRINCIPLES

#### Infill Residential Development along Roosevelt Road

The Roosevelt Road Corridor is generally defined by shallow lot depths directly along the roadway, with variable lot depths as low as 130 ft at certain points. While shallow lot depths create tight spaces in which to build, infill residential development is viable with appropriate site design. For example, the graphic on the right illustrates a residential condo development along Medinah Road in Addison. As the aerial illustrates, the five-building infill development has the same lot width and depth as the combination of the two single family residential lots to the south. The densely spaced infill condos also feed onto a small cul-de-sac street to maximize the shallow lot depth and limited buildable area.

If provided directly along Roosevelt Road, medium density infill residential development, such as a set of rowhouses or duplexes, is mostly suitable in transitional areas between medium intensity uses like office or service-oriented commercial uses. In certain cases, higher density infill residential uses, such as apartments or condos, may be placed adjacent to high intensity commercial uses. Although low density single family detached houses are present along Roosevelt Road, individual infill should be encouraged in established neighborhoods to prevent spot development.



SOURCE: Bing Maps

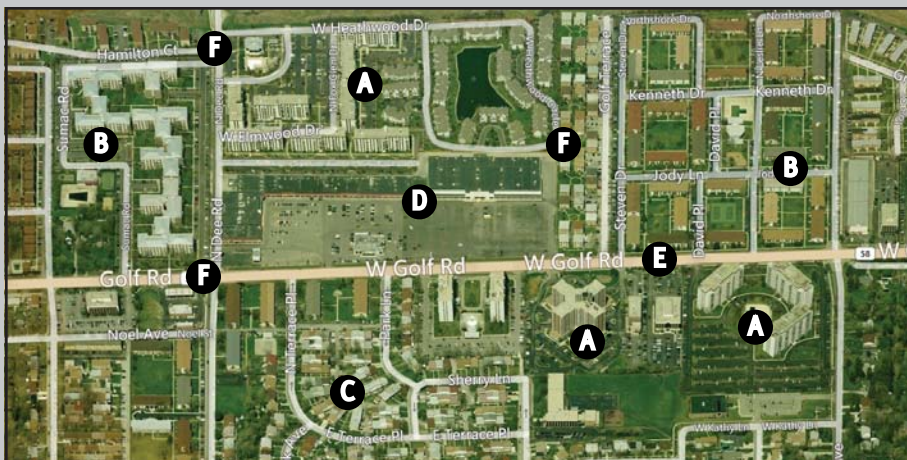
- A** Residential units are compactly built as infill development on a site with shallow lot depth and limited buildable area
- B** The infill condo development has the same lot width and depth as the combination of the two single family residential lots to the south
- C** The infill condo units share a small street to feed onto the main road
- D** Opportunities to strengthen the pedestrian and bicycle network to provide safe and convenient access to nearby uses

**DEVELOPMENT PRINCIPLES****Large Scale Residential Development along Roosevelt Road**

Large scale residential development is more viable on sites with larger lot depths and comprised of multiple vacant or under-utilized parcels, particularly in areas with adequate utility infrastructure, transit facilities, and pedestrian and bicycle connectivity. Property acquisition may be necessary to assemble a single site large enough to accommodate a large scale residential development project. The example graphic below illustrates multiple large scale residential development along Golf Road in Niles. Large scale residential development may include different density types ranging from rowhouses and duplexes to apartments and condos.

If provided directly along Roosevelt Road, large scale residential redevelopment is most suitable in transitional areas between medium intensity uses like office or service-oriented commercial uses. In certain cases, higher density infill residential development, such as apartments or condos, may be placed adjacent to high intensity commercial uses.

- A** High density residential units in high-rise buildings (A) and medium density residential units in mid-rise buildings (B) generate a concentrated area of people to support corridor businesses and comprise the local workforce
- C** Adjacent single family residential neighborhoods provide housing choices for residents and families
- D** Retail centers still maintain a presence along the corridor, but do not necessarily need to be a dominant presence along every segment of the corridor
- E** Pace bus access provide transit access for customers visiting corridor businesses and employees commuting to work
- F** Opportunities to strengthen the pedestrian and bicycle network to provide safe and convenient access between adjacent/nearby uses



SOURCE: Bing Maps

**DEVELOPMENT PRINCIPLES****Residential Redevelopment through Lot Consolidation**

A majority of the unincorporated areas along the Roosevelt Road Corridor are comprised of single family detached residential lots. While most properties are generally well maintained, many blocks were platted in a piecemeal manner, creating lots of varying sizes that are inconsistent with adjacent blocks. To accommodate potential residential redevelopment, lot consolidation creates the opportunity to resubdivide for more consistent platting and provide incentives for annexation. For example, as the graphic below illustrates the larger lot and inconsistent platting in Block A could be reconfigured through lot consolidation to provide housing opportunities similar to the lot platting in Block B and encourage new residential development.

Lot consolidation is encouraged in areas that have inconsistent platting or a block of parcels that may hold the potential for redevelopment for new residential units that is compatible with the surrounding neighborhood. Lot consolidation holds significant potential for unincorporated parcels, which may receive the added benefit of platting that supports more efficient delivery of water and sewer utility services from a municipal or private provider. Lot consolidation may also be applied to incorporated parcels that display similar inconsistency in platting.



- A** Block A exhibits inconsistent platting with a few small lots interspersed among various larger sized lots. Using the lot consolidation approach, Block A could be consolidated to allow for resubdivision into a platting configuration that is more consistent, as exhibited by Block B.
- B**

SOURCE: Sub-Planning Area 4, Roosevelt Road Corridor Assessment Summary Report



## Retail Development

Roosevelt Road is one of DuPage County's most established and built out corridors, providing an extensive amount of retail with about 619 acres allotted to existing and planned retail development. From big box retailers (e.g., Hobby Lobby and Big K-Mart) and grocers (e.g., Jewel and Ultra Foods) to restaurant clusters and various retail strip centers, retail is a significant contributor to the drawing power and economic vitality of the Roosevelt Road Corridor.

Retail development primarily fronts Roosevelt Road, providing high visibility for businesses and convenient access for customers. The build out of retail development has also occurred over time, with new developments like the Jewel-Osco retail center at the northeast corner of Roosevelt Road and Main Street being one of the more

recent additions to the corridor. However, many retail properties are older in terms of business tenancy, building age, and design of lots and tenant spaces. While tenants come and go, it is the building, tenant spaces, and lots that may not necessarily be up-to-date to meet the modern needs of businesses. In addition, corridors around the region may be providing more retail than the market can absorb.

There are generally two development methods for fostering retail development along Roosevelt Road: (1) small scale infill development; and (2) larger scale redevelopment requiring consolidation of multiple vacant and/or under-utilized parcels.

Principles for retail development are defined in the graphics to the right and on the next page.

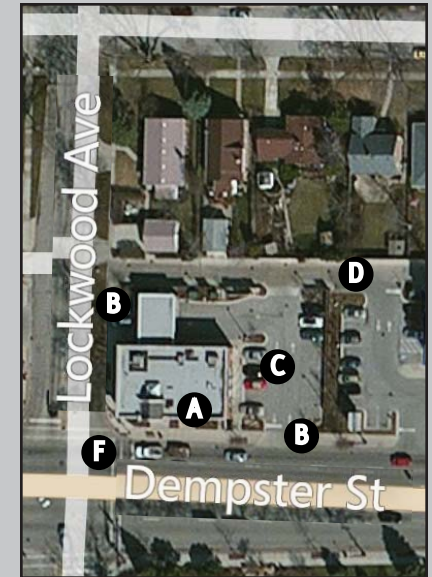
### DEVELOPMENT PRINCIPLES

#### Infill Retail Development along Roosevelt Road

The Roosevelt Road Corridor is generally defined by shallow lot depths directly along the roadway, with variable lot depths as low as 130 ft at certain points. While shallow lot depths create tight spaces in which to build, infill retail development is viable with appropriate site design. For example, the aerial and streetview graphics below illustrate the Edens Bank and Premier Physical Therapy building built as an infill development on a shallow lot at the northeast intersection of Dempster Street and Lockwood Avenue in Skokie. The shallow lot depth is accentuated by the residential lots to the north exhibiting the same lot depth. The development principles summarized below illustrate how an infill development can be viable despite limited buildable area.

SOURCE: Bing Maps

- A** Building frontage up to the main road to maximize visibility and create a pedestrian scale environment at street side
- B** Curb cuts limited to one on each side of the site to minimize ingress/egress points onto a busy road from a small site
- C** Parking provided to the side and rear of the site to maximize building frontage along the main road
- D** Cross access provided for customers to conveniently travel between adjacent commercial sites without having to re-enter traffic on the main road
- E** Pedestrian amenities such as a bench, refuse receptacle, and landscaping create a welcoming environment for customers
- F** A protected crosswalk at the lighted intersection creates a safe crossing environment for pedestrians at a high traffic road





## DEVELOPMENT PRINCIPLES

## Large Scale Retail Development along Roosevelt Road

SOURCE: Bing Maps

Large scale retail development is more viable on sites with larger lot depths and comprised of multiple vacant or under-utilized parcels, particularly in areas with adequate utility infrastructure, transit facilities, and pedestrian and bicycle connectivity. Property acquisition may be necessary to assemble a single site large enough to accommodate a large scale retail redevelopment project.

The example aerial graphic on the right shows the Willow Festival retail development along Willow Road and Waukegan Road in Northbrook. The large scale of Willow Festival is discernible by comparing its overall size to the sizes of its component retail sites, such as the Buffalo Wild Wings, Whole Foods, CVS, Chase, and Lowe's.

The development principles summarized below illustrate how a large scale development like Willow Festival can be viable beyond the businesses that comprise it. The surrounding uses and amenities contribute to the viability of the businesses and appeal of a large scale development.

While not all large scale retail developments will have the same set of businesses, uses, and amenities like Willow Festival, a similar development for the Roosevelt Road Corridor should aim to offer many of the same offerings to optimize its success and attraction.



- A** Strong anchor businesses to attract regional customers and other businesses
- B** Restaurant cluster to provide options for diners in a concentrated area
- C** Staple businesses like banks and pharmacies to attract customers seeking everyday goods and services
- D** An entertainment or recreational attraction to attract patrons who may visit other businesses nearby
- E** Limited site entrances to reduce number of curb cuts and encourage shared access between businesses
- F** Location at intersection of two major roads with high traffic volume and strong visibility for businesses
- G** Multi-use trails to provide safe and convenient access for pedestrians and bicyclists from nearby offices and homes
- H** Pace bus routes to provide transit connectivity for employees and customers
- I** Nearby high density residential neighborhoods provide around-the-clock customer base for businesses
- J** Nearby office park generates daytime population to provide customers for businesses, particularly restaurants



## Mixed Use Development

As the vision statement for the Roosevelt Road Corridor states, the corridor:

“... will have a distinct identity through the establishment of sustainable land use patterns that provides opportunities to broaden and expand the economic base by fostering a variety of supportive land uses.”

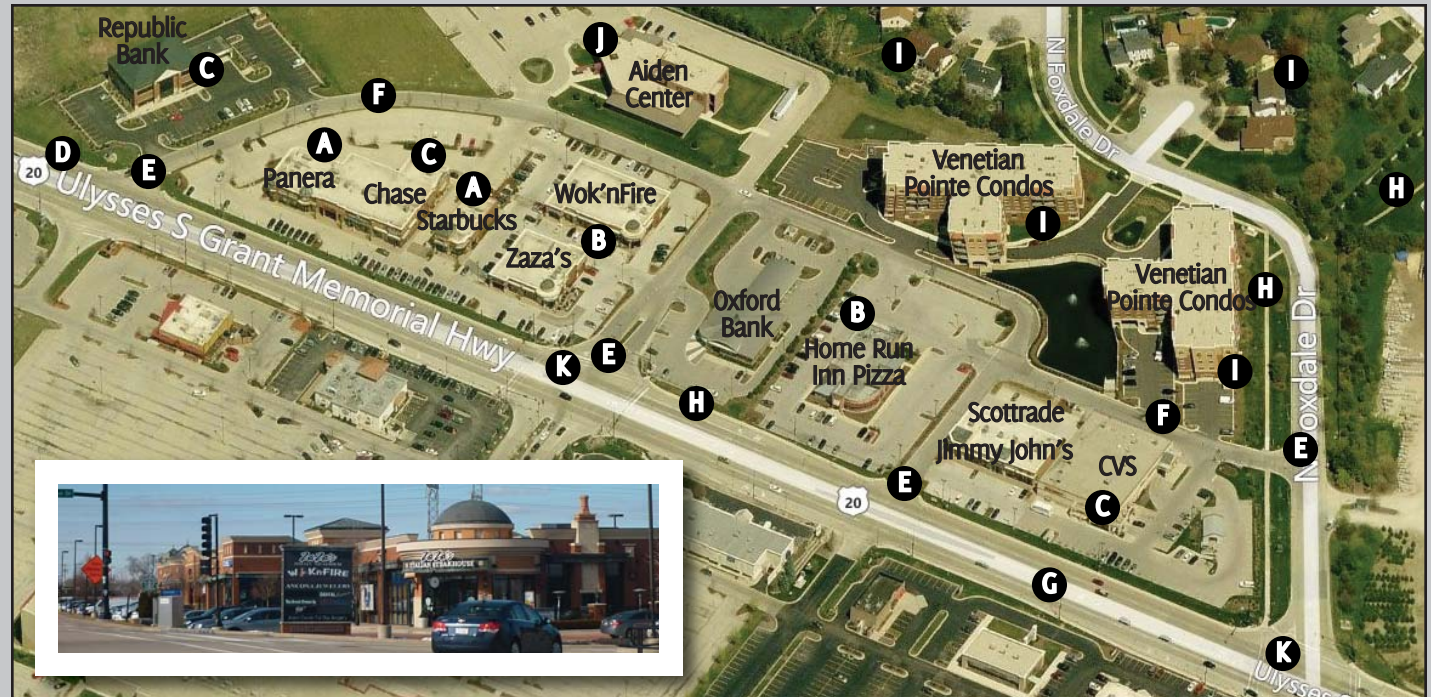
One of the most effective ways to achieve a sustainable land use pattern is through mixed use development, which groups compatible uses together in a configuration that fosters a symbiotic relationship between the uses. For example, the aerial graphic to the right illustrates a mixed use development with retail and restaurants along a major arterial road, with office uses and high density residential units within the development to generate the daytime population and all-day population, respectively, to support the businesses. Other elements like access for pedestrians, bicyclists, and bus riders, as well as efficient site design to help control traffic flow, also contribute to the success of a mixed use development, particularly with different users visiting the development for varying needs.

Principles for mixed use development are defined in the graphic to the right.

### DEVELOPMENT PRINCIPLES Mixed Use Development along Roosevelt Road

Mixed use development along the Roosevelt Road Corridor generally follows similar principles as a large scale retail development, except that non-commercial elements like residential units and office buildings are also integrated into the development site. For example, the aerial graphic below illustrates the mixed use development along Lake Street east of I-355 in Addison. The retail and restaurant components along Lake Street comprise Fox Lake Commons, with the Venetian Pointe condos at the rear of the development. The Aiden Center for Day Surgery medical office facility and the Republic Bank office building also line the rear perimeter of the mixed use development. The development principles summarized to the right illustrate how a mixed use development can be viable along a major road that has historically developed as a predominantly retail corridor.

- A** Strong businesses like Panera and Starbucks to attract regional customers and other businesses
- B** Restaurant cluster to provide options for diners in a concentrated area
- C** Staple businesses like banks and pharmacies to attract customers seeking everyday goods and services
- D** Location along major road and near interstate generates high traffic volume and visibility for businesses
- E** Limited site entrances to reduce number of curb cuts and encourage shared access between businesses
- F** Interior access drive encourages shared access for businesses and residences
- G** Pace bus routes to provide transit connectivity for employees and customers
- H** Sidewalks and multi-use trails to provide safe and convenient access for pedestrians and bicyclists from nearby offices and homes
- I** Nearby residential complexes and neighborhoods provide around-the-clock customer base for businesses
- J** Nearby medical office generates daytime population to provide customers for businesses, particularly restaurants
- K** Protected crosswalks at the lighted intersections create a safe crossing environment for pedestrians at a high traffic road



SOURCE: Bing Maps



## Employment Centers Development

Employment centers include businesses that provide jobs to the local workforce, as well as educational or training facilities to prepare the workforce. From office parks and light industrial facilities to the service industry and retailers, the Roosevelt Road Corridor offers a wide breadth of businesses and uses that provide employment opportunities for the workforce. Even as the economy continues to recover, the corridor will continue to evolve through redevelopment and entrepreneurship to respond appropriately to market needs. The education system also plays a role, with the corridor providing a strong position to provide community colleges, tech schools, and training facilities to generate workers with the skillsets that meet the ever-changing needs of employers.

Moreover, strengthening the employment centers along the Roosevelt Road Corridor will enable the County and the corridor communities to achieve the corridor the vision, particularly to “broaden and expand the economic base.”

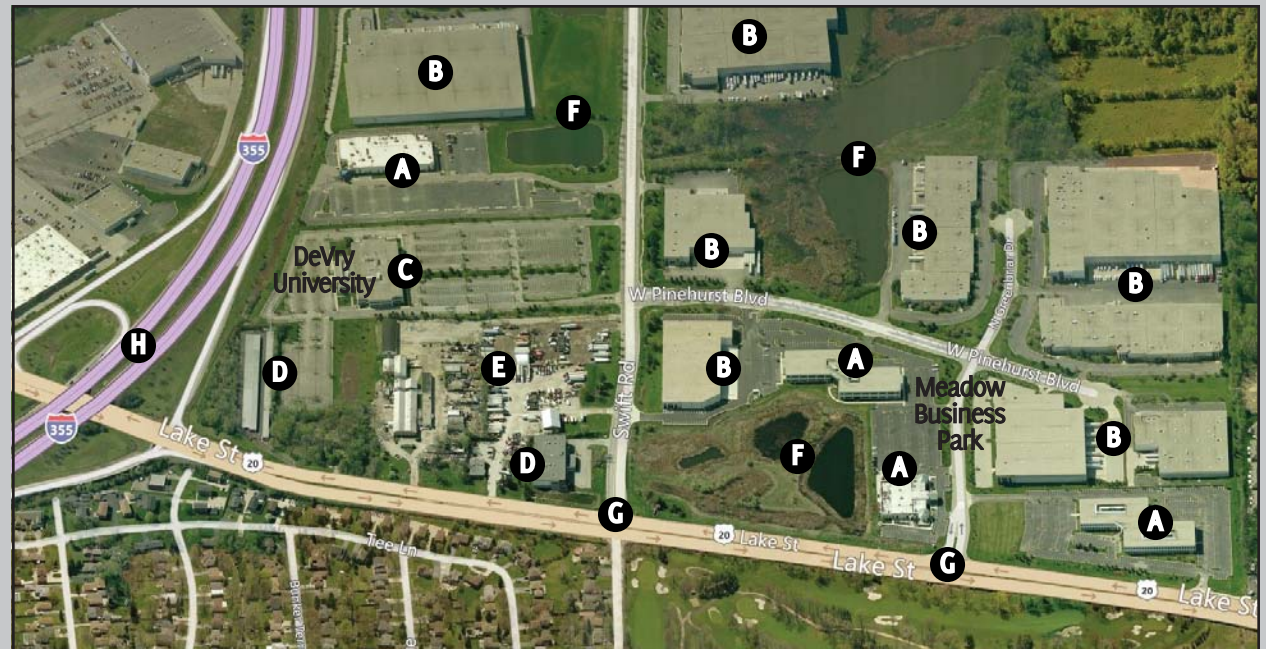
Principles for strengthening the development of employment centers along the Roosevelt Road Corridor are defined in the graphic to the right.

### DEVELOPMENT PRINCIPLES Employment Centers Development

Employment centers can take different forms. Whether strictly an office park or a mixed use district that includes offices, light industry, and an educational facility, the employment centers that will define the Roosevelt Road Corridor will all strive to meet the same goals: to provide jobs, prepare the workforce, and contribute to the growth of the local, regional, and global economies.

The aerial graphic below illustrates an example of an employment district in DuPage County taking the form of a mixed use district. The development principles summarized to the right illustrate how an employment center can be developed to create vitality along a major road corridor through commerce, employment, education, and opportunities for growth and entrepreneurship.

- A** Office uses provide spaces for businesses and entrepreneurs for research, development, and/or general operations
- B** Light industrial and intermodal facilities take advantage of the interplay with office uses and a technical college, as well as superior access to the interstate
- C** An educational facility, such as a technical school or community college, provides a nearby location for workforce training and preparation
- D** Compatible uses, such as public storage units, blend well with the office and light industrial environment of a major employment center
- E** Under-utilized sites offer potential for redevelopment
- F** Expansive sites provide adequate space for stormwater management facilities
- G** Access to a major arterial road provides convenient access for employees, deliveries, and product transport
- H** Access to an interstate provides superior connectivity to the regional highway system



# Roadway, Pedestrian & Bicycle Facilities

Designing a safe and accessible street for all users -- from the motorists and transit riders to pedestrians and bicyclists -- is the primary tenet of the Complete Streets approach, which is supportive of the vision statement for the Roosevelt Road Corridor:

“A multi-modal corridor that accommodates regional vehicular, public transit, pedestrian, and bicycle movement.”

The Active Transportation Alliance is one of the leading advocates for Complete Streets, particularly developing policies and supporting active steps that create safe, convenient, and accessible environments for bicycling, walking, and public transit.

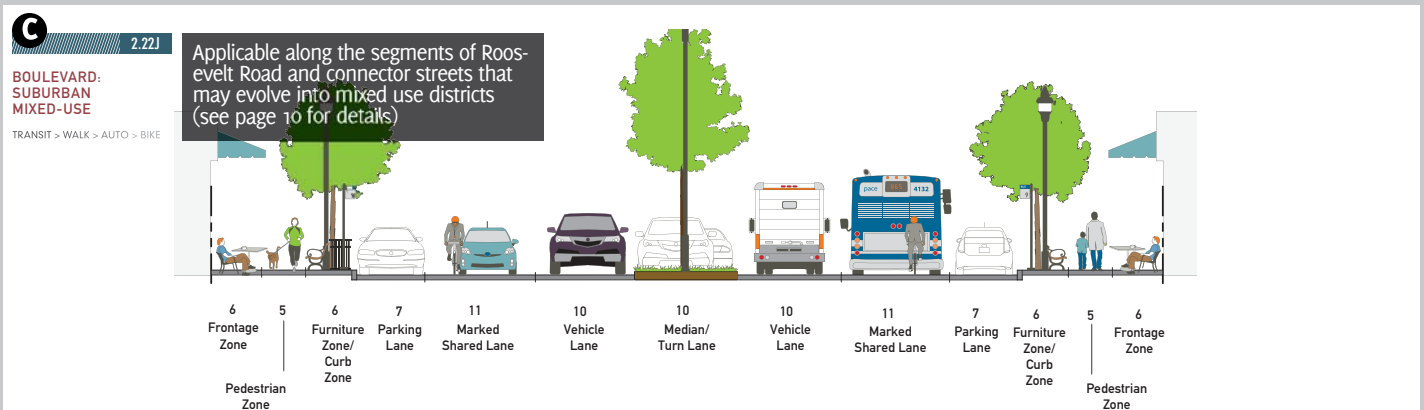
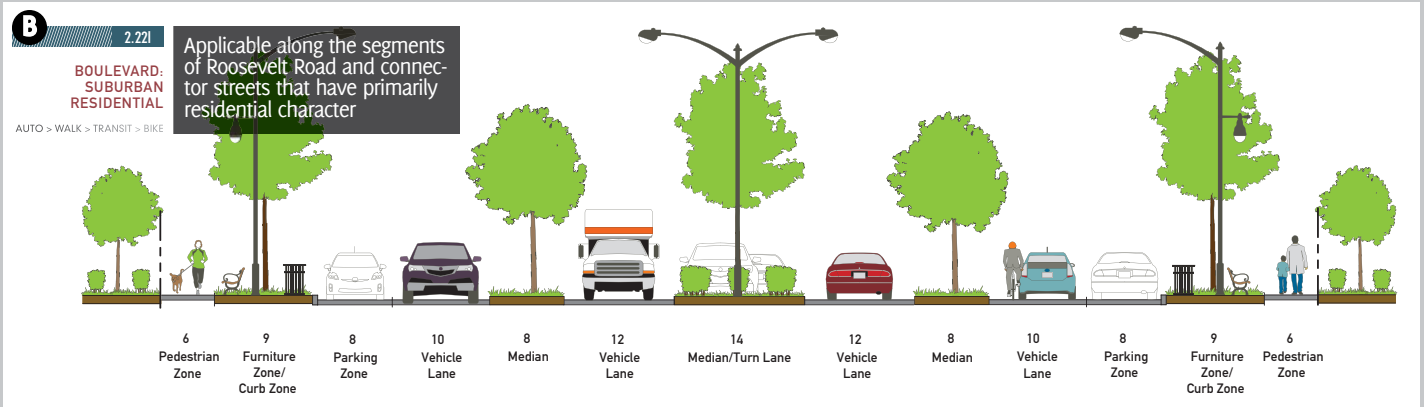
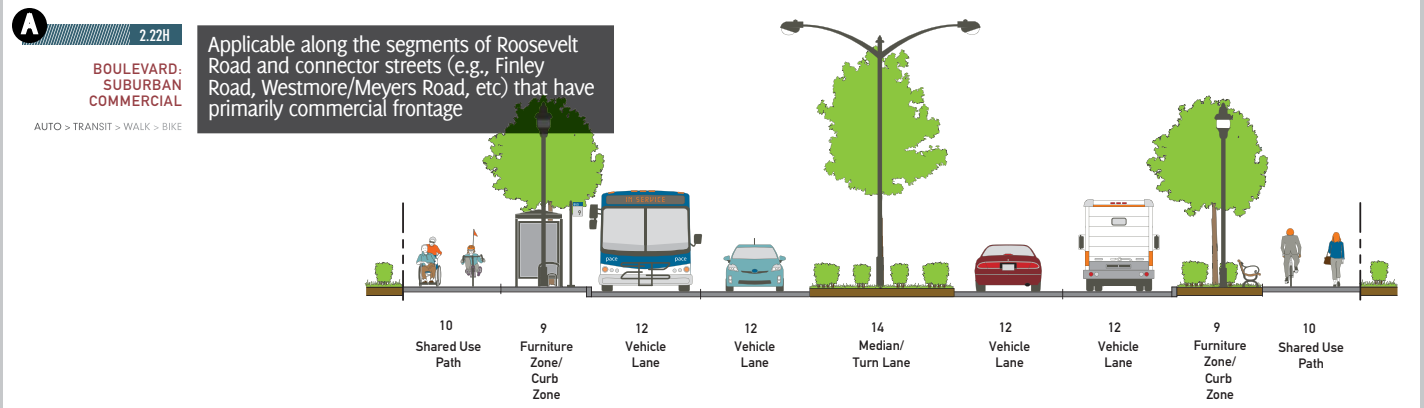
## Complete Streets Typologies

To this end, the Active Transportation Alliance developed the *Complete Streets, Complete Networks: A Manual for the Design of Active Transportation*, which includes, among other useful tips and resources, a series of Complete Streets typologies which emphasize the importance of designing for all modes of transportation and providing greater flexibility in the design of streets. To access the complete Complete Streets manual from Active Transportation Alliance for more details on typologies, please visit:

[www.atpolicy.org/Design](http://www.atpolicy.org/Design)

### DEVELOPMENT PRINCIPLES Complete Street Typologies

SOURCE: *Complete Streets, Complete Networks: A Manual for the Design of Active Transportation*, Active Transportation Alliance, 2012





# Roadway, Pedestrian & Bicycle Facilities

## Complete Streets Components

In addition to typologies, the Complete Streets manual describes other physical components that can be implemented to create a Complete Street. These components include: (1) lighting; (2) furnishings; (3) green infrastructure; (4) signing; and (5) textures and markings.

To access the complete Complete Streets manual from Active Transportation Alliance for more details on the components and implementation steps, please visit:

[www.atpolicy.org/Design](http://www.atpolicy.org/Design)

## Creating Interconnected Neighborhoods

One point of connectivity that often gets overlooked is the safe and convenient pedestrian connection between adjacent but different land uses, such as a residential neighborhood next to a retail center. As the graphic on the right illustrates, not all families have equitable access to the Meyers Road Kinder Care, despite living adjacent to or within close walking distance of the childcare center. Even within the site, pedestrians are only taken to the site entrance but not to the building entrance. These conditions discourage walking and create inconvenient driving trips, when a more accessible sidewalk system would create a safer and more welcoming pedestrian environment and alleviate traffic on the road network.

### DEVELOPMENT PRINCIPLES Complete Street Components

#### Lighting



- Pedestrian-Scale
- Vehicle-Scale
- Combined Pedestrian- and Vehicle-Scale
- Solar/LED Light Fixtures
- In-Pavement Lighting
- Custom Design
- Catenary

#### Furnishings



- Public Seating
- Refuse Receptacles
- Bollards
- Parking Stations
- Newspaper Racks
- Transit Shelters
- Bike Parking
- Others

#### Green Infrastructure



- Tree Rows & Plantings
- Bioswales
- Rain Gardens
- Urban Agriculture & Community Gardens

#### Signing



- Street Signs
- Transit Signs
- Interpretive Signs

#### Textures & Markings

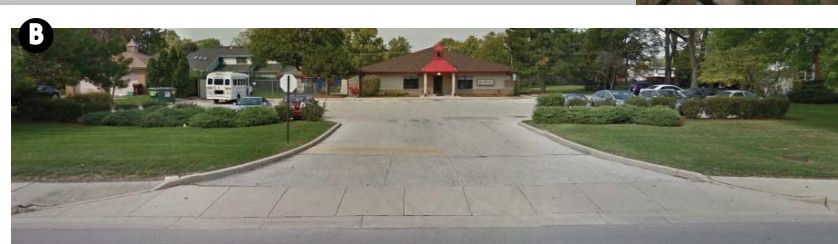


- Paint
- Tactile & Texture Changes
- Brick & Pavers
- Permeable Paving
- Plastics

SOURCE: Complete Streets, Complete Networks: A Manual for the Design of Active Transportation, Active Transportation Alliance, 2012

### DEVELOPMENT PRINCIPLES Creating Interconnected Neighborhoods

As the graphic illustrates, families from homes along Meyers Road may use sidewalks along the road to access the site of the Meyers Road Kinder Care (A). However, the sidewalk ends at the site entrance and does not take pedestrians safely to the Kinder Care's front building entrance (B). Furthermore, families from homes along School Street at the rear (west) of the Kinder Care site have no sidewalks or even a point of entry from the back side, forcing parents to make inconvenient driving trips to drop off/pick up their children, despite living within close walking distance.





## Transit Facilities

In addition to the roadway, pedestrian, and bicycle facilities that comprise the multi-modal character envisioned for the Roosevelt Road Corridor, the vision statement also includes public transit as part of this character:

**“A multi-modal corridor that accommodates regional vehicular, public transit, pedestrian, and bicycle movement.”**

While accommodations for transit facilities are provided in the Complete Street typologies on page 14, preparing an area for bus and rail service requires certain steps or alterations to ensure the corridor is supportive of transit and encourages the ridership needed to make transit viable.

In 2012 the RTA released its *Setting The Stage For Transit Guidebook*, which outlines the steps that municipalities and neighborhoods can take to make their communities more transit accessible. The graphics on the right illustrate the changes to a corridor that a community would need to make to support new Pace bus service, which will enhance transit accessibility and provide transit supportive development along the corridor.

To access the complete guidebook from the RTA, please visit:

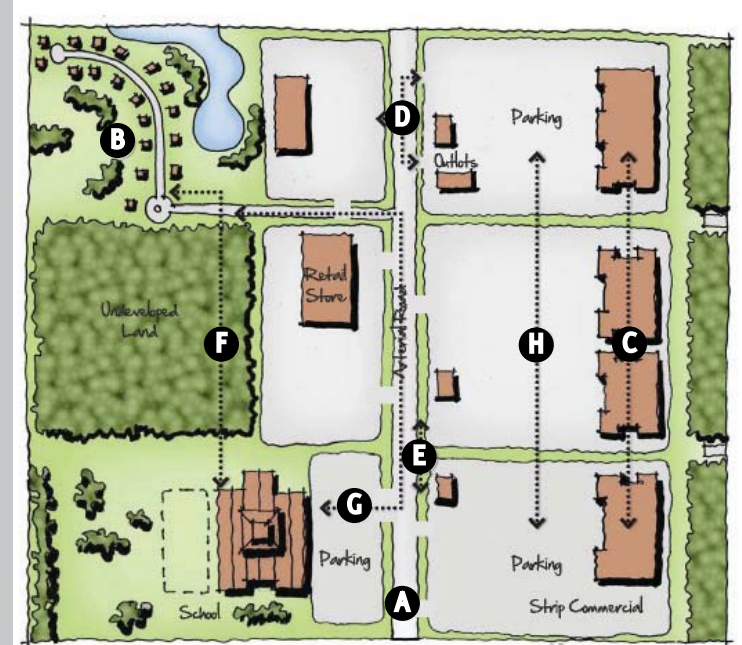
[www.rtachicago.com/images/stories/final\\_RTG\\_imgs/TransitGuide\\_Interactive.pdf](http://www.rtachicago.com/images/stories/final_RTG_imgs/TransitGuide_Interactive.pdf)

### DEVELOPMENT PRINCIPLES Introducing Bus Service & Transit Supportive Design

#### Existing Conditions

For a typical corridor that holds the potential to support bus service, current conditions may generally exhibit low-density, segregated land uses that make fixed bus routes infeasible. Community based services could be utilized to serve the corridor until sufficient bus ridership is attained that would support fixed bus route service. These existing conditions are illustrated in the top graphic on the right.

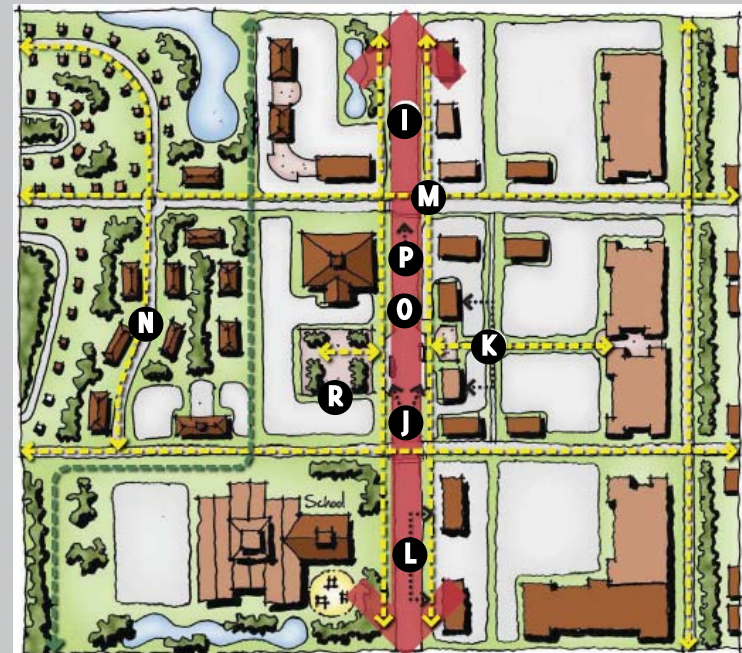
- A** No fixed route bus service due to insufficient demand for riders
- B** Single family housing isolated along cul-de-sac
- C** Commercial buildings set back toward rear of lots
- D** Multiple curb cuts, lack of sidewalks, and buildings set back from road make environment hostile to pedestrians and bicyclists
- E** No pedestrian lighting or other amenities for pedestrians
- F** No path to walk or bike from homes to school
- G** No direct road from homes to school requires cars to travel along road
- H** Large parking lots along commercial arterial road



#### New Bus Service

In order to support a Pace fixed route bus, several changes to the corridor would be necessary to increase the potential for ridership. For example, the bottom graphic on the right includes creating a new collector road between the single family homes and the school, encouraging new commercial buildings along the arterial, and adding pedestrian and transit amenities. Taken together, these changes to the corridor would make it safe, convenient, and fast for a commuter or traveler to take a bus.

- I** Pace fixed bus route along arterial road
- J** Bus pullovers allow safe loading and unloading for passengers along road without need for detour into site
- K** New buildings and additions built close to arterial road with minimal setbacks
- L** Primary entrances directly accessible from sidewalk and viewable from road
- M** Minimized curb cuts to arterial road to improve walkability along sidewalks
- N** New collector street connects single family homes directly to school
- O** Arterial road is redesigned with min 12 ft land width to accommodate buses
- P** Turn lanes and crosswalks at intersections minimize safety hazards and enhance traffic flow
- R** Convenient, safe parking areas should enhance surrounding streetscape and design of the corridor



#### Transit Legend

Bus Route Pedestrian Route Bike Route

0 200 400

SOURCE: *Setting The Stage For Transit Guidebook: How To Make Your Community Transit Accessible*, RTA, 2012



# 8: Framework Plan

The Framework Plan forms the basic organizational structure to guide development and improvement along the Roosevelt Road Corridor. The vision, goals, and development principles outlined in Sections 6 and 7 provide a strong foundation for the Framework Plan.

## Framework Plan

The Framework Plan provides the long term vision for the Roosevelt Road Corridor, particularly to repurpose the corridor by supporting a more sustainable approach to land use planning and economic development. In addition, the Framework Plan focuses on recommendations

that will have a transformative effect on the development and improvement of the Roosevelt Road Corridor.

Given the potential for major changes to County and municipal policies, zoning, land use, and development regulations, it will take a more long term approach to actualize the concepts outlined in the Framework Plan. For example, the shift away from the over-retailing of major road corridors like Roosevelt Road and transition towards a more sustainable approach of a balanced mix of land uses will take time. It will also take time to build up the transit, pedestrian, and bicycle infrastructure to establish a truly multimodal corridor that is conveniently accessible and safe for all users.

The Framework Plan is summarized on the map in Figure 8.1 and the descriptive narratives on the following pages.

## Land Use Plan | NEXT STEP







While the Land Use Plan for DuPage County will be prepared in the next phase of this study, the Framework Plan will guide the Land Use Plan. Each plan, however, takes a different perspective of the development and improvement of the Roosevelt Road Corridor. More specifically, the Framework Plan takes a more long term view of how the corridor will evolve over time. On the other hand, the Land Use Plan provides a near term perspective of the County's land use composition, particularly to reflect current development patterns and support prospective changes in the future to align more with the organizational structure defined by the Framework Plan.




In addition, the Land Use Plan will affirm an achievable land use composition that the County can officially adopt and actualize in the near term. In general, the Land Use Plan will focus on defining the role of unincorporated parcels in furthering County policies, as well as bringing more consistency between the County's land use recommendations and municipal land use plans. The Land Use Plan will also support the long term recommendations outlined by the Framework Plan, particularly ensuring the transformative effects that it advocates are not hindered and are achievable.

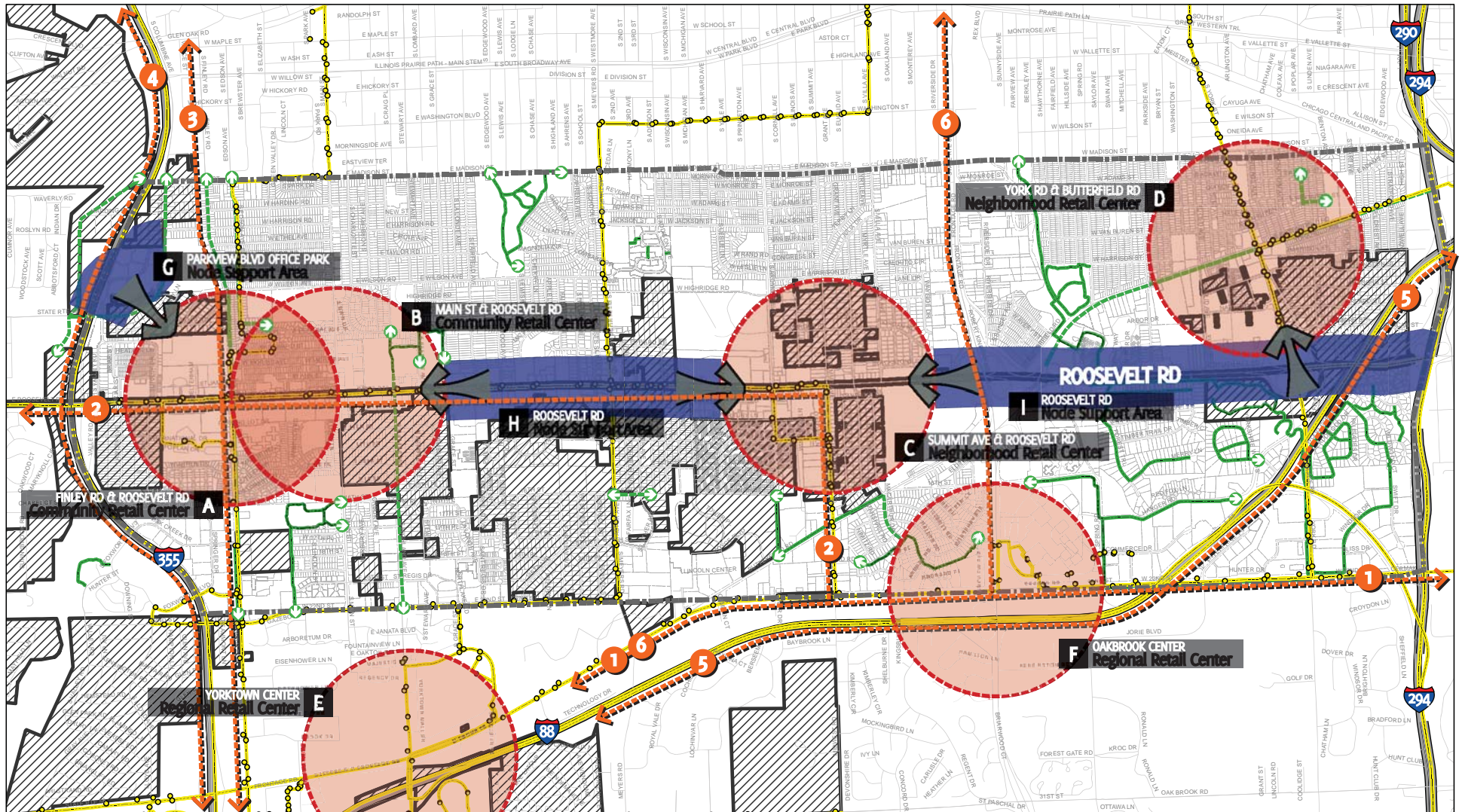


**FIGURE 8.1**  
Framework Plan

The map below illustrates the Framework Plan that forms the basic organizational structure to guide the future development and improvement of the Roosevelt Road Corridor. In particular, the Framework Plan highlights the physical relationships between the various framework elements, as indicated in the legend to the right. More detailed descriptions of each framework element are provided on the following pages.

-  Node
-  Node Support Area
-  Unincorporated Area
-  Trail [EXISTING]
-  Trail [PROPOSED, PER DUPAGE COUNTY]
-  Trail [PROPOSED, ADDITIONAL CONNECTIONS]

-  Pace Bus Route [EXISTING]
  -  Pace Bus Stop [EXISTING]
  -  Transit Route [PROPOSED]
- 1: Cermak Arterial Bus Rapid Transit (ART) Corridor
  - 2: IL 38 Arterial Bus Rapid Transit (ART) Corridor
  - 3: Lombard Community Circulator
  - 4: I-355 Express Bus Corridor
  - 5: I-290/I-88 Express Bus Corridor
  - 6: J Line High Speed Bus Corridor





# Nodes



Nodes are represented by a major intersection that can be classified by a traditional retail center typology: neighborhood, commercial, and regional. Each node encompasses a coverage area within a 1/2-mile radius from the central intersection, which is the distance an average person is willing to walk rather than drive. Also, each node is typically identified as an anchored center with a major anchor, like a grocer or mass merchandiser. Nodes generally represent the strongest centers along the Roosevelt Road Corridor, which should continue to be strengthened by building up development, improving transportation facilities, and providing adequate utility infrastructure for local homes and businesses.



## **A** FINLEY RD & ROOSEVELT RD Community Retail Center

Node A represents the community retail center at the intersection of Finley Road and Roosevelt Road, which currently provides a Big K-Mart, a few auto dealerships, and multiple auto-oriented businesses. While some of these businesses are viable, the center has potential for infill development or redevelopment of under-utilized sites. A few multi-family residential complexes, such as Iron Gate Apartments, are also located along Roosevelt Road. Node A intersects with Node B, which is another community retail center at Main Street. This intersection signifies the potential for a potentially singular and elongated node focusing on both Finley Road and Main Street.

**WHY THIS NODE IS SIGNIFICANT TO THE CORRIDOR:** With superior access to I-355 to the west, Node A offers premium opportunities for commercial development that takes advantage of adjacent interstate access. Also, the office park along Parkview Boulevard generates daytime population to support nearby businesses, which can be replicated if Sub-Planning Area 9 accommodates additional office space in the future. Node A also has prominent transit access, both existing and planned.

**APPLICABLE DEVELOPMENT PRINCIPLES:** The development principles relating to retail and mixed use development (see pages 10-12 in Section 7) are applicable to Node A.

## **B** MAIN ST & ROOSEVELT RD Community Retail Center

Node B represents the community retail center at the intersection of Main Street and Roosevelt Road, which currently provides a Big K-Mart,

Jewel-Osco, Hobby Lobby, Walgreens, restaurants, and multiple auto-oriented businesses. Ultra Foods and Office Depot are also located just beyond Node B to the east at Fairfield Avenue. Like Node A, Node B has its share of viable businesses as well as potential for infill development or redevelopment of under-utilized sites. As noted above, the intersection of Nodes A and B signifies the potential for a potentially singular and elongated node focusing on both Finley Road and Main Street.

**WHY THIS NODE IS SIGNIFICANT TO THE CORRIDOR:** Being immediately adjacent to Node A, Node B is within a mile of I-355 to take advantage of the superior access to the interstate, providing opportunities for commercial development. Jewel-Osco, Hobby Lobby, Walgreens, and a cluster of restaurants serve as major retail draws. The National University of Health Sciences generates daytime population to support nearby businesses. Node B also has prominent transit access, both existing and planned.

**APPLICABLE DEVELOPMENT PRINCIPLES:** The development principles relating to retail and mixed use development (see pages 10-12 in Section 7) are applicable to Node B.

## **C** SUMMIT AVE & ROOSEVELT RD Neighborhood Retail Center

Node C represents the neighborhood retail center at the intersection of Summit Avenue and Roosevelt Road, which currently provides a Pete's Fresh Market, Walgreens, restaurants, and multiple auto-oriented businesses and retail strip centers like the one anchored by Outback Steakhouse near Ardmore Avenue. Node C has some potential for infill development or redevelopment of under-utilized sites.

Node C has superior access to the Kingery Highway interchange.

**WHY THIS NODE IS SIGNIFICANT TO THE CORRIDOR:** Node C has nearby access to the Kingery Highway interchange, providing opportunities for additional commercial development. Pete's Fresh Market, Walgreens, and restaurants serve as major retail draws. The retail strip center anchored by Outback Steakhouse also provides an excellent example of a successfully revitalized center, which can be replicated within Node C (or other nodes). Node C also has prominent transit access, both existing and planned.

**APPLICABLE DEVELOPMENT PRINCIPLES:** The development principles relating to retail and mixed use development (see pages 10-12 in Section 7) are applicable to Node C.

## **D** YORK RD & BUTTERFIELD RD Neighborhood Retail Center

Node D represents the neighborhood retail center at the intersection of York Road and Butterfield Road, which is generally defined by a retail and service businesses at the intersection and surrounded by residential neighborhoods. Jewel-Osco is the primary anchor. Node D has limited potential for infill development or redevelopment of under-utilized sites.

**WHY THIS NODE IS SIGNIFICANT TO THE CORRIDOR:** The stretch of Roosevelt Road running east of Kingery Highway is characterized by limited access formed by a prominent median and parallel frontage roads to the north and south. This limited access enhances the importance of Node D to the neighborhoods located north of Roosevelt Road. Node D also has prominent existing transit access.

**APPLICABLE DEVELOPMENT PRINCIPLES:** The development principles relating to residential, retail, and mixed use development (see pages 8-12 in Section 7) are applicable to Node D.

## **E** YORKTOWN CENTER Regional Retail Center

Node E represents Yorktown Center, which is the regional retail center at the intersection of Highland Avenue and Butterfield Road. Although Node E lies beyond the Study Area defined for the Roosevelt Road Corridor, Yorktown Center is a major draw for the region and may influence how the other nodes evolve.

**WHY THIS NODE IS SIGNIFICANT TO THE CORRIDOR:** Yorktown Center is a major regional draw with close proximity to the Roosevelt Road Corridor.

**APPLICABLE DEVELOPMENT PRINCIPLES:** Node E is beyond the scope of this study but has influence on the Roosevelt Road Corridor.

## **F** OAKBROOK CENTER Regional Retail Center

Node F represents Oakbrook Center, which is the regional retail center at the intersection of York Road and Butterfield Road. Unlike Yorktown Center, Oakbrook Center lies within the Study Area but is similar in that it is a major draw for the region and may influence how the other nodes evolve.

**WHY THIS NODE IS SIGNIFICANT TO THE CORRIDOR:** Oakbrook Center is a major regional draw with close proximity to the Roosevelt Road Corridor.

**APPLICABLE DEVELOPMENT PRINCIPLES:** Node F is beyond the scope of this study but has influence on the Roosevelt Road Corridor.

## Node Support Areas



The node support areas are located adjacent to nodes. While the entire Roosevelt Road Corridor is supportive of the nodes, the more prominent node support areas generally provide offices/employment centers and residential neighborhoods along Roosevelt Road that generate the daytime and all-day populations, respectively, to support the businesses within the nodes. They may also provide additional convenience oriented retail.

### **G** PARKVIEW BLVD OFFICE PARK Node Support Area

Node Support Area G represents the office park along Parkview Boulevard near the I-355 interchange along Roosevelt Road in Lombard. With the potential to redevelop the unincorporated parcels in Sub-Planning Area 9 for additional office use, Area G would generate significant daytime population to support Nodes A and B.

#### APPLICABLE DEVELOPMENT PRINCIPLES:

The development principles relating to residential, retail, and mixed use development (see pages 8-12 in Section 7) are applicable to Area G.

### **H** ROOSEVELT RD BETWEEN NODE B & NODE C Node Support Area

### **I** ROOSEVELT RD BETWEEN NODE C & NODE D Node Support Area

Node Support Area H represents the segment of the Roosevelt Road Corridor between Nodes B and C. Node Support Area I represents the segment of the Roosevelt Road Corridor between Nodes C and D towards I-88/I-294. Over time, Areas H and I may benefit from reducing their retail footprints by shifting some retail uses to Nodes B and C to create more viable and sustainable retail centers at these nodes. The reduced retail footprints would create opportunities for expanded employment centers, including new offices, educational facilities, or light industrial uses to generate daytime population to support businesses within the adjacent nodes. New residential development, such as apartments, could also fill in the old retail footprint to provide housing for the workforce, students, and residents seeking housing options beyond the single family units present throughout the Roosevelt Road Corridor. Area I could also provide additional entertainment and hospitality uses to support Drury Lane and hotels near the Kingery Highway/Butterfield Road interchange.

#### APPLICABLE DEVELOPMENT PRINCIPLES:

The development principles relating to residential, retail, and mixed use development (see page 8-12 in Section 7) are applicable to Areas H and I.

## Unincorporated Parcels



Recognizing that a majority of the unincorporated parcels in the Study Area do not immediately front Roosevelt Road, they still play an integral role in advancing the corridor development and improvement objectives outlined by the Framework Plan. More specifically, unincorporated parcels offer the following benefits to planning for the Roosevelt Road Corridor:

- ❑ Established neighborhoods, such as Highland Hills, York Center, and Congress Knolls, provide the residents and families to support businesses and add to the workforce within the corridor. While a majority of the unincorporated areas are low density single family residential, some provide higher density living options, such as the Brandywine apartment community in Sub-Planning Area 4.
- ❑ A majority of unincorporated areas are under-served by pedestrian and bicycle facilities and adequate utility infrastructure, which reinforces the need to provide such facilities and infrastructure. Doing so will only benefit the Roosevelt Road Corridor as a whole, particularly advancing a more interconnected sidewalks and trails network, as well as improving water and sewer utilities serving incorporated and unincorporated areas.
- ❑ Parcels that are under-served by adequate utilities or subdivided into disjointed lotting patterns offer the potential to be annexed, assembled, and/or re-subdivided for redevelopment. For example, some of the unincorporated parcels in Sub-Planning Area 9 that are adjacent to the Parkview Boulevard office park hold the potential to be annexed into Lombard to expand the office park and generate additional daytime population to support corridor businesses.



## Transit Connectivity



The Framework Plan Map illustrates existing system of Pace bus routes and bus stops. In addition, short- and long-term proposals for future transit facilities are shown to demonstrate how an expanded transit system can better serve the Roosevelt Road Corridor, particularly enabling residents, employees, and visitors to patronize businesses, commute for work, and access other services and facilities along the corridor without a car. The following transit facilities were proposed in the 2011 DuPage Area Transit Plan Update:

- Short-term proposal for the Cermak Arterial Bus Rapid Transit (ART) Corridor, which will run via Route 322 along 22<sup>nd</sup> Street at the south end of the Study Area [SEE SEGMENT 1 ON THE MAP].
- Short-term proposal for the IL 38 Arterial Bus Rapid Transit (ART) Corridor, which will run along Roosevelt Road, building on the present service provided on Pace Bus Route 301 [SEE SEGMENT 2 ON THE MAP].
- Short-term proposal for a community circulator through Lombard along Finley Road [SEE SEGMENT 3 ON THE MAP].
- Short-term proposal for express bus service along the I-355 Corridor [SEE SEGMENT 4 ON THE MAP].
- Long-term proposal for the I-290/I-88 Express Bus Corridor, which will run along the two interstates at the eastern end of the Study Area [SEE SEGMENT 5 ON THE MAP].
- Long-term proposal for the J Line high speed bus corridor, which will run along Kingery Highway (Route 83) and provide service between Schaumburg and O'Hare International Airport, including bus connectivity to buses that presently serve Roosevelt Road [SEE SEGMENT 6 ON THE MAP].

## Pedestrian/Bike Connectivity



The Framework Plan Map illustrates existing and planned bikeways, per the DuPage County 2012 Bike Map. Additional bikeway connection points are indicated to support the County's plans to continue building a more interconnected network of bikeways and trails.

Although not indicated on the Framework Plan Map, completing the sidewalk network within unincorporated areas is encouraged, where right-of-way and funding resources are available. In a majority of cases, unincorporated areas significantly lack sidewalks. This often creates situations where a sidewalk within an adjacent incorporated area ends abruptly in unincorporated area before picking back up again when re-entering incorporated area. Ideally, the sidewalk network should be as continuous as the bikeway network to provide uninterrupted connectivity for pedestrians and bicyclists to access businesses, jobs, services, and other community facilities along the Roosevelt Road Corridor.



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# 9: Principles of Intergovernmental Cooperation

The advancement of the policies and recommendation of this plan is dependent on commitment of membership of the Roosevelt Road Corridor Steering Committee to implement these policies locally. This section provides Principles of Intergovernmental Cooperation as general statements of intent to provide the basis for further discussion on the best ways to achieve the vision, goals, policies, and general development and annexation plan for the Roosevelt Road Corridor.

The Principles of Intergovernmental Cooperation establish basis guidelines for central aspects of the development, improvement, and management process for the corridor. They are intended to help ensure: (1) coordinated and compatible patterns of development; (2) consistent and high-quality image and character; (3) balanced and sustainable economic development; and (4) cost efficient provision of public services.

The Principles of Intergovernmental Cooperation illustrate the Steering Committee's intent to manage and coordinate the growth and development process, and the Roosevelt Road Corridor members' intentions to promote such cooperation within their own jurisdictions. The endorsement of these principles provides a starting point for collective and individual planning activities. By

agreeing to a common set of principles, the Steering Committee can help avoid unnecessary competition and conflicts between member jurisdictions, and enhance opportunities for achieving desired development through collective initiatives and cost effective service delivery along the corridor.

## Principles

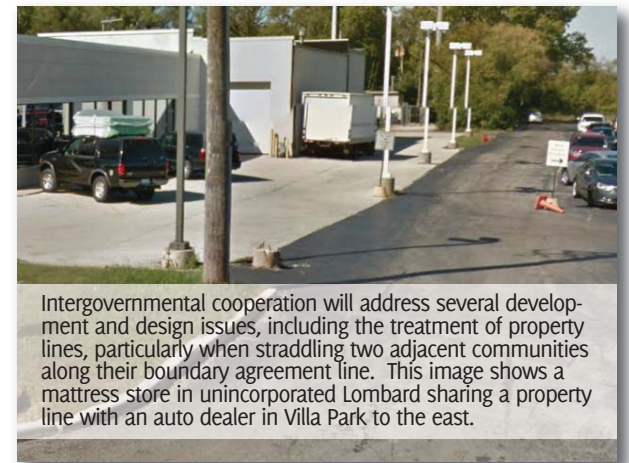
The Principles of Intergovernmental Cooperation are organized under three main categories: (1) Development Impact; (2) Coordinated Planning; and (3) Coordinated Implementation.

### Development Impact

The development of land along the borders of two or more member communities requires special consideration among corridor members.

- ❑ Ensure that land uses are compatible with and do not adversely impact uses within adjacent communities or unincorporated areas.
- ❑ Provide written notifications to the adjacent community when projects are at proposed locations adjacent to or within other community planning jurisdictions.

- ❑ Coordinate meetings between communities to discuss alternative approaches to resolving concerns about projects of potential negative impact.
- ❑ Encourage cooperation between communities to formulate mitigating measures, such as landscaping, open space buffers, access lighting controls, hours of operation, and other techniques, in situations where the adjacency of land uses causes unavoidable impacts.



Intergovernmental cooperation will address several development and design issues, including the treatment of property lines, particularly when straddling two adjacent communities along their boundary agreement line. This image shows a mattress store in unincorporated Lombard sharing a property line with an auto dealer in Villa Park to the east.

### **Coordinated Planning**

Planning documents should contain consistent land use principles and policies established by this corridor plan, and be used as the basis for formulating individual municipal plans.

- ❑ Encourage each corridor community to update its comprehensive plan to reflect the recommendations herein, and keep plans updated at least every five years.
- ❑ Encourage corridor communities to adopt compatible and complementary land use classification systems in their comprehensive plans and zoning ordinances.
- ❑ Encourage corridor communities to consult with neighboring communities as plans are updated to ensure compatibility and address other mutual interests relating to the corridor.
- ❑ Encourage each corridor community to require site plan review to ensure consistent application of the standards recommended herein.
- ❑ Promote planning for public transit through local education and maintenance of close relationships with Metra and Pace to improve transportation services and ensure they are well coordinated with areas of highest development density.

### **Coordinated Implementation**

Adoption of plans and policies formulated as part of the Roosevelt Road Corridor Plan will go a long way to achieving cooperation between DuPage County and corridor communities. The following principles of cooperation will further advance the goals of this plan.

- ❑ Promote the benefits of cooperation and coordination in the provision of capital improvements, such as streets, utilities, open spaces, sidewalks, and trails. Capital improvement plans of corridor communities should be coordinated with neighboring

municipalities and other relevant taxing bodies or special districts.

- ❑ Continue to explore tools and techniques for the implementation of corridor plans and principles. These might include enforceable development requirements or review procedures, and revenue sharing.
- ❑ Pursue adoption of this plan or other joint sub-area plans under the Local Land Resource Management Act, which provides extra powers, protection, and flexibility to jurisdictions in establishing mutual agreements to guide and control growth over areas of shared interest.
- ❑ Consider the establishment of a joint marketing program to promote revitalization of the corridor.

## **Intergovernmental Planning & Management**

In most states the primary authority to regulate the use of private land is delegated by state legislatures to local governments. In Illinois, the State has extended that authority to include agreements between municipalities over joint or shared areas of interest. The Corridor Assessment Summary Report outlined two tools to guide intergovernmental planning along the Roosevelt Road Corridor. Below is a further description of these tools with additional examples of where and how these have been applied in Illinois.

### **Local Land Resource Management Planning Act**

In 1985 Illinois adopted the Local Land Resource Management Planning Act. This important legislative initiative added strength to the ability of counties and municipalities to engage in intergovernmental planning activities and to develop joint land resource management plans that address critical land and water resource issues. A summary of the key relevant elements of the Act are provided below:

Local Government (50 ILCS 805/)

### **Local Land Resource Management Planning Act**

**Sec. 2. Findings and purpose.** (a) It is the purpose of this Act to encourage municipalities and counties to protect the land, air, water, natural resources and environment of the State and to encourage the use of such resources in a manner which is socially and economically desirable through the adoption of joint or compatible Local Land Resource Management Plans. It is the intent of this Act for such units of local government to be immune from liability under federal antitrust laws.

B. “Local Land Resource Management Plan” means a map of existing and generalized proposed land use and a policy statement ... adopted by the municipal and county governing bodies. ... Such a plan shall be deemed to be “joint or compatible” when so declared by joint resolution of the affected municipality and county, or when separate plans have been referred to the affected municipality or county for review and suggestions, and such suggestions have been duly considered by the adopting jurisdiction and a reasonable basis for provisions of a plan that are contrary to the suggestions is stated in a resolution of the adopting jurisdiction.

**Sec. 5. Implementation Requirements.** Municipalities or counties that have adopted Local Land Resource Management Plans and that wish to receive planning grants and to use the additional powers and authorities established under this Act shall also adopt:

- (1) Implementing ordinances and zoning and subdivision ordinances as authorized by law and by this Act;
- (2) A 3 year capital improvement and maintenance program for the jurisdictions considering

reasonably anticipated growth and designed to accommodate contiguous development;

(3) A statement of goals which shall be compatible with the local situation of the municipality or county; and

(4) A system and timetable to review and update the plans at least once every 10 years.

In the case of municipalities and counties that have adopted joint or compatible plans, such ordinances and programs shall be parallel and coordinated between the local jurisdictions.

Sec. 6. Intergovernmental Agreements. A municipality or county may enter into and enforce intergovernmental agreements for joint or compatible planning, local land resource management administration and zoning ordinance enforcement with counties, municipalities and other units of State and local government notwithstanding general statutory limitations concerning county and municipal zoning.

Inter-municipal Planning and Zoning

Pursuant to 50 Ill. Comp. Stat. 15/0.01 et seq. (2004), corporate authorities of counties,

municipalities, and townships are permitted to enter into intergovernmental agreements to effectuate joint or regional planning efforts. The Regional Planning Commission Act permits counties, municipalities, and other local governmental units, authorized by the Illinois Department of Commerce and Community Affairs, to form inter-municipal planning agreements within and beyond state borders.

## Examples

Below are a few examples of communities that have adopted land resource management plans in collaboration with other jurisdictions.

### Kankakee County IL

Locally adopted plans which are consistent with the County's Plan, particularly with regard to shared extra-territorial jurisdictional planning authority, have the greatest chance for implementation success. The adoption of local plans in tandem with the County as "Joint Land Resource Management Plans" will create an opportunity for collaborative implementation, particularly with respect to effective land use control within the unincorporated

areas. Kankakee County passed a 2030 Comprehensive Plan updated for Land Use and Resource Management in 2005 that provides for joint or compatible land use plans and implementation. Kankakee County subsequently adopted several local community comprehensive plan updates as a part and component of the 2030 County Comprehensive Plan update.

Other counties that have adopted LMRPs in northern Illinois include: Will County, Kendall County, Kane County, Rock Island County, and Winnebago County.

### Villages of Lake Zurich & Kildeer IL

Village officials passed a Joint Land Resource Management Plan for 45 acres of undeveloped land at Rand and Cuba Roads. Both villages set up a joint committee of village officials to oversee development of the property. The land had been annexed by Lake Zurich in May 1992. Under the new agreement all 45 acres will become part of Kildeer. The two villages will share equally in any property tax and sales tax revenues that follow upon development of the land. In addition, the land-use agreement contains a boundary line agreement.

## Sources

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