



# *City of Elmhurst* COMPREHENSIVE PLAN

Imagining The Future: Community-Wide And Sub-Area Plans

Prepared by:

**HNTB**

April 2009





# Acknowledgements

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## acknowledgments

The Comprehensive Plan for the City of Elmhurst, Illinois was prepared through the efforts of the City of Elmhurst and HNTB Corporation. Many citizens, staff, and officials of the City of Elmhurst, too numerous to mention here, participated in the planning process. Their involvement and insights are sincerely appreciated.

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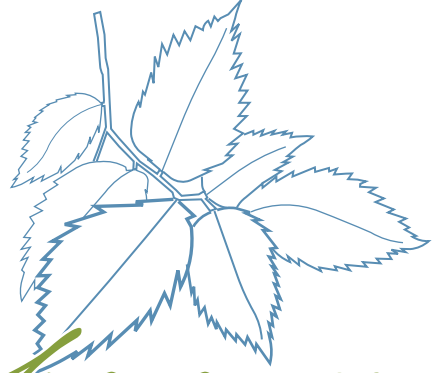
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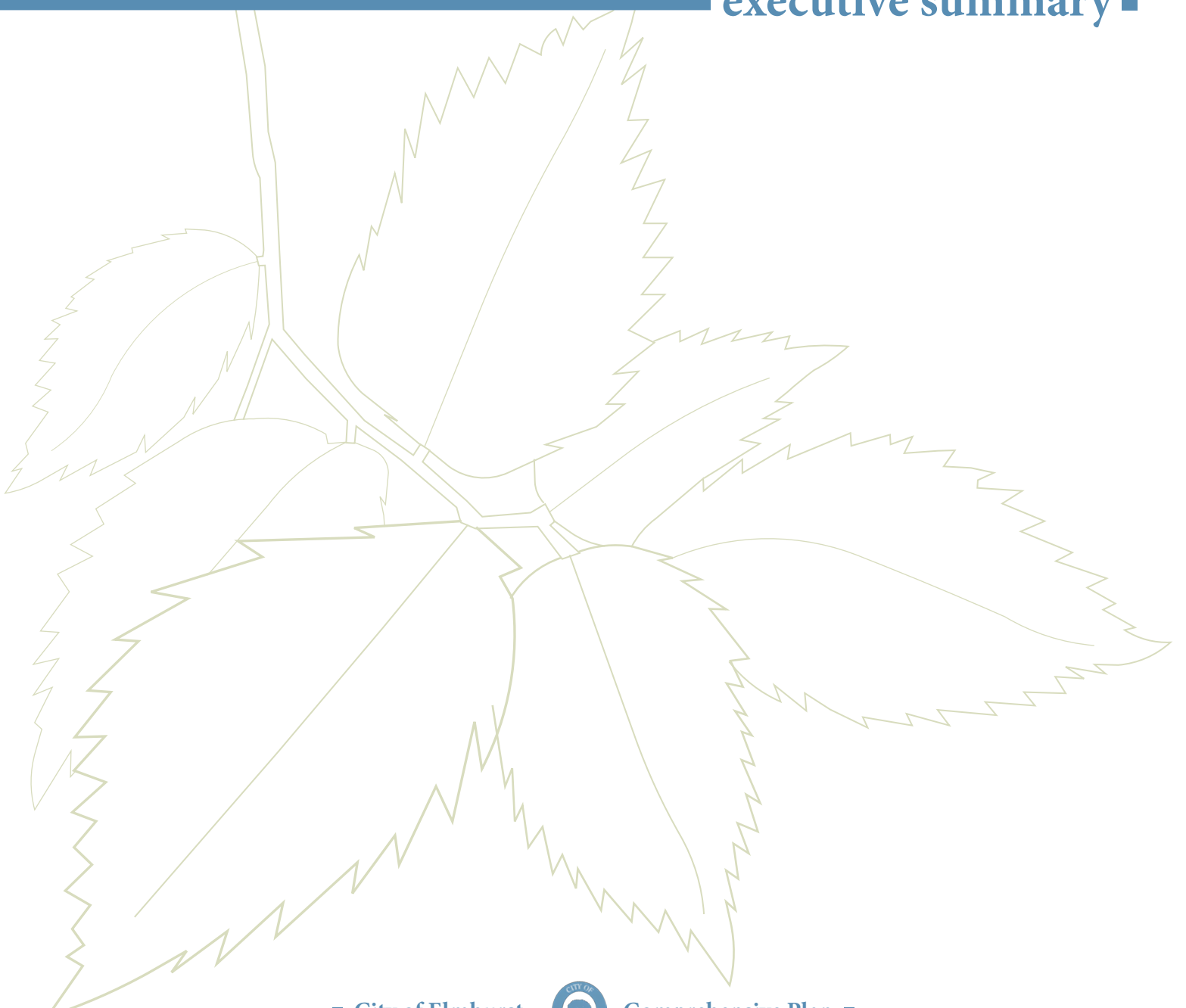




# *Executive Summary*

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## executive summary ■





## EXECUTIVE SUMMARY

Elmhurst's Comprehensive Plan is the chief tool for guiding and facilitating growth and redevelopment within the community, as well as planning for the delivery of public services in a timely and efficient manner. A comprehensive plan is a long-range document that is geographically comprehensive and generally plans decades into the future. This Comprehensive Plan was prepared through the intensive efforts of City residents and leaders. The Comprehensive Plan is a formally adopted statement of policies that articulates a future vision for Elmhurst and describes the actions that City decision-makers can take to turn this vision into reality. These actions include capital improvements, development controls and incentives, and partnerships with other levels of government, non-profit organizations, or private businesses to achieve specific objectives.

The Comprehensive Plan process followed a vigorous public participation process that included the following phases:

- **Citizen Outreach and Vision:** Activities focused on garnering citizens' views regarding current and future needs of the community through interviews and community workshops.
- **Community Scan:** A document analyzing existing conditions of the community (Community Scan Report, July 2007; HNTB).
- **Imagining the Future:** A preliminary draft of the future framework for the City, including detailed sub-area plans for nine areas within the community. (Imagining the Future: Preliminary Community-wide and Sub-area Plans, April 2008; HTNB).
- **Vision Program Documentation:** The Comprehensive Plan is the culmination of the extensive stakeholder participation process, and reflects the aspirations, goals and vision for Elmhurst that were articulated within the first three phases of this planning effort. The final document has been developed for community review and adoption, and includes the community's preferred future land use and development framework, policy framework, and recommends a series of actions for achieving the plan's goals and objectives.

In the Vision of Elmhurst, the City is recognized as a unique community that is an integral part of the larger region. The Vision addresses the following elements:

- Collaborative Governance,
- Quality Design and Urban Form,
- Economic Competitiveness,
- An Efficient Transportation System,
- Quality Community Facilities and Services, and
  - Strong Neighborhoods.

The Vision forms the core of the Comprehensive Plan and provided a policy framework through which key community planning elements, including, land use and development, transportation, economic development, housing, community facilities and services, natural resources, sustainability, and urban design, are addressed.

The major policies contained in each of the elements are summarized below. While presented separately, the individual policies are designed to work together to support realization of the Vision. Actions that the City can take to improve its transportation system, for example, are key to realizing the Plan objectives of promoting the recommended future land use pattern, providing residents with access to employment opportunities, and encouraging investment in the sub-areas. Similarly, the strategy of encouraging reinvestment in existing housing, a cornerstone of the Plan, will enhance neighborhood vitality, stimulate economic activity and increase the City's tax base.



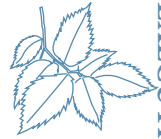
## SUMMARY OF PLAN ELEMENTS

### Land Use and Development

The Future Land Use Framework is intended to provide a blueprint of the future development pattern of the City of Elmhurst by indicating the type and organization of uses that would most effectively help the City meet its comprehensive planning goals. The land use plan works in conjunction with the Zoning Ordinance, a regulatory tool that guides implementation of the land use plan. The Future Land Use Framework is a policy guide intended to provide general direction over the life of the Comprehensive Plan, while the zoning ordinance defines allowable uses on specific parcels of land. A major focus of the land use strategy is to update the City's zoning code to reflect goals, objectives and policies recommended in the Plan, which include:

- Reinforcing mixed use development in designated locations, such as downtown and in sub-areas,
- Maintaining strong residential neighborhoods by protecting the quality of existing housing stock and ensuring compatibility of rehabilitated homes,
- Sustaining the downtown and Cultural Campus as a vibrant and distinctive destination and encouraging high-density residential development to foster an active economic center,
- Expanding commercial and employment development to meet community service needs and support a higher standard of living,
- Encouraging the creation of community visual identity through the utilization of design elements, and
- Ensuring that the design of development supports and does not adversely impact adjacent land uses.





## Transportation

In Elmhurst it is possible to enjoy a small-town quality of life that is within commuting distance of the region's major economic activity centers. The backbone of the city's transportation system is the grid street network which is complemented by the city's excellent access to highways and mass transit. During the next ten years, traffic is likely to increase due to redevelopment, increases in density within the community and neighboring municipalities, and Elmhurst's location along a potential high-capacity roadway that would provide access to O'Hare International Airport. Future transportation challenges may include:

- Facilitating adequate traffic circulation throughout the city while retaining a sense of scale and place,
- Designing streets that do not adversely affect residential neighborhoods,
- Providing adequate parking facilities in commercial and employment areas that are contextually sensitive and do not visually dominate the landscape; and
- Encouraging the use of alternative modes of transportation, including walking, biking and mass transit.



Location Map

## Economic Development

Elmhurst's location at the intersection of multiple highways, proximity to regional population centers, availability of commuter rail service, and high-quality workforce have geographically and demographically positioned the city for

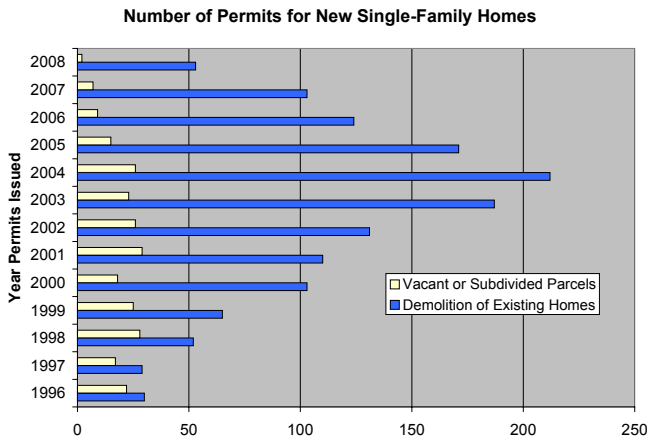
sustained economic growth. The challenge is to maintain and improve the city's function as a regional employment center and encourage and support development that increases the tax base. Strategies to meet this challenge must be broad-based and should include:

- Diversifying the economy to expand the tax base and alleviate reliance on residential property tax through the attraction of commercial, industrial, and employment development,
- Maintaining high-quality infrastructure to support business and residential development and integrate new technologies to sustain marketability,
- Providing financial incentives to attract target industries and support reinvestment efforts, and
- Encouraging improved education and training within the public school system and through workforce training partnerships with Elmhurst College.

## Housing

Elmhurst offers a wide variety of housing types that include historic homes, post-WWII housing, newer homes that have been constructed as a result of residential redevelopment, and condominiums and rental units. The range of housing options makes the city a desirable place for a variety of different ages and household types, including individuals, families and empty-nesters. Single-family housing accounts for about three-quarters of all housing stock, however the downtown is seeing a significant increase in the amount of multi-family housing stock. One of the City's largest housing policy challenges is to facilitate the redevelopment of the housing stock in a manner that responds to market forces while visually and functionally complementing the existing housing stock. Recommendations for this and other housing issues include:

- Encouraging a wide variety of housing types to meet the evolving needs of its residents, including single- and multi-family housing, as well as affordable units for seniors, starter or lower-income residents,
- Providing financial incentives to increase homeownership opportunities for City residents,
- Maintaining at least ten percent of the total housing stock as affordable to ensure economic diversity and sustainability;
- Regulating redevelopment to maintain contextually-sensitive neighborhood development,
- Encouraging sustainable building practices, and
- Maintaining the quality of existing neighborhoods by encouraging equal access to facilities and services, as well as enforcing appropriate property maintenance and code adherence.



*Current Housing Comparison*

## Community Facilities and Services

Elmhurst provides excellent community facilities and services, including public utilities, public safety (police and fire), parks and recreation, education, health, and governmental and institutional uses. Sustaining the quality of public education is an important Plan objective, with implications for neighborhood vitality, employment, and economic investment. The City should upgrade and maintain all community facilities and services as redevelopment shapes the community and community sub-areas, allowing equal access to all facilities for all residents. Recommendations to maintain this system include:

- Coordinate the provision and upgrade of municipal services in all new development and redevelopment projects,
- Implement public works recommendations,
- Implement the community facilities recommendations included in the Downtown Plan,
- Promote adaptive reuse of the current Elmhurst Memorial Hospital facility,
- Maintain cultural and educational resources available to residents and visitors through collaboration with the Park District, the Cultural Campus, Elmhurst College and Elmhurst Memorial Hospital,
- Provide a quality telecommunications system to foster advanced commercial/employment development, and
- Demonstrate “green practices” through the incorporation of green elements into public facility buildings.

## Natural Resources

Elmhurst’s natural features and resources

are an essential part of the community, providing a restorative balance between the built and natural environments. The community is crossed by various waterways, lakes, wetlands and wooded areas. The Plan recommends that the City build on current programs and projects to preserve and enhance the community’s natural resources, as well as promote long-term environmental sustainability. The following recommendations summarize pertinent goals, objectives and policies set forth in this Plan:

- Preserve natural resources within the community to maintain environmental processes,
- Encourage the use of sustainable and complementary development practices, and
- Maintain standards to promote recreational use of natural areas, encouraging environmental education.

## Sustainability

Sustainability seeks to keep human needs and natural resources in balance by emphasizing the use of renewable resources. Policies that promote sustainability are incorporated in almost every aspect of the Comprehensive Plan. This chapter seeks to take those recommendations a step further through the creation of a City-wide sustainability program. Recommendations for increased sustainable development within the community include:

- Implementing the land use plan because it supports a cohesive and complementary mix of uses that will result in more efficient activity patterns, including the co-location of jobs and housing,
- Providing alternative transportation options to residents of all income levels to increase mobility while reducing the amount of overall carbon emissions generated in Elmhurst;
- Encouraging sustainable building practices for individual, municipal and business development, from green building practices to overall sustainable site design, and
- Updating City codes to make daily sustainable actions attractive to residents, such as recycling programs and alternative energy supply.

## Urban Design

Elmhurst is known for the human scale and historic character of its built environment. The urban design policies of the Comprehensive Plan are intended to strengthen the visual image and identity of the City. To achieve this goal, public improvement projects should incorporate rigorous design standards in order to set a positive example for private development. Recommendations include:

- Promoting the preservation and protection of properties of local historical or architectural value and steer redevelopment of commercial and residential proper-







- ties to complement community character,
- Developing design guidelines and a streetscape improvement plan to enhance the appearance of neighborhoods, local business districts and major thoroughfares,
- Enhancing the downtown through a series of public improvements already defined in the Downtown Plan (2006), and
- Encouraging extensive landscaping as means to buffer land uses, provide pedestrian amenities and promote community character.



## COMPARISON WITH 1990 COMPREHENSIVE PLAN

### What We Achieved

The City of Elmhurst's first Comprehensive Plan was adopted in 1990. Like the current Plan, it included extensive community involvement and participation which formed the fundamental framework for many of the Plan's recommendations. While the previous plan's accomplishments are too numerous to cite here, major achievements guided by the 1990 plan include:

- Downtown improvements, including emphasis on a stronger overall market position, development and redevelopment opportunities, and definition of the ultimate boundaries of the Downtown. Key achievements include new residential, commercial, and institutional developments as well as establishment of the Elmhurst College/Cultural Campus improvement programs.
- Significant stormwater management improvements, including Elmhurst Quarry and large detention storage facilities at Eldridge Park.
- Redevelopment of the southern end of the City, including Emerald Towers, Elmhurst Memorial Center for Health, Elmhurst Christian Reformed Church, Park Place Retirement Community, and the new Elmhurst Memorial Hospital.
- Enhanced home value and residential quality.

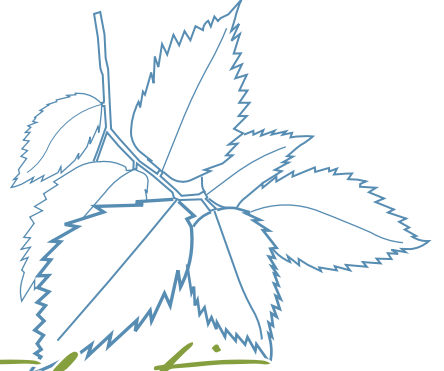
### What We Plan to Achieve

The new Plan is built around many of the same fundamentals as the previous plan. These are clearly articulated in the Vision for Elmhurst, found in Chapter 2. Among these elements, the new Plan continues to emphasize and reinforce the quality and character of the City's residential neighborhoods. The City's compact nature and grid street system will continue to be an asset in the future. A continued emphasis on intergovernmental coordination will also be required to ensure quality and responsive community services and facilities.

Through the public involvement process, the planning program emphasizes several important elements, including:

- **Community Sub-Areas:** The new Comprehensive Plan focuses on nine community sub-areas. These locations are comprised of primarily non-residential land uses, generally located along highly visible transportation corridors and gateways, as well as within the City's neighborhood commercial shopping areas. As a mature community with few new areas for development, the Plan seeks to leverage the economic development possibilities from these locations while ensuring stable and compatible land use relationships with adjoining areas.
- **Regional Travel Patterns:** Growth in the greater metropolitan area has caused an increase in congestion on major regional and community roadways. Plans for improvements to O'Hare International Airport and its entrance and exit-ways, in proximity to the City of Elmhurst, suggest the potential for further congestion. While regional transportation facility improvements are necessary, the City also has a role in protecting the integrity of the compact Elmhurst street system and hierarchy. For instance, in recent years, cut through traffic has threatened neighborhood quality and safety. The Comprehensive Plan includes a variety of ideas and recommendations that can be implemented to help maintain the street system function as designed.
- **Neighborhood Character:** Beginning in the early 1990's residential redevelopment began to reshape the City's housing stock. While the trend was not universally accepted in the community, reinvestment was underway and that residential redevelopment would result in an improved housing stock taking the City through its next 30-35 year housing cycle. With Elmhurst's rising affluence, balancing this trend with the need to sustain a work force and affordable housing has become a new challenge that the community will need to monitor in the future.
- **Sustainability:** The notion of sustainability has moved beyond a concept of convenience for those that choose to embrace it as a necessary way of life. Communities of choice in the 21st century will fully embrace the design and development principles and standards surrounding a sustainable future. Alternative energies, methods of stormwater management, and an increase in multimodal travel options are but a few of the technology and behavioral changes successful communities will undergo in the near future. Change is rapid in this subject area and the Comprehensive Plan begins to anticipate the role Elmhurst will have in transforming the community.





# *Introduction* introduction ■

## 1



## INTRODUCTION

The Comprehensive Plan is the City of Elmhurst's official policy guide to future land use, development and conservation over the next ten to fifteen years. It provides guidance for current and future growth through discussions related to topics including land use, transportation, economic development, housing, community facilities and services, natural resources, sustainability, urban design and governance. It describes the vision and provides the goals, objectives, policies and recommendations to direct the city's present and future physical, social and economic development.

Unlike City codes and ordinances, a Comprehensive Plan is an advisory tool to be consulted and considered by the Zoning and Planning Commission, City Council and other officials and staff when land use changes and capital improvements are proposed. It is long-range in orientation and intended to express general community goals and aspirations yet is specific enough to guide day-to-day land use and development activities.



## A BASIS FOR PLAN MAKING

The vision described in this Plan is rooted in the visions of Elmhurst that were outlined in the Comprehensive Plan (1990), the Cultural Campus Collaborative Report (2004), and the Downtown Plan (2006). Elmhurst's tradition of community planning and its wealth of existing community assets provide a strong foundation from which to effectively guide the future physical, social, economic, and environmental growth of the city.

This plan presents goals, objectives, plans, and strategies which can be used to guide future growth within Elmhurst. While the goals and objectives provide overall direction, the functional planning areas and related implementation strategies are focused on specific issues and topics that were identified through the stakeholder participation process as most significant for the City.

The goals and objectives provide a way to move towards the implementing the vision for Elmhurst, which is presented in the next chapter. The plans and strategies, based on input received from the Zoning and Planning Commission, City staff, and community members, provide a blueprint for the future of Elmhurst. They provide an overall framework and a basis for making decisions with regard to land use and development, transportation, community facilities, urban design and sustainability initiatives. More detailed concepts are presented for sub-areas that were identified through the stakeholder participation process as having the greatest potential for change in the future. The land use

and sub-area recommendations described in this report were developed after a series of workshops in which alternative strategies for key sub-areas were generated and discussed.

## Planning Context

Elmhurst is centrally located within the Chicago metropolitan region: it is less than twenty miles from downtown Chicago and approximately fifteen miles from O'Hare International Airport. It is very well connected to the entire region by major expressways, including I-294, I-290, and I-88 (see *Figure 1: Vicinity Map*). It also has excellent transit access. The Metra Union Pacific West Line provides commuter rail service from Elmhurst to downtown Chicago to the east and to other suburban communities located along the rail line to the west. Elmhurst is only 15 minutes away from the

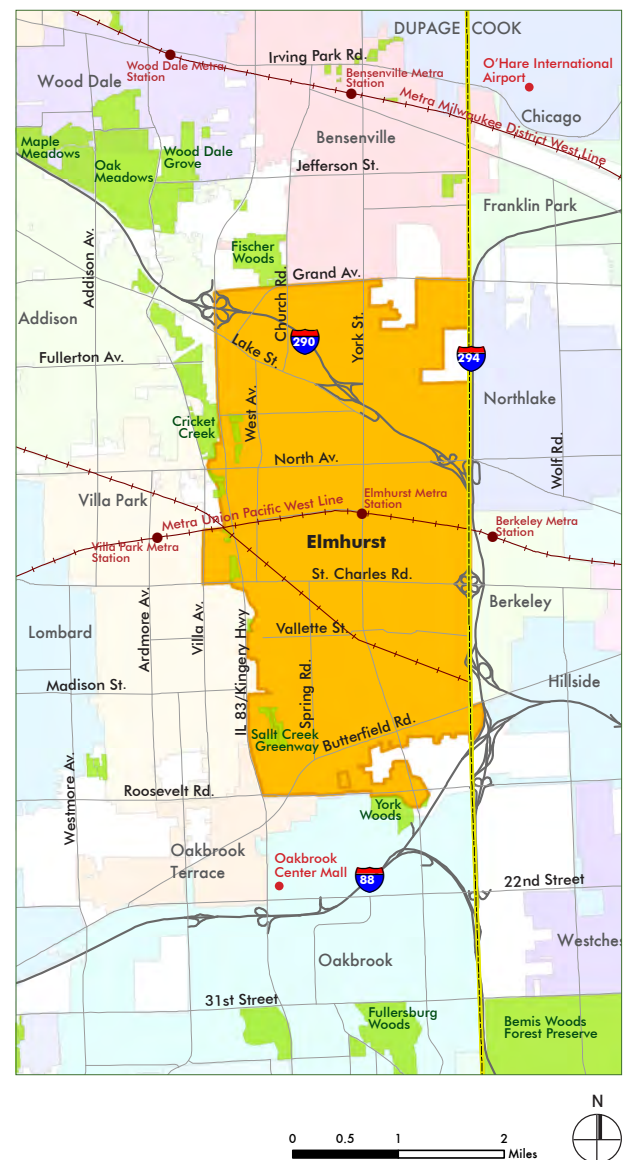


FIGURE 1: VICINITY MAP



Oak Brook shopping center area. Several forest preserves that provide recreational opportunities for residents are also present in close proximity to Elmhurst. The city is surrounded by mature suburban residential communities, including Bensenville to the north, Northlake, Berkeley and Hillside to the east, Oakbrook and Oakbrook Terrace to the south, and Addison and Villa Park to the west. In addition to all of the land within Elmhurst's municipal boundaries, this plan also addresses the unincorporated area south of Grand Avenue and east of York Street as well as the unincorporated area in the southeast corner of Elmhurst, generally bound by Harrison Street and Euclid Avenue.

## Purpose of the Plan

The City of Elmhurst is approaching a critical juncture during which critical growth and developmental policy decisions will heavily influence the physical, economic and social landscape of the community for years to come. It is a built-out, mature suburb with little available vacant land for development, yet pressures for additional development within the downtown and community as a whole indicate a significant potential for change in the future. Additionally, a number of the sub-areas are on the brink of major change – change the City should proactively seek to direct for the benefit of the entire community. Residential redevelopment is affecting older residential areas of the city, potentially altering the character of these neighborhoods. The Elmhurst Memorial Hospital is in the process of relocating its Berteau Avenue operations to its existing campus at the southern end of the city. The adaptive reuse of its medical facility on Berteau Avenue must be undertaken in a way that replicates the positive relationship that Elmhurst Memorial Hospital built with the surrounding residential neighborhood. Increased traffic, potentially from the proposed O'Hare Western access improvements, could bring increased travel down York Street.

The State of Illinois "Local Planning Technical Assistance Act" encourages local government comprehensive planning. A comprehensive plan is:

- A long-range document that is geographically comprehensive and plans decades into the future,
- Is policy-oriented and provides a framework from which to make future decisions, and
- Relies on community input and, as such, should offer multiple opportunities for and forms of community input and review.

The Local Planning Technical Assistance Act provides incentives for developing comprehensive plans in two ways. First, technical assistance grants can be made available from the state to write or revise a local comprehensive plan. Second, compliance with the statute enables the City to re-



*The historic York Theatre in Downtown Elmhurst*

ceive other state funding which could potentially support a variety of municipal services and operations.

Plans must address the following elements: issues and opportunities (vision), land use, transportation, community facilities, telecommunications infrastructure, natural resources, housing, economic development and public participation. Optional elements include natural hazards, agriculture and forest preservation, human services, community design, historic preservation and the adoption of sub-area plans as needed.

To receive a technical assistance grant within five years after the effective date of the Plan, land development regulations, including amendments to the City's zoning map and any land use actions, should be consistent with the new or revised comprehensive plan. Adoption of the Elmhurst Comprehensive Plan and Sub-area Plans places the City in compliance with the act, and enables the City continued access to State of Illinois funding sources.

This Comprehensive Plan will provide the overall direction for future land use and development patterns. As opportunities arise in the City to guide and direct land use changes, the Plan will serve as a valuable resource to decision-makers. Reviewing the maps, goals, objectives and policies contained within the Plan will ensure that decisions regarding public and private investments are made within the framework of the long-range vision laid out in the Plan.





Without the benefit of a clear statement of community expectations and aspirations, there would be little criteria upon which to evaluate land use and development decisions. The Comprehensive Plan fulfills this purpose. It has been developed with substantial community input and represents the conclusion of a two-year planning process.

### Planning Process

The Comprehensive Plan update was guided by the City Zoning and Planning Commission, with the support of the Department of Planning, Zoning and Economic Development of Elmhurst. The City developed an approach to preparing the new Plan, which included a high level of public involvement to ensure that the Plan is a true reflection of community aspirations.

Preparation of the Comprehensive Plan began with community input and a documentation of the existing conditions. A market assessment examining the potential commercial and residential market was completed (Market Assessment, City of Elmhurst, April 2007; Goodman Williams Group). With continued citizen participation, issues and opportunities were identified, and goals and objectives were established relative to a unified vision for the city. The major steps included:

- **Phase 1: Citizen Outreach and Vision:** Activities focused on garnering citizens' views regarding current and future needs of the community through interviews and community workshops. A series of interviews were conducted in December 2006 to support this phase.
- **Phase 2: Community Scan:** A document was produced analyzing existing conditions of physical, socio-economic, community facilities and services, environmental and related features of the community, including an examination of internal and external factors influencing the city's future (Community Scan Report, July 2007; HNTB). Three public workshops, along with workshops with students of York High School, Immaculate Conception High School, and Elmhurst College, were held in January and February 2007 with the public to learn about additional community issues and opportunities. The Community Scan was brought before the Zoning and Planning Commission in May 2007.
- **Phase 3: Imagining the Future:** This step provided a preliminary draft of the future framework for the city, including detailed sub-area plans for nine geographies.



*Community Planning Meeting*

A series of four workshops with the public and City staff were conducted October through December 2007 to receive community input on the future visioning plans (Imagining the Future: Preliminary Community-wide and Sub-area Plans, April 2008; HNTB). The draft framework and Plan were brought before the Zoning and Planning Commission in April 2008, followed by three public presentations throughout April and May 2008 to receive final community comments.

- **Phase 4: Vision Program Documentation:** This document represents the culmination of the previous three phases. Following a rigorous community assessment and evaluation of the preliminary plan, the final Comprehensive Plan was developed for community review and adoption and includes the community's preferred future land use framework, policy framework, and recommended implementation activities. The updated Comprehensive Plan will serve as a guide for Elmhurst's development over the next ten to fifteen years.

### Organization of the Plan

The Comprehensive Plan is divided into eleven chapters. Chapters 2 through 10 provide information on the nine elements as stipulated in the Local Planning Technical As-



sistance Act; Chapter 11 provides recommended strategies and activities for implementation of the Plan.

- Chapter 1. Introduction
- Chapter 2. Issues and Opportunities
- Chapter 3. Land Use and Development
- Chapter 4. Transportation
- Chapter 5. Economic Development
- Chapter 6. Housing
- Chapter 7. Community Facilities and Services
- Chapter 8. Natural Resources
- Chapter 9. Sustainability
- Chapter 10. Urban Design
- Chapter 11. Governance

The contents of the Comprehensive Plan are supported by the Community Scan and the Preliminary Community-Wide and Sub-Area Plan documents. These reports, while important elements of documentation of the planning process, do not constitute the official adopted plan and policy; the Comprehensive Plan does. The Plan, then, is the governing document when inconsistencies arise between the content of these previous documents and this Plan.

### Integration of the Elmhurst Downtown Plan

Downtown Elmhurst, the civic and commercial center of Elmhurst, is continuing to develop as a significant shopping and entertainment destination in the area. The City completed and adopted a Downtown Plan in June 2006 to guide the future growth of its downtown. The Comprehensive Plan, therefore, addresses the future development and growth for the balance of Elmhurst while complementing the downtown development framework outlined in the Downtown Plan. Parts of the Downtown Plan will be referenced throughout this document, but are not intended to comprehensively summarize the issues addressed with the Downtown Plan. For more details on certain aspects of downtown planning, please reference the complete Downtown Plan, which is available as an appendix.



### USE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan should be used by all City departments, committees, agencies and other community organizations and private interests. The plan is relevant to all citizens and property owners in Elmhurst. In particular, the Zoning and Planning Commission, City Council and City staff will have a special role in administering the Plan. Many of the Plan's recommendations are directed to both public and private actions and improvements. The interface between the majority of public and private interests are primarily managed by the City of Elmhurst.



*Gateway entry sign*



*Downtown Elmhurst*

In general, policies and recommendations described within the Plan are of equal importance and influence. The community vision, and its associated goals and objectives, however, form the core of the plan. When reviewing private or public plans and initiatives, compliance with these elements should be a priority within the evaluation process, as they most directly embody the values expressed by the community in the preparation of the Plan.





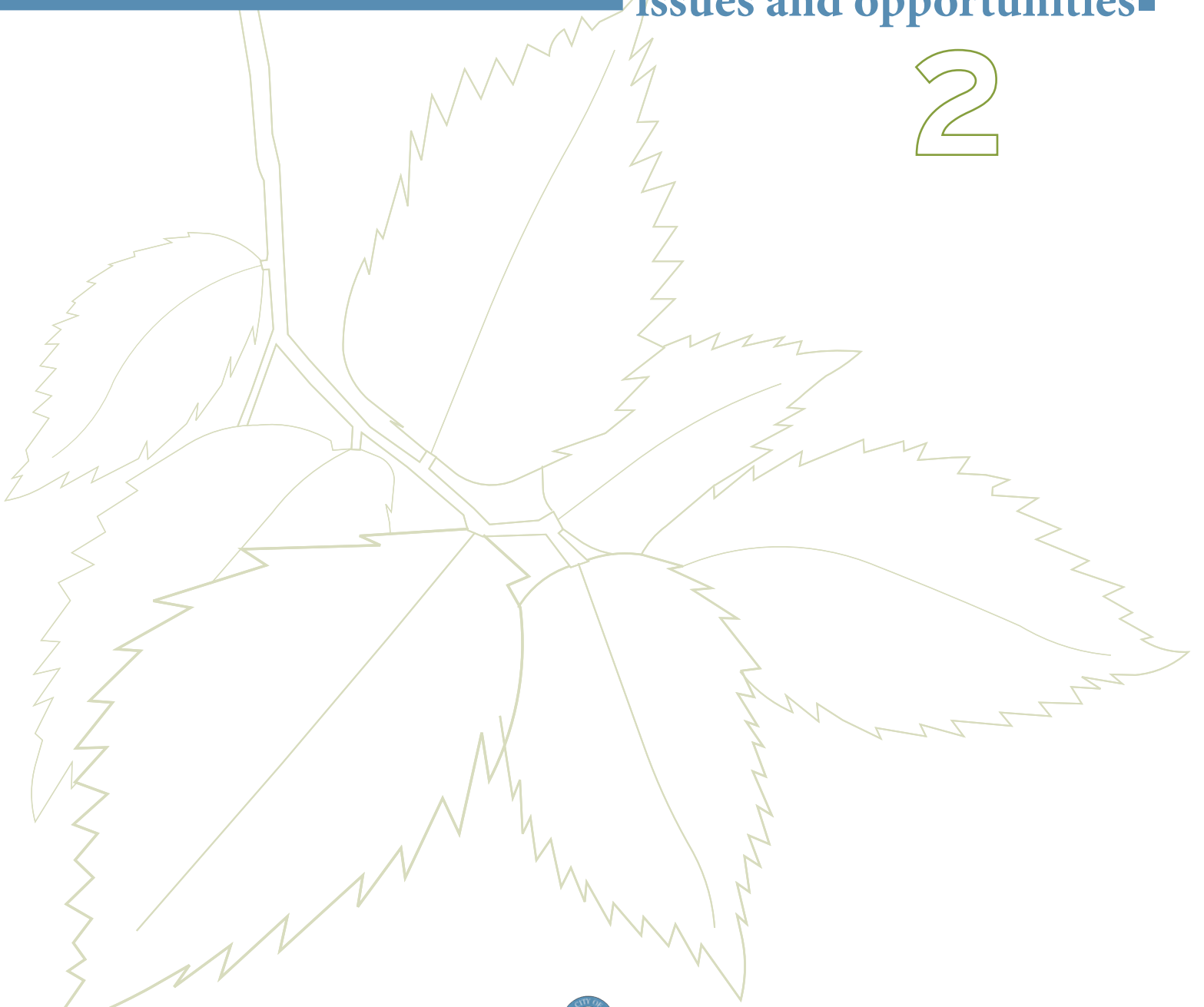


# *Issues and Opportunities*

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## ■ issues and opportunities ■

# 2





### Public Participation

The Comprehensive Plan was guided by an extensive public involvement process. From the beginning of the process and continuing through every milestone, community workshops were conducted to gain valuable community input, as well as receive reactions and input to proposed ideas. Additionally, stakeholder interviews were conducted with Elmhurst citizens to receive more focused input on such topics as education and economic development. Each step of the plan involved a review before the Zoning and Planning Commission.

Nine sub-areas were identified as presenting the greatest opportunity for change within the city, and were subject to a more detailed level of examination and analysis at each stage of the planning process. These areas include:

1. Spring Road Business District
2. York/Vallette Business District
3. North Avenue / Route 83 Area
4. Elmhurst Memorial Hospital (Berteau location)
5. North York Street and Grand Avenue Corridors
6. Lake Street Corridor
7. Elmhurst Employment District (area west of York Street and north of Lake Street)
8. South Riverside Drive Corridor
9. Yorkfield Area



The HNTB team utilized its technology tool SketchPlan-Builder™, based on Geographic Information Systems (GIS) technology, to allow participants of the sub-area planning exercises to create alternative land use and development ideas for the future of the community, establishing a high level of informed decision making in the planning process. The options generated at these workshops provided input into the development of a Future Land Use Framework and Sub-Area Plans, discussed in more detail in *Chapter 3: Land Use and Development*.

### Key Planning Themes

Through community meetings and public involvement activities, Elmhurst residents identified a full range of issues and opportunities facing the community in the future. With the benefit of this input, several themes which capture community input were identified:

- Elmhurst enjoys a wide range of cultural, entertainment and community facilities that distinguish the city from other communities in the region.
- Infill development and redevelopment has had a positive affect for the community as a whole, however the level of intensification has become a concern.
- Continued diversification of housing is important, as well as the need to provide opportunities for first-time homebuyers and senior citizens.
- Citizens of Elmhurst share a strong sense of volunteerism and community pride. An open community and a high level of collaboration are essential to the community's long term success.
- The City and associated public service agencies should continue to provide high-quality community services and facilities.
- Sustaining and improving the community's non-residential tax base is important to generate necessary resources to fund government services.
- Traffic volume is increasing community-wide, and steps should be taken to ensure continued safety.
- Quality design of and appearance of private and public improvements remains a priority.
- The city's commercial districts outside of the downtown should benefit from streetscape and design enhancements, as well as improvements to pedestrian safety.
- Downtown Elmhurst remains an important focal point of the community for local services, entertainment and governance.





The following statements complement and build upon community themes and values to present a unified vision for the future of Elmhurst.

### Collaborative Governance

Elmhurst's strength and vitality can in part be attributed to the strong relationships maintained among government agencies, institutions and community organizations in meeting long-range and daily living needs of the community. Elmhurst should continue a high level of intergovernmental and agency collaboration.

### Quality Design and Urban Form

The City will accomplish its development objectives by insisting on high quality design and materials. In the majority of the community, the City should encourage pedestrian-oriented design concepts that are consistent with Elmhurst's historical development patterns.

### Economically Competitive

The City will remain economically competitive by offering modern business parks and office, warehouse, and industrial areas, as well as retail and commercial service areas. These businesses will provide employment opportunities to residents while enhancing the non-residential tax base.

### An Efficient Transportation System

Elmhurst should continue to effectively manage and mitigate localized traffic and congestion issues throughout the community. Mobility should continue to be enhanced through improved access to public transit. The City should continue to monitor and correct travel patterns which might otherwise threaten safety to pedestrians and cyclists.

### Quality Community Facilities and Services

Because quality community facilities and services provide an important backbone in a largely residential community such as Elmhurst, continued cooperation and investment in community facilities and services are essential to maintaining Elmhurst's overall quality of life.

### Strong Community Neighborhoods

The City should continue to provide quality infrastructure and support to its residential neighborhoods to ensure their long-term aesthetic appeal and high quality of life.

Goals and objectives have been developed for each of the topics presented in the following chapters. They are intended to support public and private sector activities and decision-making that is consistent with the overall vision for the city. The framework plan and recommendations included in the Plan have been developed to directly complement these goals and objectives.

Goals and objectives play a critical role in the creation of a comprehensive plan:

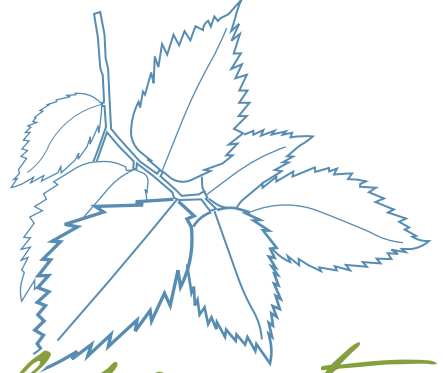


**GOALS** describe a desired outcome toward which planning efforts should be directed. In a comprehensive plan they are typically broad-based and long-range in focus.



**OBJECTIVES** describe the actions that should be undertaken to advance towards achievement of the planning goals.





# *Land Use and Development* land use and development

3





## LAND USE AND DEVELOPMENT PATTERN

The City of Elmhurst is composed of well-designed residential, commercial and employment areas that are built on a grid network of streets which provide excellent highway and transit access. This chapter addresses key planning issues with regard to land use and development, and presents the Long-Range Future Land Use Framework and Sub-Area Plans for the City of Elmhurst. As mentioned in the Introduction, any references to the Downtown Plan are not intended to represent the entirety of the Downtown Plan. For more details on certain aspects of downtown planning, please reference the complete Downtown Plan (2006).



## GOALS AND OBJECTIVES

**Goal 1:** Maintain strong residential neighborhoods by continuing to provide quality infrastructure and promote development patterns that ensure their viability and aesthetic appeal.

### Objectives:

1. Protect single-family residential areas from encroachment by land uses and traffic which may create adverse impacts.
2. Require adequate buffering and screening between residential areas and adjacent commercial, industrial or institutional uses, including parking facilities and loading areas.
3. Preserve and protect the quality of the existing housing stock through effective code enforcement.
4. Within established neighborhoods, encourage the compatibility of new and rehabilitated homes with the existing housing stock through appropriate bulk, density and design objectives.

**Goal 2:** Maintain the downtown as a vibrant, attractive and distinctive shopping, dining and entertainment center while retaining its small town character, range of living options, and diverse cultural activities.

### Objectives:

1. Maintain a diversity of stable, high-quality uses that includes a strong retail component.
2. Implement the Downtown Plan, which provides recommendations for a transit-oriented development pattern
3. Ensure that new development and redevelopment of private properties are contextually appropriate and designed to complement existing development.
4. Facilitate safe and accessible circulation patterns throughout the downtown for both pedestrians and vehicles.



*Community Commercial*

5. Ensure the provision of adequate parking facilities in the downtown in order to attract and serve residents, commuters, and downtown employees.
6. Undertake an aggressive marketing campaign to highlight the strengths and assets of the downtown.
7. Improve the land use transitions between the downtown and adjacent neighborhoods.

**Goal 3:** Encourage a complementary and market-driven series of commercial developments that are organized to provide a variety of goods and services throughout the community.

### Objectives:

1. Designate and facilitate a city-wide system of commercial and employment development by sub-area, providing for neighborhood, community and regional centers.
2. Seek a quantity and mix of commercial and retail development which meets the needs of the city over the planning period.
3. Ensure that all retail, office and commercial activities are concentrated within or near areas of compatible uses.
4. Discourage new strip commercial development within the city and encourage clustered commercial uses.
5. Ensure convenient access to and adequate parking within all shopping areas, encouraging consolidated parking facilities where feasible.
6. Encourage the design of commercial development sites that facilitate bicycle and pedestrian access.
7. Develop a process for designating and implementing Planned Development (PD) overlay districts.





**Goal 4:** Encourage aesthetically-pleasing and functionally well-designed retail and commercial shopping area environments.

**Objectives:**

1. Encourage quality site development improvements and amenities in commercial areas.
2. Encourage coordinated and shared vehicle access, as well as bicycle parking facilities.
3. Maintain a program that reasonably and uniformly regulates signage while providing for the identification of City businesses.
4. Establish special design and improvement standards for commercial areas, particularly for development along the community's major street corridors.

**Goal 5:** Expand and maintain a strong employment base in Elmhurst which enhances the overall standard of living.

**Objectives:**

1. Continue to encourage diversification of employment opportunities within the community.
2. Ensure compatible land use relationships between employment centers and surrounding land uses.
3. Continue to attract new businesses that provide the opportunity for increasing individual and community wealth.

**Goal 6:** Strengthen the city's industrial base.

**Objectives:**

1. Encourage the concentration of industrial uses in the city's northwest corner.
2. Continue to enforce zoning, nuisance, and performance standards to minimize industrial effects on nearby residential properties.
3. Encourage redevelopment of obsolete and/or physically deteriorated industrial buildings.
4. Undertake appropriate infrastructure upgrades to support the continuing viability of the industrial base.

**Policies**

The following policies provide a framework for guiding the creation and implementation of land use and development strategies.

**Residential Development**

1. Preserve and enhance the existing visual and environmental character of Elmhurst's various residential neighborhoods by developing new residential design guidelines.
2. Construct small-scale "infill" single- and multi-family residential development within existing neighborhoods

in a manner compatible in scale, mass and character with surrounding existing residential development.

3. Concentrate higher density/high-rise multi-family residential development in the downtown area.
4. Promote Leadership in Energy and Environmental Design – Neighborhood Development (LEED-ND) strategies in neighborhood redevelopment efforts, specifically in Planned Development proposals.
5. Modify the City's Zoning Ordinance to reflect the policies and objectives of the Future Land Use Framework.

**Commercial, Industrial Employment Development**

6. Implement policies included in the Downtown Plan (2006).
7. Protect and enhance the commercial land use functions of the Lake Street and Grand Avenue corridors and the industrial land use functions of the employment area between Grand Avenue and Lake Street, and Route 83 and York.
8. Develop a set of commercial design and maintenance guidelines to streamline universal improvements or needs such as streetscaping, landscaping, parking, etc.
9. Encourage continued development of office uses downtown and in sub-areas where transportation, visibility and access create opportunities for new and compatible development; permit and encourage desirable redevelopment and adaptive reuse in commercial areas.
10. Encourage the development of a complete sidewalk network, bike lanes, bicycle parking facilities and pedestrian amenities (lighting, signage, etc.) where possible.
11. Ensure that the design of commercial development supports and does not conflict with the adjoining street system and does not adversely impact adjacent residential areas.
12. Integrate open space in commercial development, including the preservation and enhancement of natural features, as well as new open areas, squares, plazas and courtyards as focal points for pedestrian activities.
13. Make municipal resources available for commercial/residential improvements, including facade improvements, streetscape improvements, parking, land acquisition, complete streets and other programs which will provide functional and appearance enhancements.



## EXISTING LAND USE

The existing pattern of land uses in the city is a strong influence on future land use and development patterns. The current pattern of land uses in Elmhurst is illustrated in *Figure 2: Existing Land Use*.

Elmhurst is a mature residential community. It consists mainly of well-established single-family neighborhoods. Elmhurst also offers a variety of other housing options including townhomes and multi-family apartments and condominiums. The majority of these residential types are concentrated in the downtown area where higher residential densities are desirable, and as a transition use between commercial uses and single-family neighborhoods.

Public schools and parks, and other institutional uses such as churches, are well-integrated throughout the community, ensuring that residential neighborhoods throughout the city have convenient access to these facilities. Several community institutions which serve as a community and regional draw are a part of the cultural campus in the southwest portion of the downtown area. It includes key community uses such as the public library, several museums and Elmhurst College.

Commercial land uses within the city are concentrated in several areas. These concentrations generally occur in nodes at major street intersections, with strip commercial development found in a limited number of areas. The downtown is the commercial center of Elmhurst and contains the city's widest variety of shopping, dining and service businesses, and has been the focus of much recent redevelopment efforts. Two smaller-scale neighborhood shopping areas are located south of the Downtown. Other larger-scale commercial uses are concentrated along North York Street, Grand Avenue, Lake Street and Butterfield Road. Large community-scale commercial developments, such as the auto dealerships, are located at the periphery of the community along Grand Avenue and IL Route 83.

Elmhurst also contains a variety of employment uses. The largest office and industrial uses in the city are concentrated in a business park in the northwest part of the city, north of Lake Street and west of York Street. Another industrial corridor containing heavier uses is located southwest of the city along South Riverside Drive. Smaller professional offices are located in the commercial nodes and corridors within the city, including the downtown.



*Mixed Use*



*Single-Family Residential*



## FUTURE LAND USE PLAN – LAND USE CATEGORIES

Elmhurst's future land uses have been classified into categories described below. Currently, the primary land use in Elmhurst is residential. Because existing land uses are a key determinant of future land uses, it can be anticipated that Elmhurst will remain primarily a residential community for the foreseeable future. In order to support and strengthen the residential uses within the community, the City may transition targeted existing land uses to encourage new commercial, mixed-use and residential redevelopment. Land use recommendations of the Downtown Plan (2006) have been incorporated into the Future Land Use Framework and include downtown-specific land uses.





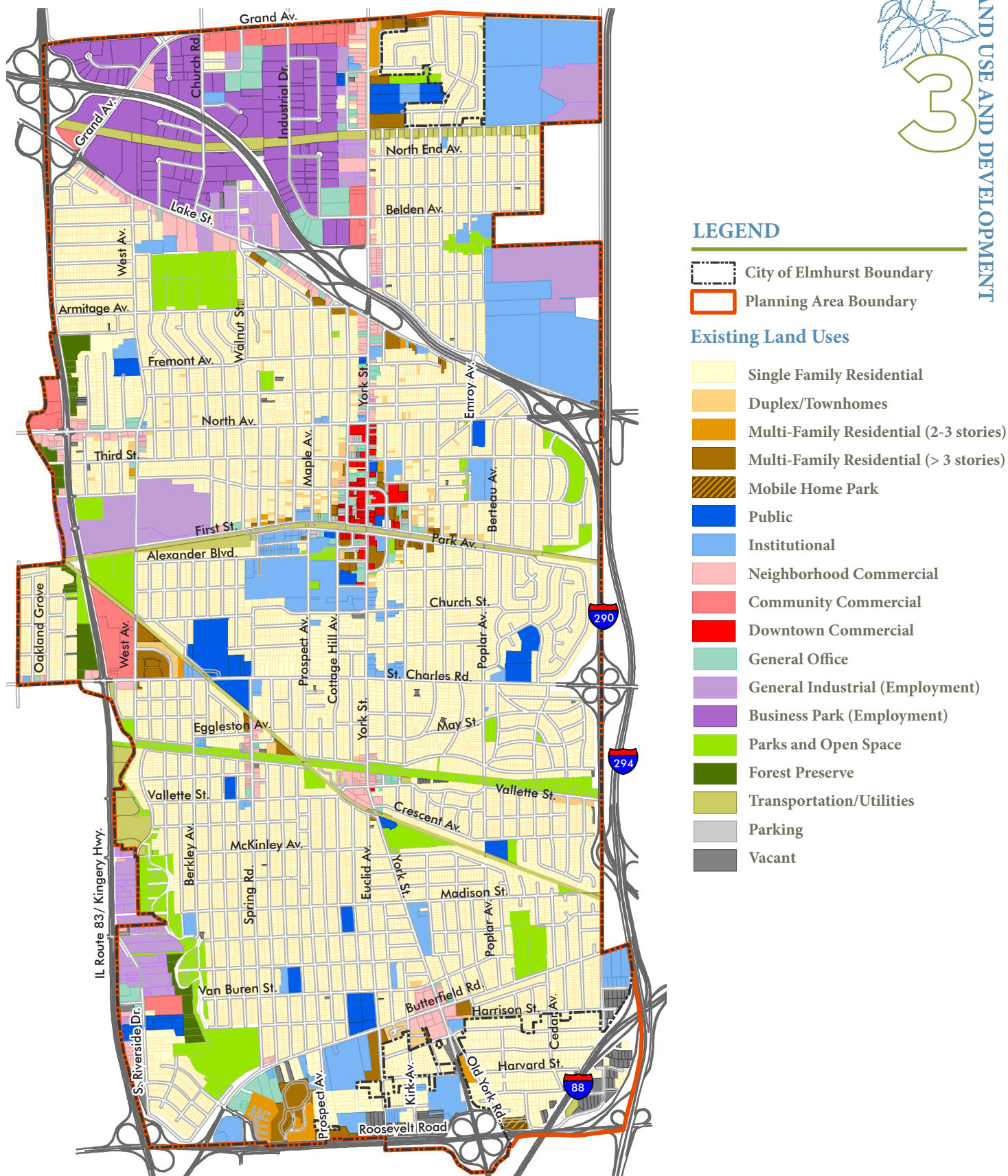


FIGURE 2: EXISTING LAND USE

Scale: 1" = .50 miles

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**Single-Family Residential (3-6 du/ac):** Consisting of detached single-family homes, this is the predominant land use type within Elmhurst. The City contains a variety of homes differing in age, style and architectural character in its different neighborhoods. The oldest neighborhoods in Elmhurst are located surrounding the downtown. The Plan is intended to strengthen and maintain the city's existing single-family neighborhoods.

**Duplex/Townhomes (5-8 du/ac):** This category includes duplexes that contain two dwelling units in a single structure and townhomes, which are three or more dwelling units with individual exterior entrances. Townhomes are a relatively newer residential product type within the city. Duplexes and townhomes are present in several locations, including within neighborhoods that surround the downtown and as a transition between major arterials and single-family neighborhoods. In many instances duplexes within older neighborhoods are non-conforming uses within the R2 Single Family Residential District. The Future Land Use Framework suggests gradually phasing out isolated duplex uses.



*Duplex/Townhomes*

**Medium-Density Multi-Family Residential (up to 15 du/ac):** This category consists of buildings that contain multiple dwelling units in a single building accessed through a common entrance. This category includes smaller two- to three-story structures and is present in a variety of locations throughout the city, including the downtown and along major corridors like York and Lake Streets.

**High-Density Multi-Family Residential (up to 20 du/ac):**  
This category consists of land uses that are

present primarily on the periphery of the downtown and along major corridors, including Lake Street, York Street, Butterfield Road, and Roosevelt Road. This category consists of buildings that are greater than three stories. These taller multi-family buildings in Elmhurst tend to range from four- to six-stories in height.

**Public:** Land uses include institutions directly operated by the City or other governmental agencies such as the public school and park districts. Many of the public facilities in Elmhurst are concentrated in the downtown area. These facilities are addressed in more detail in *Chapter 7: Community Facilities and Services*.

**Institutional:** This category includes a variety of community institutions that are operated by non-governmental and private agencies. Such institutions include places of worship, private schools, museums, Elmhurst College and Elmhurst Memorial Hospital. Land uses in this category can attract vehicular and pedestrian traffic, and are similar to the facilities described in the “public” category. While the museums and the College are located within the Elmhurst Cultural Campus in the downtown area, other institutions, such as churches, are present in different locations throughout the community. These facilities are addressed in more detail in Chapter 7: Community Facilities and Services.

**Neighborhood Commercial:** This category includes retail and service businesses, primarily to meet the convenience needs of surrounding neighborhoods. Small-scale stand-alone office uses can also be found in these areas. This land use type may occupy freestanding buildings or multi-tenant structures. Two such areas in Elmhurst are the Spring Road and the York/Valette business districts. In addition, neighborhood-scale commercial uses are present along North York Street, Lake Street and at the intersection of York Street and Butterfield Road. Several of these commercial concentrations are addressed in more detail in the sub-area plans to follow.

**Community Commercial:** This category includes businesses that draw patrons from throughout Elmhurst and surrounding communities. In Elmhurst, community commercial includes large stand-alone commercial uses such as auto-dealerships and integrated multi-tenant retail shopping centers with anchor stores. Stand-alone office uses are also included. The community commercial areas are located along the major corridors of Grand Avenue, North York Street, Lake Street, and Route 83. Most of these commercial concentrations are addressed in more detail in the sub-area plans to follow.





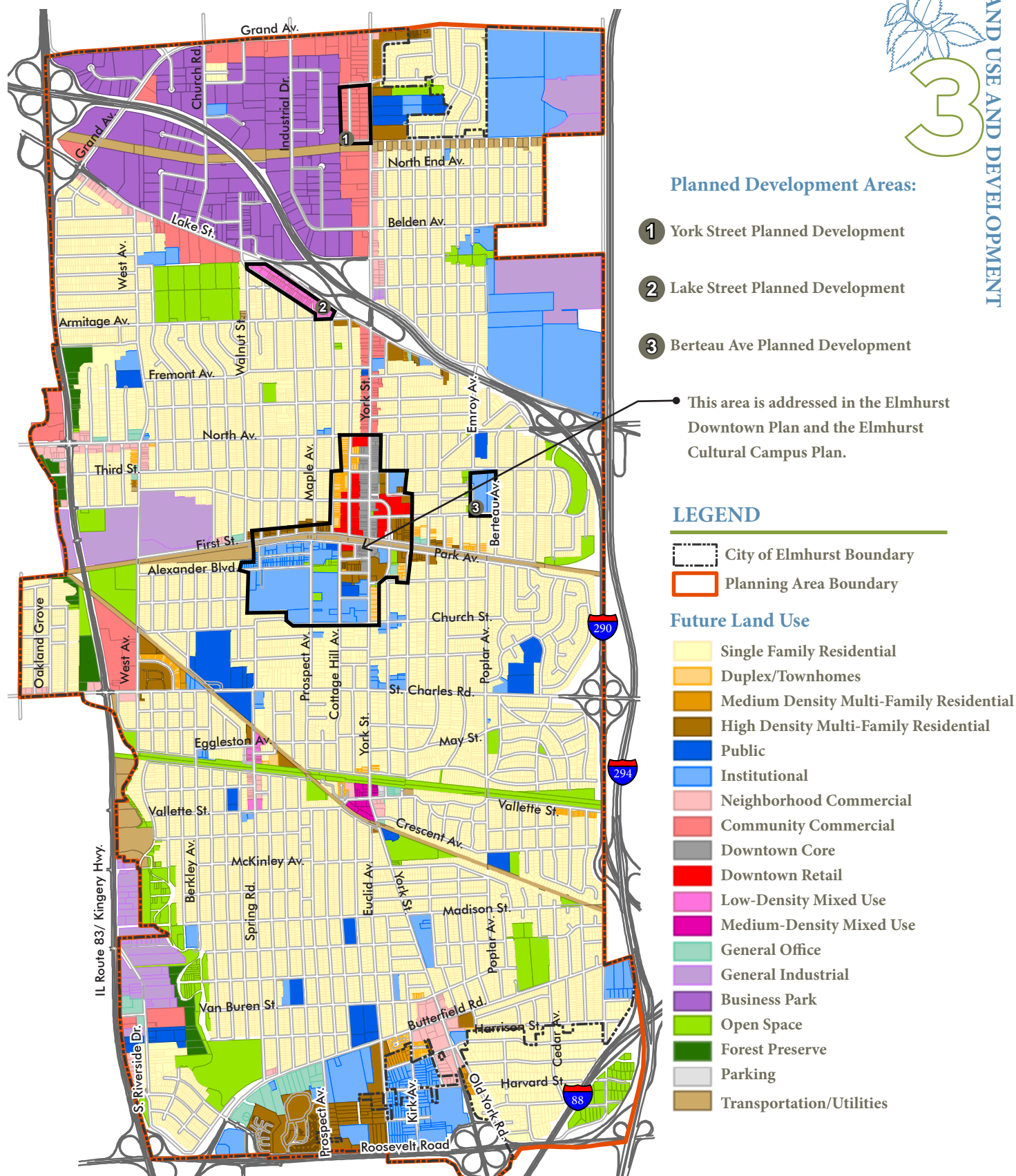


FIGURE 3: FUTURE LAND USE

Scale: 1" = .50 miles





**Low-Density Mixed Use (8-12 du/ac):** This category allows for multiple uses within one building, and is typically structured with ground floor office, retail and/or commercial uses, and residential uses on upper floors. This category consists of buildings that are no more than three stories in height. Mixed-use developments allow more than one type of use in a building or set of buildings. Mixed-use developments consist of combinations of retail, commercial, office, professional and personal service designed with specific relationships to housing, particularly medium- to high-density housing. Mixed-use developments may also include a transit component as an integral part of overall design. The advantages of mixed-use development include more efficient use of land, lower costs to provide services, a diversity and/or transition of land uses, and a specific sense of community. In Elmhurst, this use is recommended in existing commercial districts or along main arterials.

**Medium-Density Mixed Use (12-15 du/ac):** This category consists of buildings that are greater than three stories. This higher-density mixed use category is appropriate for major commercial nodes, including the intersection of York and Vallette Streets.

**Downtown Core Commercial:** This category is intended for the downtown uses oriented along York Street. The Downtown Core Commercial should sustain a wide mix of retail, restaurant and entertainment uses, and function as a focal point for community shopping. Uses should be organized in mixed-use, multi-story buildings. High-density multi-family residential uses are acceptable in this zone. Buildings should not exceed eight stories in height.

**Downtown Commercial:** This category includes a mix of retail, commercial service and office uses that are complementary to the Downtown Core Commercial and surrounding residential areas, creating a buffer between the York Street high-intensity commercial uses and surrounding downtown residential development. This category allows for multiple uses within one building, and is typically structured with ground floor office, retail and/or commercial uses, and residential uses on upper floors. Medium-density multi-family residential and high-density mixed-uses are appropriate residential categories in this zone. Buildings should not exceed eight stories in height.

**Cultural Campus:** This category reflects an overlay zone in the downtown area that includes the Cultural Campus special planning area. Uses include a mix of public and quasi-public land uses that are unified through appropriate physical integration and connection to the downtown.

**General Office:** This category refers to stand-alone office buildings that accommodate medical, professional and other business services. These buildings can be single or multi-tenant and can be located in clusters or interspersed with other uses. Office uses are present mostly in the downtown, on North York Street, on North Avenue near Route 83, and in the employment area north of Lake Street.

**Business Park:** This category includes office, research and development, warehousing, distribution, and light manufacturing uses in a large-scale “campus-like” setting. Uses within this category typically generate significant employee and truck traffic.

**General Industrial:** This category refers to industrial uses such as manufacturing, processing, and warehousing facilities that are freestanding operations. In the Future Land Use Framework, several existing industrial land uses are included in the Business Park category to reflect the need to coordinate development in these areas in the area.

**Transportation and Utilities:** This category includes railroad rights-of-ways, utility rights-of-ways, water distribution, wastewater treatment and other such facilities. Public road rights-of-way are not included in this category.

**Parks and Open Space:** This category includes parks and open spaces for passive or active recreational purposes. These uses are located throughout the City, and most of the properties are managed by the Elmhurst Park District.

**Forest Preserve:** This category includes open space and natural areas owned and managed by the DuPage County Forest Preserve District. The forest preserves are public access areas and provide for both active and passive recreational facilities. The largest forest preserves within Elmhurst are the Salt Creek Greenway and the Graue Woods.

**Parking:** These are publicly-owned parking lots and structures, most of which are located in the downtown and the Spring Avenue shopping area. These facilities provide parking for business patrons and Metra commuters in the downtown.



## FUTURE LAND USE FRAMEWORK

The City of Elmhurst is laid out on a grid network of streets, a development pattern that is easily navigable and encourages pedestrian usage. Elmhurst is known for a series of defined neighborhoods and a quality education system. Multi-family developments tend to be concentrated downtown, near the transit station. The commercial and employ-



ment base of the city can be found downtown and scattered among the separate sub-areas. Rather than expanding these existing clusters, new growth is expected to spur redevelopment activity that will sustain Elmhurst's strong employment base. The O'Hare Western Access project has the potential, if implemented, for major retail opportunities in the northern portion of the city, in the York Street and Elmhurst Employment Sub-Areas. Challenges include consolidating existing land uses, converting scattered residential uses to commercial, and controlling traffic access on this busy corridor. Several decisions will be made after this Plan is adopted that can have serious implications for the city. The remainder of this chapter will provide recommendations for addressing these upcoming opportunities and challenges and provides a framework for decision-making. The Future Land Use Framework seeks to organize land uses in a manner that efficiently coordinates future land use, community facilities, and services.. The overall land use framework is depicted in *Figure 3: Future Land Use Framework* and discussed further below.

### Planned Development Areas

A number of areas are designated as Planned Developments (PD) in the long-range land use plan. The Planned Development technique requires that the entire area is designated by master plan for re-use and redevelopment as a unit, allowing the City and area residents and businesses to consider all aspects of a potential project's impact. The City's zoning ordinance should be amended to require planned developments in these boundaries as a means for implementing the recommendations of the Comprehensive Plan.

Within the sub-areas (discussed in more detail later), the Future Land Use Framework identifies three Planned Development (PD) areas, including the York Street PD (Sub-Area 5), Lake Street PD (Sub-Area 6) and Berteau Avenue PD (Sub-Area 4) identified in *Figure 3: Future Land Use Framework*.

- The York Street Planned Development area is immediately west of York Street along Addison Avenue. This area currently has a mix of office, industrial and residential uses. Because of its strong presence on York Street, land should be assembled as it becomes available and this area should be redeveloped with retail uses that complement the planned land uses to the north and south.
- The Lake Street Planned Development is located along Lake between Walnut Street and Larch Avenue. This area is not very accessible due to the proximity to a traffic interchange with I-290. Because of these accessibility issues, this site could benefit from land as-



*Elmhurst Library*

sembly and redevelopment into a mixed-use site that includes upper-story residences and ground floor uses that do not rely on drive-by customer traffic, such as office or service uses.

- The Berteau Avenue Planned Development is the existing Elmhurst Memorial Hospital site. As the hospital is in the process of relocating its facilities to a larger campus further south, the existing hospital structures will remain amidst a single-family residential neighborhood. The designation of this site will allow master-planned, comprehensive redevelopment and coordination with the neighboring community to maintain compatibility of uses.

### Downtown Elmhurst

The future land use pattern in the Downtown and Cultural Campus areas are addressed in more detail in the Downtown Plan (2006) and Cultural Campus Collaboration Plan (2004), previously adopted by the City.

### Residential Redevelopment

The development and maintenance of strong neighborhoods and quality housing is key to the lasting success of the city. A mixture of new and established housing stock is necessary to order to maintain the vitality of the community. Elmhurst, like the rest of the country, has experienced a surge of residential redevelopment over the past decade.





This recent trend towards residential redevelopment has left some residents of Elmhurst concerned that these new homes are out of context with the surrounding neighborhood.<sup>1</sup> Elmhurst's grid street pattern and comparatively small lot sizes combine to visually magnify the perceived aesthetic disruption that redevelopment can cause. Specific zoning mechanisms, including bulk and area controls, are tools that may be applied to addressing these community concerns. Elmhurst currently has comparatively strict development regulations, including 30 percent lot coverage maximums and front setbacks that range from 25 to 40 feet, but may choose to more aggressively regulating the bulk and massing of structures through additional zoning controls. However, increasing zoning regulations may create a whole new class of non-conforming structures and function as a disincentive to future redevelopment. Any revisions to zoning regulations, then, must be carefully evaluated.

While additional regulatory controls may appear the most effective way to guide this type of development, incentives can induce developers to voluntarily comply with the redevelopment policies of the City. The City, for instance, may consider offering incentives, including streamlined permitting and reduced fees, in order to encourage the rehabilitation of existing housing stock, rather than demolition and replacement.

In addition to supporting redevelopment of the existing housing stock, the City should work to encourage new multi-family residential development. This could include townhome development located within or near single-family neighborhoods, as well as higher-rise buildings in the downtown area. As part of comprehensive Plan implementation, the City should continue to provide quality infrastructure and services to neighborhoods, as well as maintain appropriate buffers between residential and commercial areas. Policies and recommendations related to residential redevelopment and specific housing type and bulk are discussed in *Chapter 6: Housing*.

### LEED-Neighborhood Development (ND)

Throughout the community, Elmhurst should encourage incorporation of LEED-ND standards in neighborhood and community development. This program is still in its pilot phase, but offers many good recommendations for community development. General principles include:

- **Reduce unplanned growth:** While Elmhurst's bound-

<sup>1</sup> The determination of whether residential redevelopment in a community issue is unclear. It is perceived to be problematic, however a recently released City resident survey shows that less than 4 percent of the respondents cited residential redevelopment as an issue.



*Neighborhood Commercial*

aries are geographically constrained by abutting communities, unplanned growth can still occur within the city limits. This growth can be manifest in the development of multi-tenant structures with too many curb cuts to an arterial road, through the development of auto-oriented uses near a transit center, or through the siting of incompatible uses. Redevelopment should be concentrated in locations that are close to downtown and existing business districts/employment centers. These areas should have good transit access.

- **Encourage healthy living:** LEED for Neighborhood Development emphasizes the creation of compact, walkable, vibrant, mixed-use neighborhoods with good connections to nearby communities. This development pattern results in increased rates of bicycle and pedestrian usage, which improves health.
- **Protect threatened species:** LEED encourages compact development patterns and the selection of sites that are within or adjacent to existing development to minimize habitat fragmentation. This development pattern can also help preserve areas for recreation.
- **Increase transportation choice and decrease automobile dependence:** An increase in the variety of transportation choices decreases reliance on automobile use. Redevelopment efforts should occur near convenient transportation choices such as buses, trains, car pools, bicycle lanes and sidewalks.





## SUB-AREA PLANS

An extensive public involvement process was undertaken to gather community input for the new Plan. The City of Elmhurst is largely composed of stable single-family neighborhoods that are not expected to undergo significant changes in land use. A series of nine sub-areas were identified to focus input and community interaction to those locations that are, or expected to experience, pressure for change, or that require a more focused and detailed planning program to better understand and fulfill community objectives for the area. Issues, opportunities and needs were identified for each sub-area that were then subject to community review and discussion. This was followed by a brainstorming session to develop general solutions and detailed recommendations. The sub-areas, listed below, are illustrated on *Figure 4: Planning Sub-Areas*:

1. Spring Road Business District
2. York/Vallette Business District
3. North Avenue / Route 83 Area
4. Elmhurst Memorial Hospital (Berteau location)
5. North York Street and Grand Avenue Corridors
6. Lake Street Corridor
7. Elmhurst Employment District (area west of York Street and north of Lake Street)
8. South Riverside Drive Corridor
9. Yorkfield Area

The following pages discuss the sub-areas in more detail, including a discussion of land use and redevelopment, urban design and circulation and implementation recommendations.

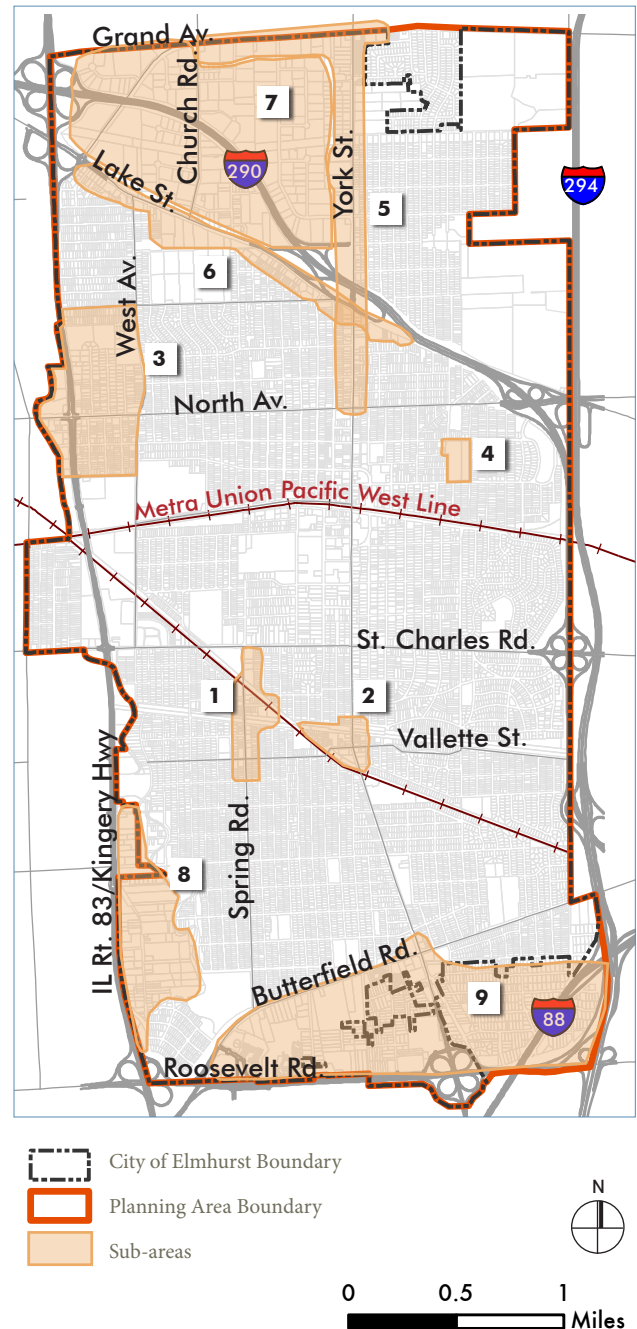


FIGURE 4: PLANNING SUB-AREAS







## LEGEND

- Single Family Residential
- Duplex/Townhomes
- Multi-Family Residential (> 3 stories)
- Public
- Institutional
- Neighborhood Commercial
- Mixed Use (up to 3 stories)
- Parks and Open Space
- Transportation and Utilities
- Parking

## LAND USE AND REDEVELOPMENT

The Spring Road business district is a highly successful neighborhood shopping district located on a four-block stretch along Spring Road from Vallette Street on the south to the Canadian National Railroad (CN) on the north. Spring Road is an important north-south collector street, as well as a high-quality pedestrian-oriented shopping district. It sustains a vibrant mix of retail, service and restaurant uses, most of which are locally-owned. Businesses are concentrated on the half-block facing Spring Road on either side and are surrounded mostly by stable, single-family residential neighborhoods. The Illinois Prairie Path passes through the center of the district.

The City should continue to promote an attractive mix of ground level uses within the district to maintain a neighborhood-scale area with a vibrant, pedestrian-oriented character. The City should consider creating a new mixed use zoning district to serve this sub-area, as well as the similar character type of the York/Vallette Road Business District. New businesses should be actively recruited (by the Spring Road Business Association and/or Chamber of Commerce) to further diversify and strengthen the retail/service mix in the district to fill any vacancies that may arise.

As new commercial uses are proposed, their impact on parking will need to be studied carefully.

Over time, increased demand may necessitate the provision of additional municipal parking

**(A)** The northeast and northwest corners of Vallette Street and Spring Road should transition from office and neighborhood commercial use to low-density mixed-use.

**(B)** The parcels along Spring Road between the Illinois Prairie Path and Eggleston Avenue could also be transitioned from neighborhood commercial uses to medium-density mixed-use. This land use category would serve to support the existing shopping district and capitalize on the proximity of the Illinois Prairie Path as a recreational resource. Existing neighborhood commercial uses could serve as a link and buffer between these two mixed-use nodes and the Prairie Path. Pending future development proposals, neighboring residential parcels to the east could serve to expand this mixed-use area.

## URBAN DESIGN AND CIRCULATION

Most properties within the Spring Road business district are well-maintained and the buildings are built-up to the sidewalk with storefronts creating a pedestrian-friendly environment. Future developments should maintain the existing strong streetwall and continue to have a strong pedestrian orientation. The City should consider establishing a build-to line as part of its zoning requirements.

Some buildings could benefit from facade improvements. A facade improvement grant program could be established to provide financial assistance to property owners for upgrading deteriorated building facades which would improve the overall appearance of the district. The area also lacks a distinctive streetscape and pedestrian amenities, including street furniture. A streetscape improvement program with special signage, sidewalks and crosswalks, and amenities like pedestrian-scale lighting, benches and public art, should be considered to enhance the pedestrian experience and the image of the area (see *Chapter 10: Urban Design* for more details).

Parking for commercial uses is provided on-street and in consolidated surface parking lots located at the side and rear of buildings. While the existing parking supply is sufficient, as new commercial development, especially restaurants, are proposed in the future, the demand for parking facilities within the area should be re-evaluated. New residential development is required to provide on-site dedicated parking, and is not expected to impact the parking available for commercial uses.

If sufficient demand exists, the City should consider expanding public parking in the area in the future. Potential strategies for providing additional parking include:

**(C)** Developing a surface parking lot along Prairie Path Lane on the east side of Spring Road (similar to the lot on the west side). This would require collaboration with the Park District.

**(D)** Building a parking garage on the City-owned surface parking lot northwest of the Prairie Path.

**(E)** Adequate buffers should be provided between commercial uses, including parking, and residential uses. Use of landscaping, berms or other improvements can achieve this goal while maintaining a convenient pedestrian connection between the shopping area and the adjacent residential neighborhood.

## RECOMMENDATIONS

1. Construct new parking as warranted. Structured and/or shared parking should be encouraged where feasible.
2. Maintain the existing streetwall in all new development and redevelopment.
3. Site structures to retain the pedestrian-orientation of the district.
4. Implement a streetscape program to create a pedestrian-welcome environment, as well as produce a unified image for the district.
5. Extend the Facade Improvement Program from the central business district (downtown) to also apply to the Spring Road Business District.



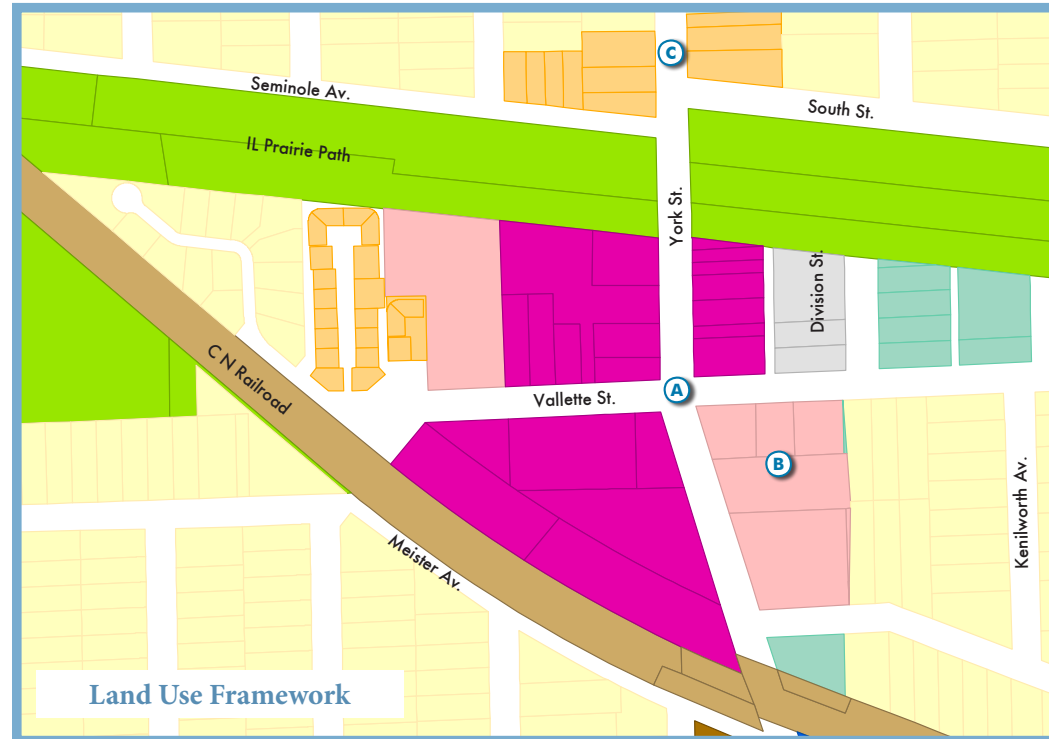
## Current Physical Configuration

- Building Footprints
- Paved Drive/Parking Area
- Parks and Open Space
- Transportation and Utilities

## Recommendations

- Streetscape
- Signage
- Gateway
- Connections / Nodes
- Key Pedestrian and Bike Routes





## LEGEND

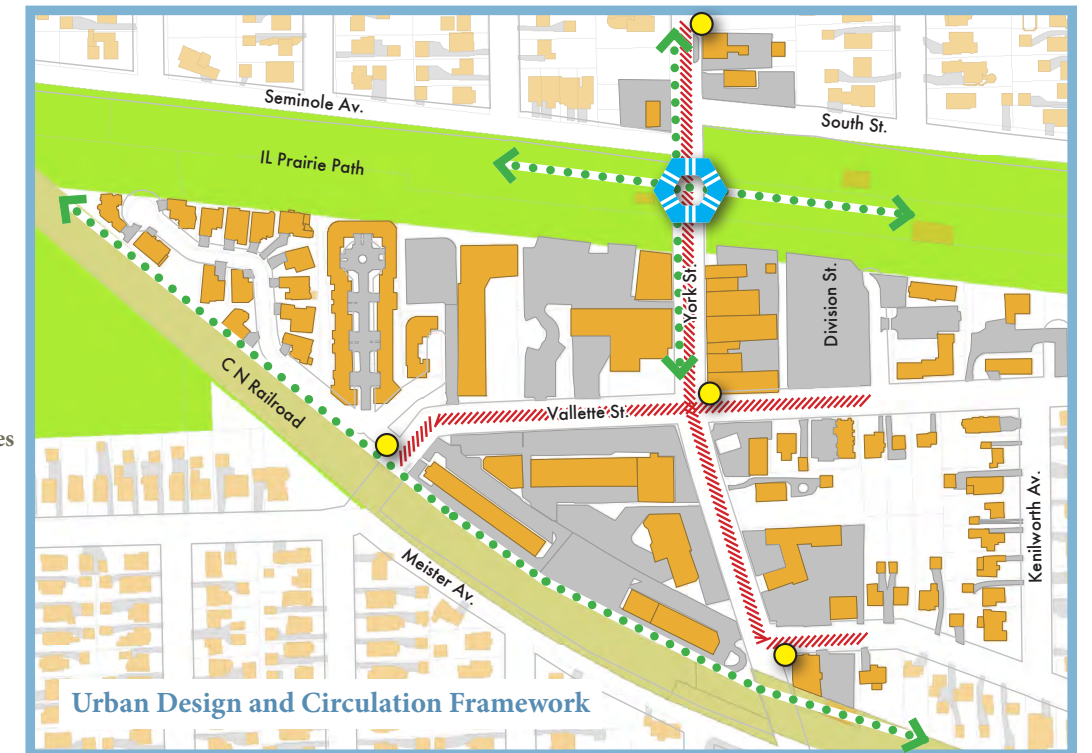
- Single Family Residential
- Duplex/Townhomes
- Neighborhood Commercial
- Mixed Use (> 3 stories)
- General Office
- Parks and Open Space
- Transportation and Utilities
- Parking

## Current Physical Configuration

- Building Footprints
- Paved Drive/Parking Area
- Parks and Open Space
- Transportation and Utilities

## Recommendations

- Streetscape
- Signage
- Gateway
- Key Pedestrian and Bike Routes



## LAND USE AND REDEVELOPMENT

The York/Vallette business district is located at the intersection of York and Vallette Streets between the Canadian National (CN) Railroad and the Prairie Path. The area has a variety of retail, service and restaurant uses located in single-story commercial centers and some low-rise office buildings. Most buildings are placed behind disconnected surface parking lots, resulting in an auto-oriented environment. The commercial district is surrounded by established single-family residential neighborhoods. New businesses should be recruited (by the York and Vallette Business Association and/or Chamber of Commerce) to further diversify and strengthen the retail/service mix in the district to fill any vacancies.

The City should consider creating a new mixed use zoning district to serve this sub-area, as well as the similar character type of the Spring Road Business District. In this district, the City should pursue shared parking facilities as a long-term strategy. In the future, the City parking lot on the northeast corner could potentially be redeveloped together with the adjacent commercial uses. The new development should include a parking structure to meet some of the shared parking needs of the business district.

**A** The disconnected, obsolete commercial centers on the southwest corner, the bank building and the older office uses on the northwest corner and the commercial and vacant uses on the northeast and southeast side are all subject to redevelopment. The City should promote mixed-use buildings on these parcels in a pedestrian-friendly environment to create a stronger and more vibrant commercial district.

**B** A new specialty grocery store and nursery with a rooftop café is proposed on the southeast corner of the district; a pedestrian-friendly design should be encouraged for this key corner location.

**C** Single-family homes predominate along the northern border of the Prairie Path, but the adjacent mix of uses and pedestrian-friendly environment could support comparatively higher-density townhomes to replace the two commercial lots currently located to the north.

## URBAN DESIGN AND CIRCULATION

As the York/Vallette business district experiences redevelopment, the City should encourage pedestrian-oriented design in the area. Buildings should be brought forward to the sidewalk and parking provided at the rear or on interior lots to create a continuous streetwall. The tallest buildings, four to five stories in height, should be located near the York/Vallette intersection, with reduced heights (two to three stories) closer to the single-family neighborhoods. Building facades should be designed to create an engaging pedestrian environment by including elements such as attractive storefronts, well-articulated entryways, awnings and well-designed signage. The City should consider developing and adopting design guidelines to guide future development in the York/Vallette business district (see *Chapter 10: Urban Design* for more details).

In addition to regulating building placement and design, the City should implement a streetscape improvement program to create a strong pedestrian character in the York/Vallette area.

Improvements such as wide sidewalks, well-defined crosswalks, pedestrian-scale lighting and street furniture will help in creating a safer and more comfortable pedestrian environment. Additionally, the City could consider using elements such as special signage, banners and public art with a distinctive theme to create a unique identity for the area. Its proximity and connections to significant open spaces, including the Prairie Path and York Commons, should be highlighted in the new streetscape program.

Currently, parking for commercial development in the district is provided in disconnected surface parking lots associated with the different commercial centers and in a City-owned surface lot. Under the existing system, a significant amount of land in the York/Vallette business district is dedicated to parking, and vehicular circulation is often inefficient and confusing. The City could take several measures to reduce the amount of surface parking

while improving circulation within the district. These measures include:

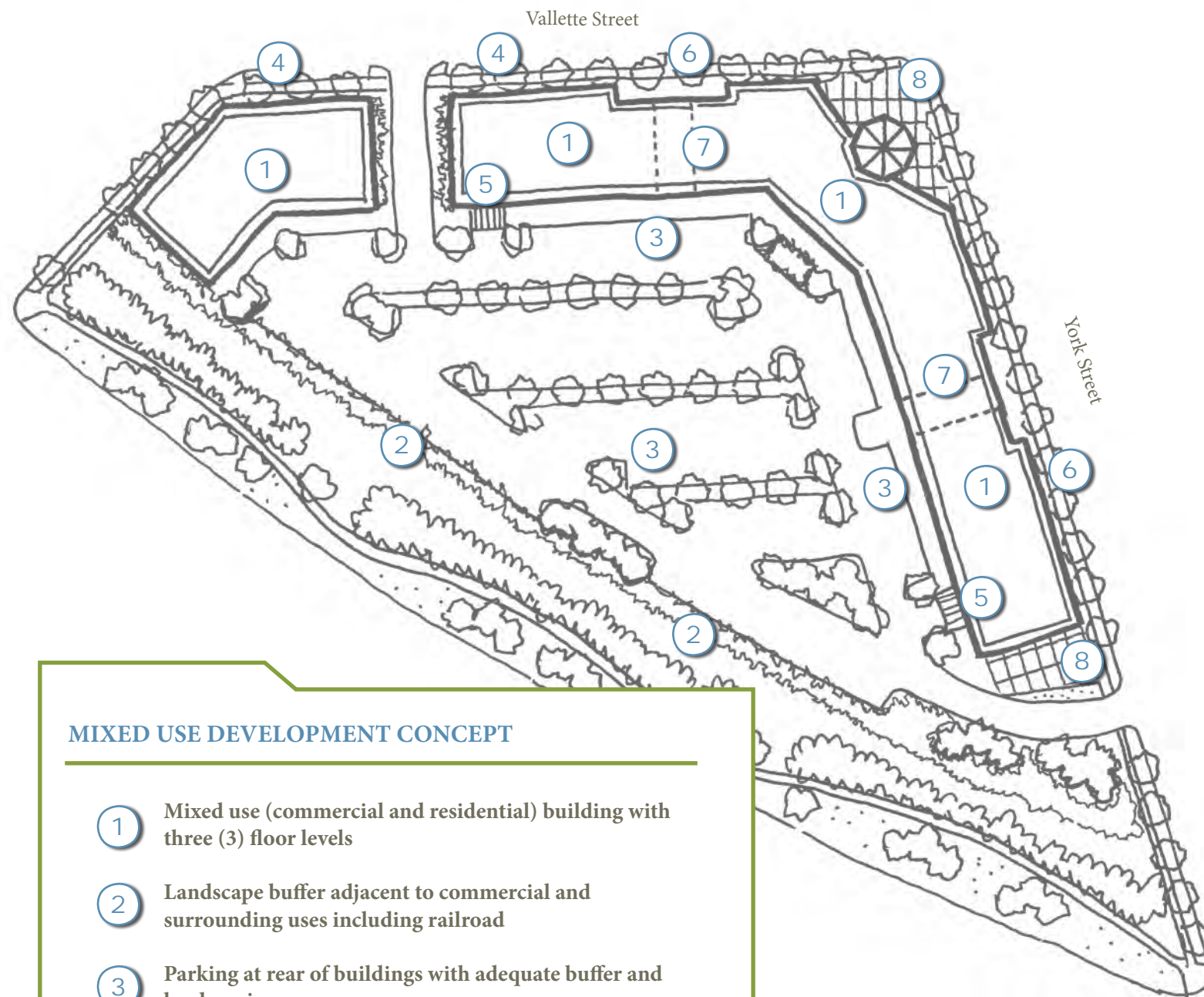
- Consolidate parking in locations that are within easy walking distance of the commercial uses to encourage customers to park once and walk to various destinations within the district.
- Encourage shared parking between uses that have different peak usage hours, such as offices and restaurants, to minimize the total number of parking spaces required.
- Provide parking garages within mixed-use developments where feasible.

## RECOMMENDATIONS

1. Study and enact an appropriate financing mechanism (i.e. tax-increment finance district, business improvement district, etc.) to raise funds for redevelopment efforts.
2. Encourage mixed-use development with first floor office, retail and/or commercial and upper-story residential. Building heights should be higher in the core of the business district (four- to five-stories) (corners of York and Vallette Streets) with lesser heights (two- to three-stories) surrounding the core. Large, vacant parcels should be master planned to create a cohesive development pattern.
3. Construct new parking as warranted and consolidate existing parking to allow additional developable space. Structured and/or shared parking should be encouraged where feasible. Off-street surface parking should be provided to the rear.
4. Reduce setbacks and construct a continuous streetwall along the sidewalk edge.
5. Implement a streetscape program to create a pedestrian-welcome environment, as well as produce a unified image for the district.
6. Develop and enforce “Design Guidelines” to construct new development in a uniform character.







#### MIXED USE DEVELOPMENT CONCEPT

- ① Mixed use (commercial and residential) building with three (3) floor levels
- ② Landscape buffer adjacent to commercial and surrounding uses including railroad
- ③ Parking at rear of buildings with adequate buffer and landscaping
- ④ Parallel parking along street
- ⑤ Parking entry for residential units
- ⑥ Pedestrian friendly streetscape
- ⑦ Mid-block pedestrian access to rear parking
- ⑧ Plazas and integrated open space at building entrances

Mixed use development illustrative



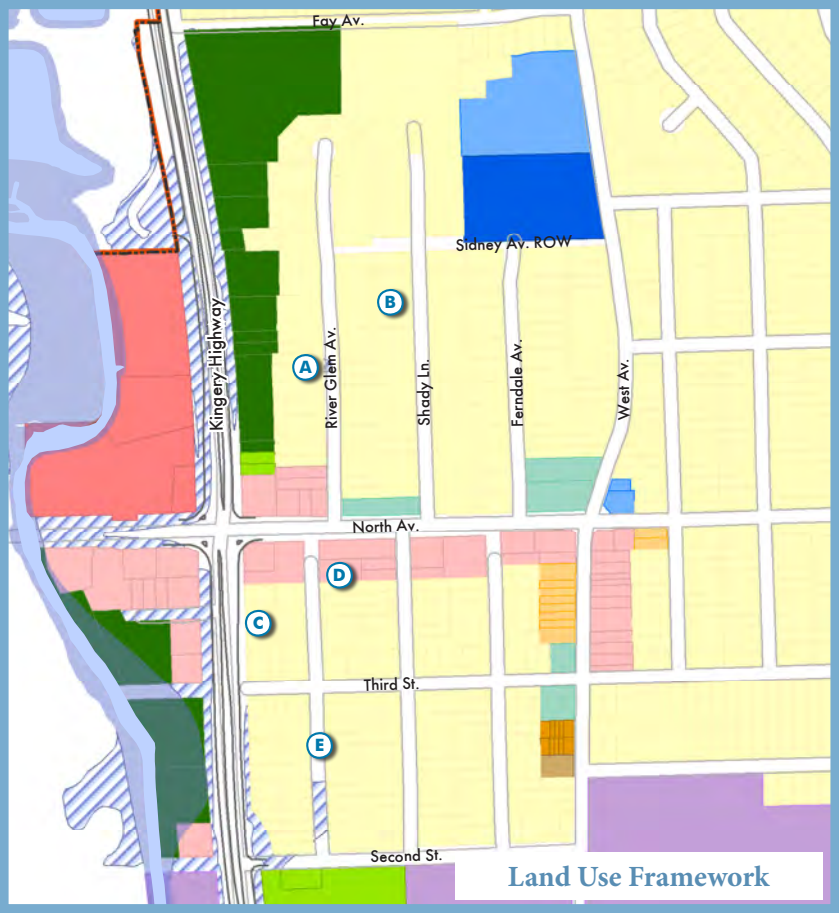
View looking southwest toward proposed mixed use development



Location Key







- LEGEND

  - Single Family Residential
  - Duplex/Townhomes
  - Multi-Family Residential (2-3 Stories)
  - Public
  - Institutional
  - Neighborhood Commercial
  - Community Commercial
  - General Office
  - General Industrial
  - Parks and Open Space
  - Transportation and Utilities
  - Parking
  - 100 Year Floodplain

### LAND USE AND REDEVELOPMENT

#### North Graue Woods

North Graue Woods is a single-family neighborhood located at the northwest corner of North Avenue and IL Route 83. The neighborhood is accessed from North Avenue through three closed-end (cul-de-sac) streets: River Glen Avenue, Shady Lane and Ferndale Avenue.

- A The three existing vacant parcels along the western frontage of North River Glen Avenue should be transitioned to single-family development in order to maintain the residential integrity of the area. Redevelopment potential in this area is limited due to the county’s floodplain classifications.
- B The current access pattern has raised vehicle and pedestrian safety concerns in the past, but conversations with Elmhurst Police and Fire departments do not indicate any immediate safety issues. Many neighborhood residents have also favored retaining the existing street pattern in North Graue Woods. Therefore, street reconfigurations do not appear to be needed at this time. The City should re-evaluate access patterns in the area as conditions change because of increased traffic volumes on North Avenue and/or improvements, such as median barriers implemented by IDOT.. Safety considerations and preferences of area residents should be considered in any future plans for the neighborhood.

#### South Graue Woods

South Graue Woods refers to the area located south of Graue Woods. In addition to the commercial uses that front North Avenue and a significant portion of West Avenue, South Graue Woods is largely residential.

- C A small parcel remains undeveloped in the South Graue Woods area, possibly because of access constraints due to its location along IL Route 83. This parcel should be used for single-family residential development.
- D The southern frontage of North Avenue between North Bonnie Brae and North Glenview Avenues should become neighborhood commercial usage that is uniformly two parcels deep in order to support existing residential uses and buffer them from North Avenue.
- E The balance of North Bonnie Brae Avenue should be single-family residential, with the other existing uses slowly phased out.

### URBAN DESIGN AND CIRCULATION

The streets in North Graue Woods have a rural cross-section and storm water is currently managed through overland flow. If desired by neighborhood residents in the future, improved streets with sidewalks and more effective storm water management solutions such as storm sewers can be considered for the area.

The intersection of Kingery Highway/IL Route 83 and North Avenue serves a major access point into Elmhurst. The City may want to consider coordinating signage, landscaping, and lighting to create a visual gateway (see *Chapter 10: Urban Design* for more details). Because North Avenue falls under IDOT jurisdiction, it is eligible for inclusion in the new statewide Complete Streets program, which is required for any new construction starting in August 2008. The City can then leverage state funds to improve the bicycle and pedestrian connections at this key intersection.

### RECOMMENDATIONS

- Concentrate commercial redevelopment along the south frontage of North Avenue. Encourage redevelopment of all other commercial properties to residential development.
- Construct a gateway feature at the intersection of Kingery Highway/IL Route 83 and North Avenue signal entrance into Elmhurst.
- Construct appropriate pedestrian/bicycle pathways along North Avenue to increase safety of travel and provide an alternative mode of transportation.
- Make the option available to both Graue Woods neighborhoods to improve streets with urban cross-section elements (i.e. curb, gutter, storm sewers, sidewalks).

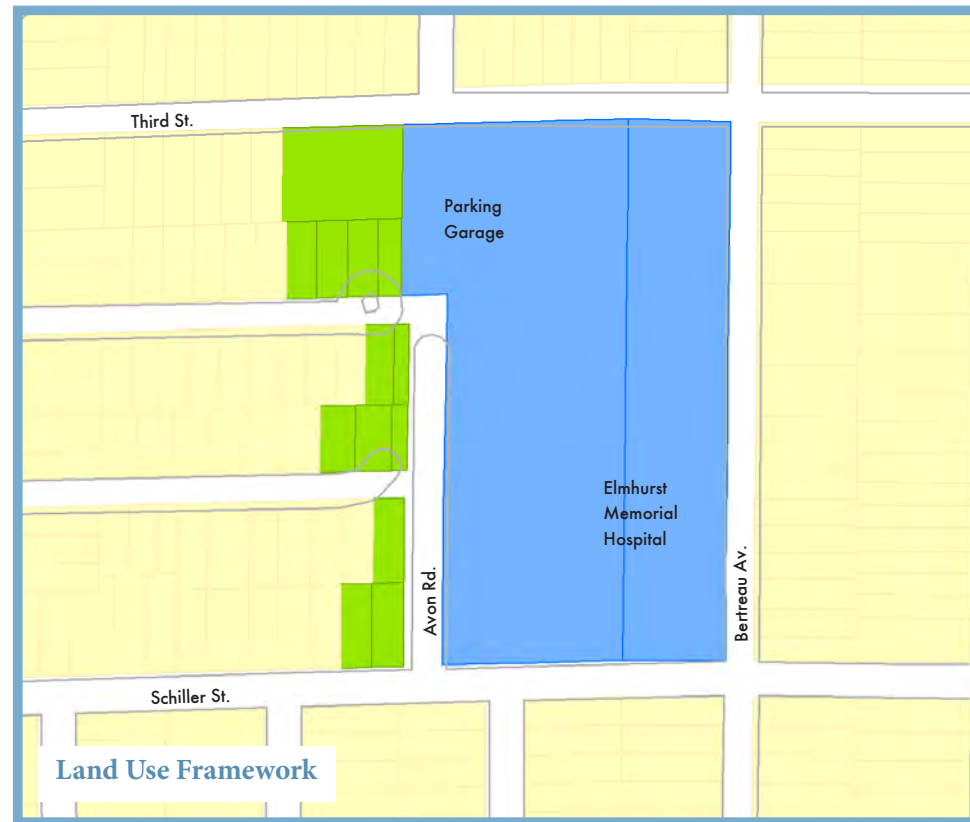


#### Current Physical Configuration

- Building Footprints
- Paved Drive/Parking Area
- Parks and Open Space
- Transportation and Utilities

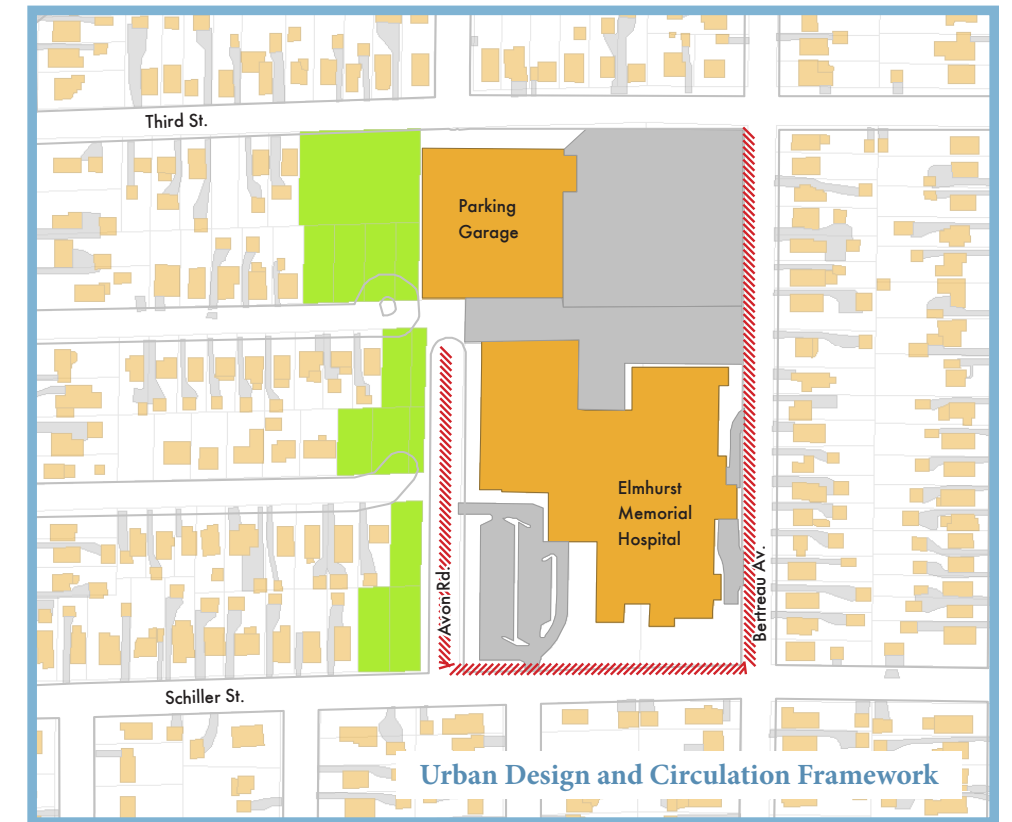
#### Recommendations

- Streetscape
- Signage
- Gateway
- Key Pedestrian and Bike Routes



#### LEGEND

- Single Family Residential
- Institution
- Parks and Open Space



#### Current Physical Configuration

- Building Footprints
- Paved Drive/Parking Area
- Parks and Open Space
- Transportation and Utilities

#### Recommendations

- Streetscape

## LAND USE AND REDEVELOPMENT

Elmhurst Memorial Hospital is located on Bertreau Avenue within an established single-family neighborhood. To accommodate its growing space needs, the hospital is planning to consolidate its operations at a large, integrated hospital campus in south Elmhurst. Most of the hospital functions and services currently provided at Bertreau Avenue will be relocated to the new campus, reducing emergency vehicle traffic in the neighborhood. Any potential adaptive reuse/redevelopment of the Bertreau Avenue site should be coordinated carefully to ensure compatibility with the existing neighborhood; this is a key planned development site, indicated as PD #3 on the Future Land Use Framework. This site should be redeveloped through the Planned Development process.

## URBAN DESIGN AND CIRCULATION

The discontinuation of Elmhurst Memorial Hospital's operations at the Bertreau Avenue facility is not expected to have any negative impact on the surrounding neighborhood. The relocation of hospital functions, including inpatient and emergency care, to the south campus will reduce emergency ambulance traffic in the neighborhood which will result in reduced noise levels.

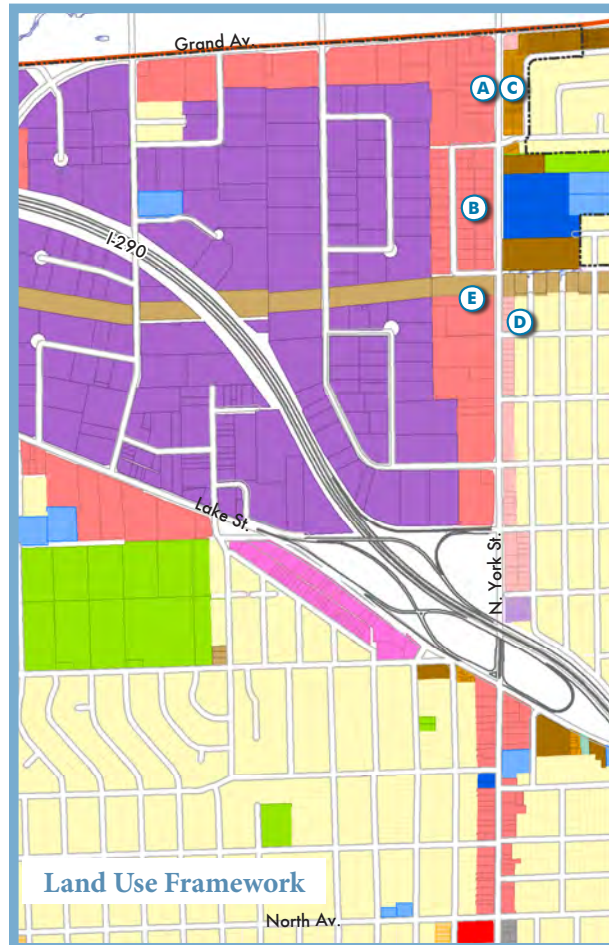
While the Bertreau Avenue facility will be utilized for healthcare services in the foreseeable future, any potential reuse/redevelopment in the future should be coordinated carefully to ensure compatibility with the existing neighborhood. If the site is re-used/redeveloped in the future, uses such as senior housing or medical uses could be considered for the area.

## RECOMMENDATIONS

- Consider other medical-related uses in the reuse/redevelopment of the Elmhurst Memorial Hospital facility. Elmhurst Memorial Hospital, the City and neighborhood and redevelopment entities should coordinate and collaborate to transition building use appropriately.
- Follow the process for Planned Developments in site reuse/redevelopment (to be developed by the City).
- Implement a streetscape program surrounding the hospital complex to create a pedestrian-welcome environment, as well as produce a unified image for the sub-area.







### LEGEND

|  |
|--|
| Single Family Residential              |
| Duplex/Townhomes                       |
| Multi-Family Residential (2-3 Stories) |
| Multi-Family Residential (>3 Stories)  |
| Public                                 |
| Institutional                          |
| Neighborhood Commercial                |
| Community Commercial                   |
| Downtown Commercial                    |
| Mixed Use (up to 3 Stories)            |
| General Office                         |
| General Industrial                     |
| Business Park                          |
| Parks and Open Space                   |
| Transportation and Utilities           |

## LAND USE AND REDEVELOPMENT

Grand Avenue and North York Street are both high-traffic and high-visibility corridors and of strategic importance to the City of Elmhurst. These corridors serve as important transportation linkages connecting the city to regional highways. They serve as gateways into the city, and also provide access to a wide range of commercial development. No land use changes are anticipated along Grand Avenue.

- A** The west side of York Street between Grand Avenue and the northern edge of Addison Avenue presents a prime retail redevelopment opportunity. Along this stretch, York Street has mostly marginal neighborhood commercial uses which should be transitioned to higher-quality community commercial uses.
- B** The Addison Avenue area located immediately west of York Street has a mix of office, industrial and a few residential uses that could be redeveloped. The shallow depth and interior location of the parcels along Addison Avenue limits their potential for attracting strong retail tenants; this is a key Planned Development site as indicated by PD #1 on the Future Land Use Framework, and should be redeveloped through the Planned Development process (to be developed by the City). Direct access from York Street makes it an attractive location for large format retailers. The City should encourage new retail development in this area by facilitating land assembly and providing appropriate zoning.
- C** The existing multi-family residential housing along York Street between Diversey and Grand Avenues should become higher-density multi-family housing over three stories. This higher-density housing will complement the existing multi-family housing and the recommended community commercial uses across York Street.
- D** Farther south between Wrightwood and Crestview Avenues, the east side of York Street has smaller commercial strip centers interspersed with single-family residential homes. The isolated single-family homes should be phased out over time and replaced with more compatible commercial uses.
- E** The existing industrial and neighborhood commercial uses along the western side of York Street between the utility easement and East Crestview Avenue should also be changed to community commercial development over time.

Closer to downtown, between Lake Street and North Avenue, York Street supports a variety of commercial and office uses in a relatively auto-oriented environment. Marginal, older properties in this area can be redeveloped to create a more vibrant commercial corridor offering a mix of retail, service and office uses. New development south of Fremont Avenue should include neighborhood commercial uses that are pedestrian-friendly in order to create a stronger link with the downtown.

## URBAN DESIGN AND CIRCULATION

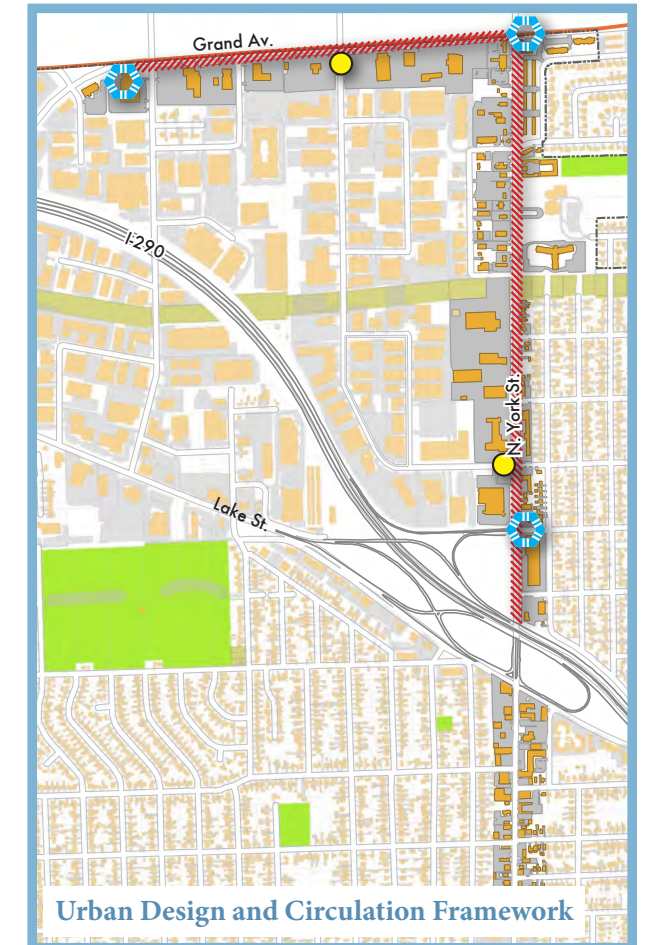
Streetscape improvements should be implemented along both Grand Avenue and North York Street to enhance their overall appearance and create a distinctive identity.

Because of their high traffic volumes and the strong auto-oriented functions, both Grand Avenue and North York Street will continue to have an auto-oriented character in the future. However, improvements such as coordinated signage, landscaping and decorative banners could significantly improve the appearance of the corridor, creating a more attractive environment for potential shoppers and an impressive entry into the city (see *Chapter 10: Urban Design* for more details).

New developments along the corridor should focus on creating a high-quality commercial corridor, with parking located to the rear and attractive facade designs and use of high-quality materials encouraged.

## RECOMMENDATIONS

1. Maintain auto-oriented uses along Grand Avenue. The City should work with the auto dealers to meet expansion and redevelopment needs.
2. Transition neighborhood commercial uses along York Street to community or regional commercial uses. Off-street surface parking should be provided to the rear of buildings.
3. Transition residential development on the southeast corner of Grand Avenue and York Street to higher-density residential development over three stories.
4. Follow the process for Planned Developments in site reuse/redevelopment of PD#1 (to be developed by the City) to encourage redevelopment of this area to occur in a comprehensive and cohesive manner. Suggested redevelopment uses include large format retailers.
5. Implement a streetscape program to create a pedestrian-welcome environment, as well as produce a unified image and distinctive identity for the district.
6. Construct gateway features on Grand Avenue and York Street to visually cue entrance into Elmhurst.



### Current Physical Configuration

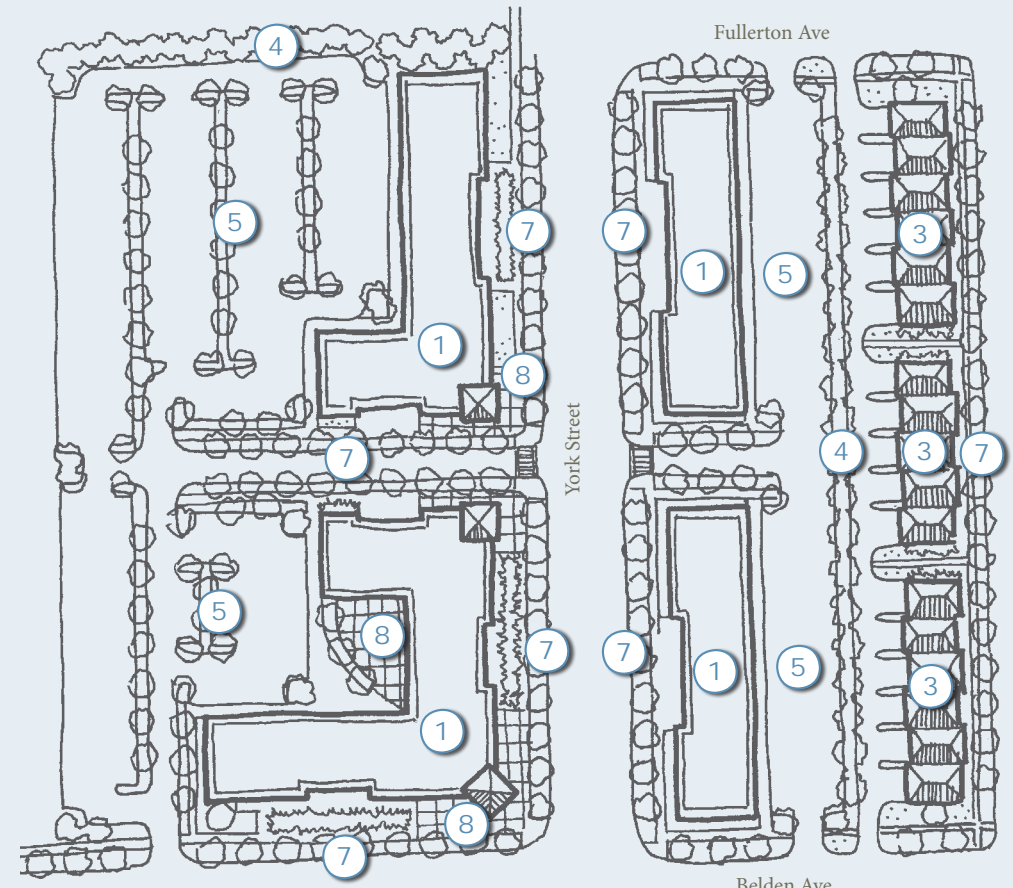
|                              |
|------------------------------|
| Building Footprints          |
| Paved Drive/Parking Area     |
| Parks and Open Space         |
| Transportation and Utilities |

### Recommendations

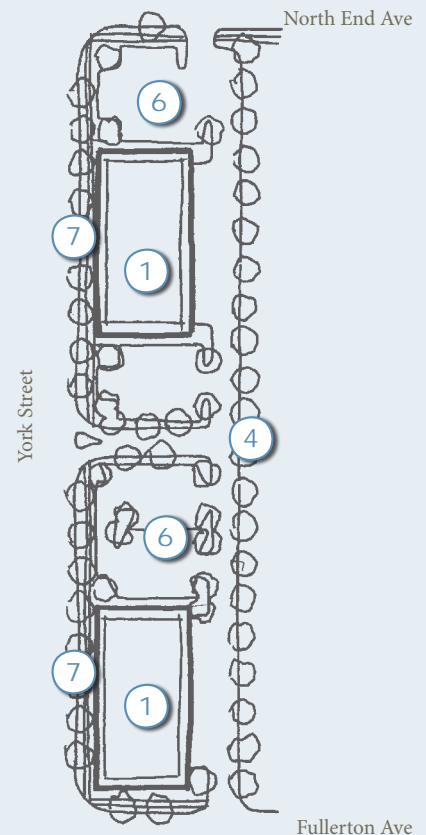
|             |
|-------------|
| Streetscape |
| Signage     |
| Gateway     |



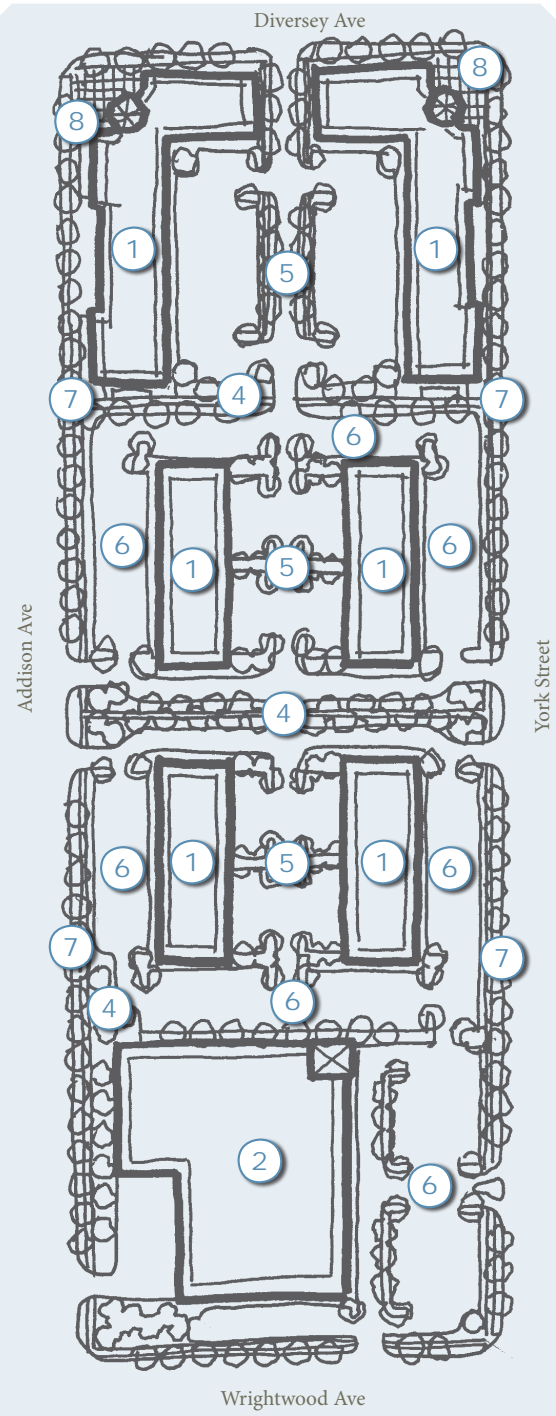




**A:** Planned mixed use development  
illustrative



**B:** Planned mixed use  
development alternate  
illustrative



**C:** Planned retail development  
illustrative

**PLANNED MIXED USE  
DEVELOPMENT CONCEPT**

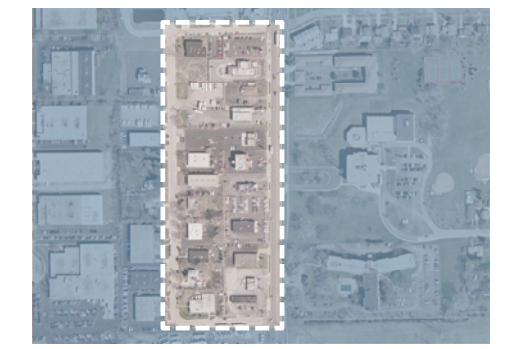
- |   |   |
|---|---|
| 1 Mixed commercial and retail building with one (1) floor level     | 6 Parking adjacent to commercial with adequate buffer and landscaping |
| 2 Medium scale “big box” commercial                                 | 7 Pedestrian friendly streetscape                                     |
| 3 3 story townhomes with rear access                                | 8 Plazas and integrated open space at building entrances              |
| 4 Landscape buffer adjacent to commercial and surrounding uses      |   |
| 5 Parking at rear of buildings with adequate buffer and landscaping |   |



**A:** Location Key

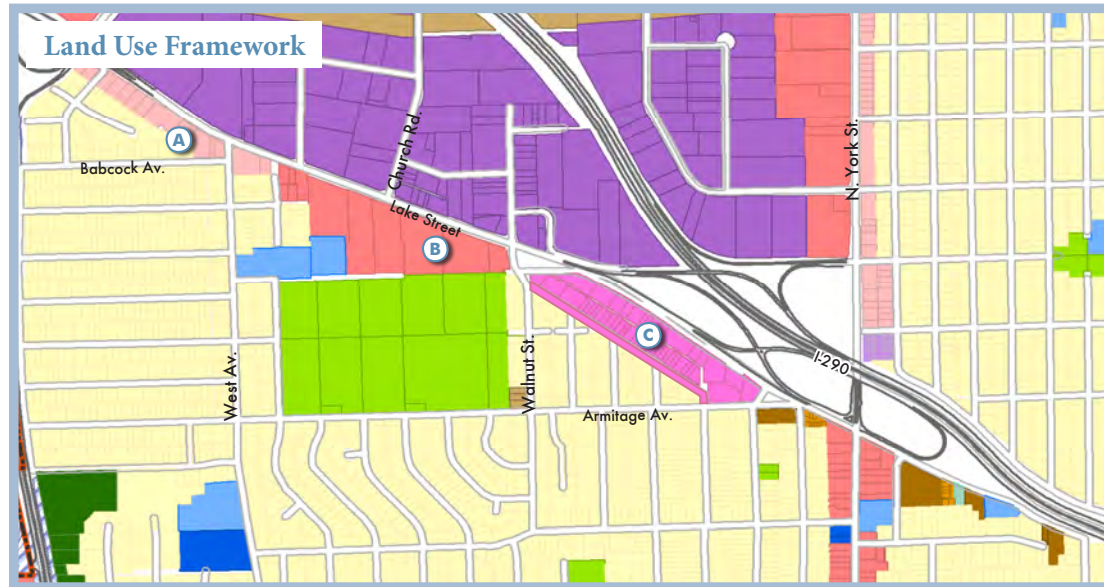


**B:** Location Key



**C:** Location Key





#### LEGEND

- Single Family Residential
- Duplex/Townhomes
- Multi-Family Residential (2-3 Stories)
- Multi-Family Residential (>3 Stories)
- Public
- Institutional
- Neighborhood Commercial
- Community Commercial
- Mixed Use (up to 3 Stories)
- General Office
- General Industrial
- Business Park
- Parks and Open Space
- Transportation and Utilities



- | Current Physical Configuration | Recommendations |
|--------------------------------|-----------------|
| Building Footprints            | Streetscape     |
| Paved Drive/Parking Area       | Signage         |
| Parks and Open Space           | Gateway         |
| Transportation and Utilities   |                 |

## LAND USE AND REDEVELOPMENT

The Lake Street corridor extends from IL Route 83 on the west to North York Street on the east. The north side of the corridor is occupied by Elmhurst's employment district, which is discussed as a separate sub-area. The south side of the corridor contains mainly auto-oriented commercial uses, such as auto-repair shops and convenience commercial uses.

West of Walnut Street, Lake Street should be maintained as a commercial corridor. Because Lake Street (IL Route 20) is a major arterial roadway carrying a large volume of high-speed traffic, auto-oriented commercial uses are most appropriate for the area.

- A** The relatively shallow depth (approximately 200 feet) of the parcels west of Oaklawn Avenue limits the development potential to smaller-scale, convenience commercial uses.
- B** The parcels between Oaklawn Avenue and Walnut Street, however, are comparatively larger and should be transitioned from neighborhood to community commercial uses. While the corridor is currently developed with commercial uses, several properties are underutilized and can be redeveloped to create a potentially stronger commercial corridor.
- C** The properties on Lake Street between Walnut Street and Larch Avenue do not have good access due to the interchange with I-290, making it difficult to support retail uses. This stretch of Lake Street is indicated as PD #2 on the Future Land Use Framework map; it could be redeveloped as a mix of office, service, recreation, and/or residential uses that do not rely on drive-by customer traffic. However, planning for this area should consider the eventual reconfiguration of the I-290 interchange from its current scissor intersection.

## URBAN DESIGN AND CIRCULATION

Adequate landscape buffers should be provided to screen the commercial parking lots and loading/unloading areas from the adjoining single-family homes.

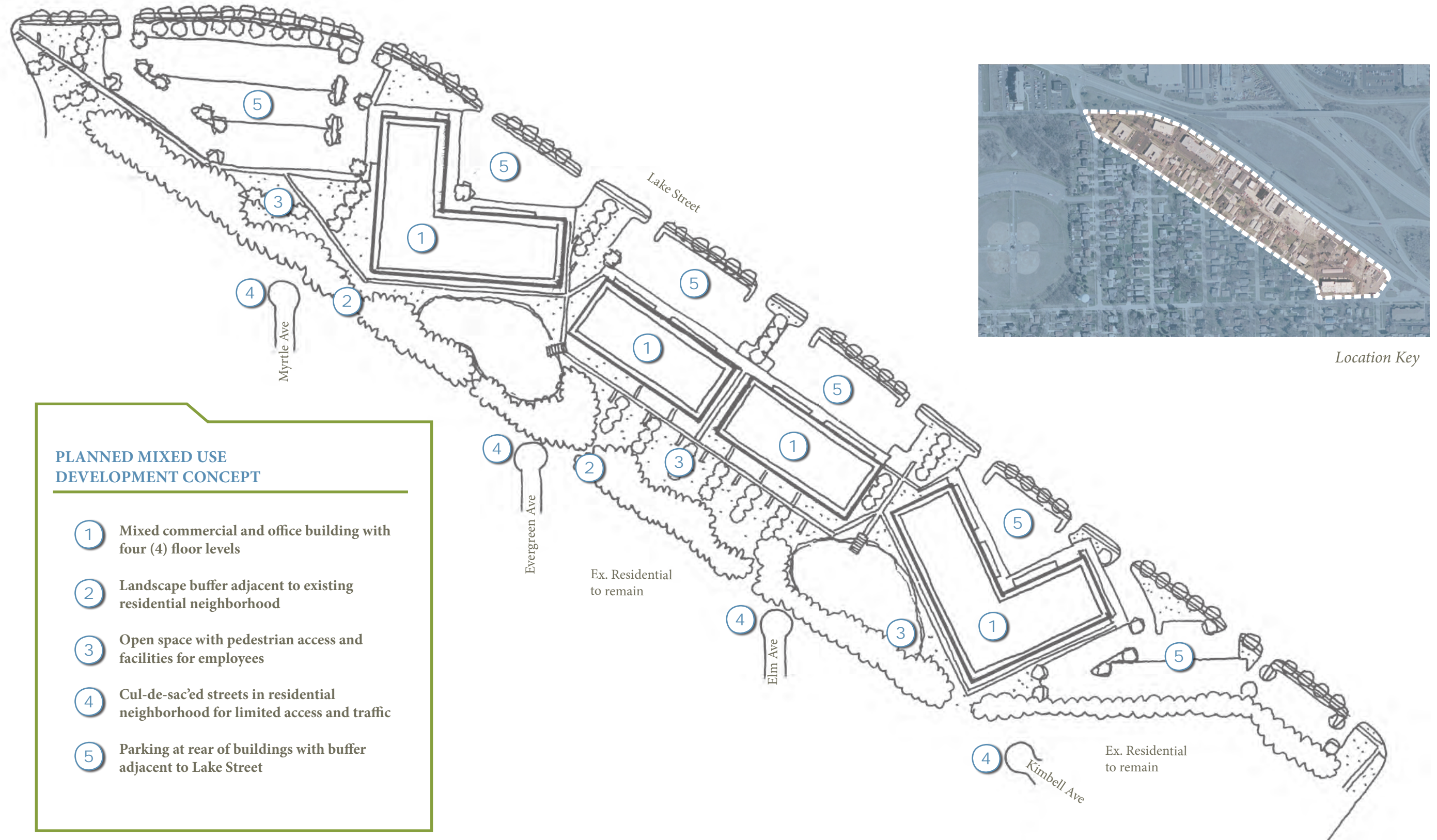
Lake Street serves as an important entryway into Elmhurst, however, it lacks any streetscape improvements. The City should promote well-designed buildings along the corridor and implement improvements such as coordinated signage, wayfinding and landscaping to improve its appearance (see *Chapter 10: Urban Design* for more details). It could also consider developing gateway features near the Route 83 and I-290 interchanges to create a distinctive entry into the City.

## RECOMMENDATIONS

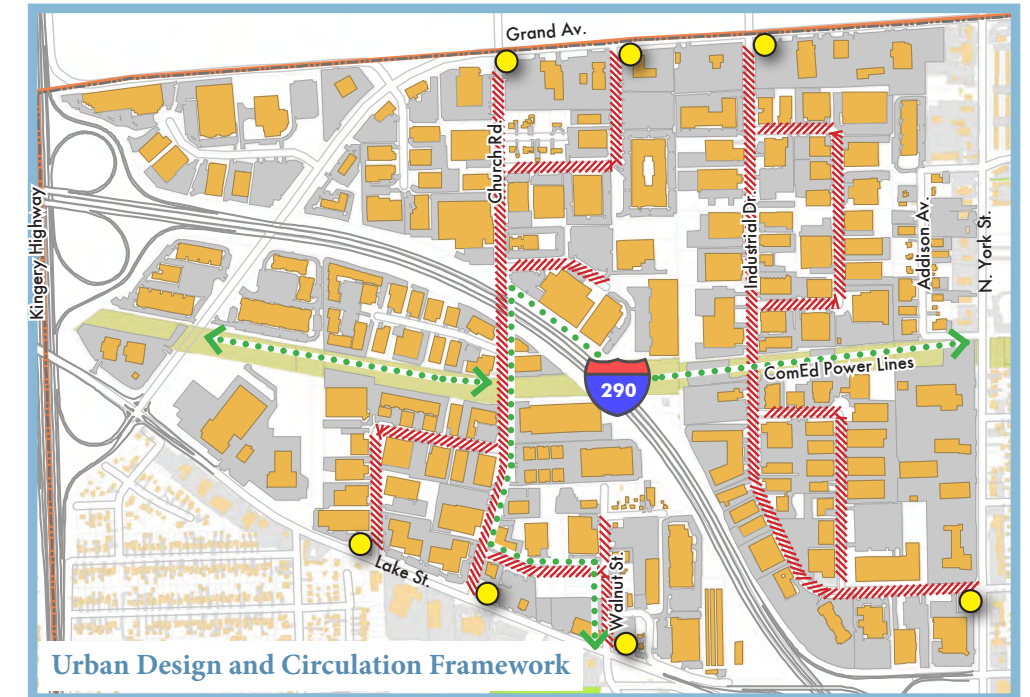
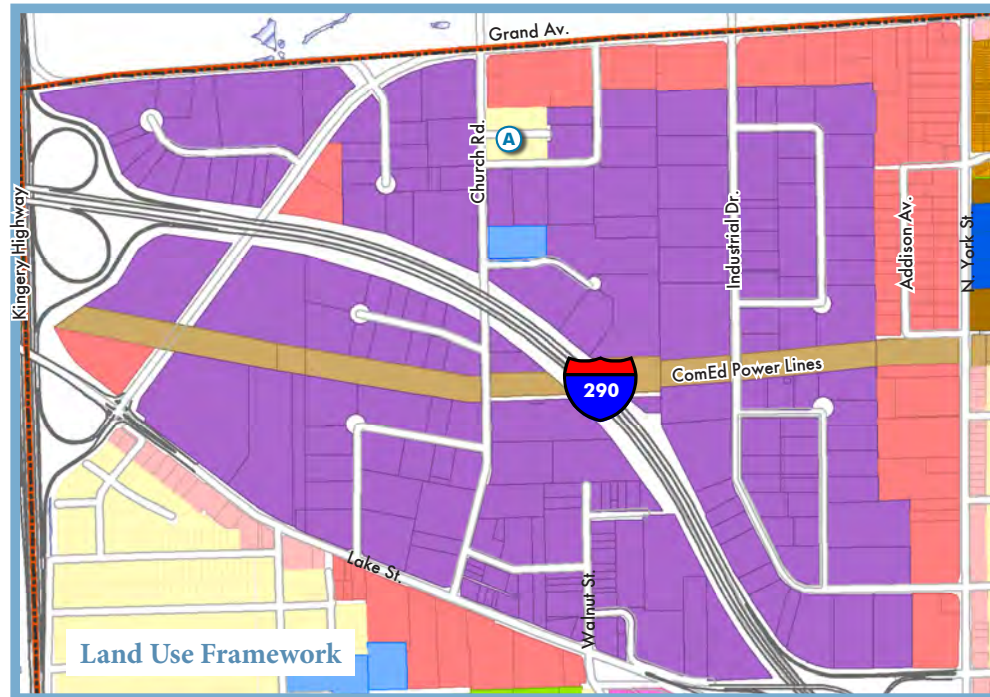
1. Transition neighborhood commercial uses along Lake Street between Oaklawn Avenue and Walnut Street to community commercial uses.
2. Follow the process for Planned Developments in site reuse/redevelopment of PD#2 (to be developed by the City) to encourage redevelopment of this area to occur in a comprehensive and cohesive manner. Cul-de-sac north-south residential streets between Armitage and Kimbell Avenues. Primary access to PD#2 should be from Lake Street, Walnut Street and Armitage. Suggested redevelopment uses include a mix of uses including commercial, retail and office.
3. Buffer commercial developments from adjacent residential communities with appropriate landscaping.
4. Implement a streetscape program to create a pedestrian-welcome environment, as well as produce a unified image and distinctive identity for the district.
5. Construct gateway features on Lake Street to signal entrance into Elmhurst.











## LAND USE AND REDEVELOPMENT

Elmhurst's Employment District, located west of York Street and north of Lake Street, consists of several offices and light industrial uses in a campus-like setting. The district enjoys a high level of occupancy because of its excellent location near O'Hare International Airport and regional highways. The potential expansion of O'Hare in the future could increase the overall demand for business park space in the area, further strengthening the employment district. The City should maintain and promote employment uses within this area. Marginal and/or incompatible uses, such as the isolated residential properties along Walnut Street, should be redeveloped with employment uses.

**A** The single-family homes on Evergreen Lane, although incompatible with surrounding industrial development, are well-maintained and should be preserved unless desired otherwise by the homeowners.

The majority of the buildings and the public improvements in the area are well-maintained. However, the City could increase the competitive advantage of the area by creating a more high profile image through consistent streetscape improvements. To increase the potential for redevelopment of outdated facilities to meet modern needs, the allowable FAR in the I-1 District should be increased from 0.5 to 0.65.

## URBAN DESIGN AND CIRCULATION

Roadway improvements, such as installation of curb and gutter on all streets, streetlights, coordinated signage, and landscaping could help in creating a high-quality business park environment, making it more attractive for potential tenants. The City could consider adopting design guidelines to ensure unified, high-quality development in the area in the future (see *Chapter 10: Urban Design* for more details).

The City may also consider partnering with ComEd to create a bicycle and pedestrian route in their utility right-of-way. This route could balance the Illinois Prairie Path by providing complementary east-west access for riders, walkers, and joggers on the northern end of the city.

## RECOMMENDATIONS

1. Create an organized association for the employment district. The City and Association should work collaboratively to maintain and attract business park uses, specifically those that can take advantage of the proximity to O'Hare International Airport and highways.
2. Should the opportunity arise for acquisition of all residential properties along Evergreen Lane, then a transitional redevelopment consisting of business park uses should be considered.
3. Construct roadway improvements, such as curb and gutter installation, streetlights, landscaping and coordinated signage. Signage should direct motorists off the main thoroughfares (i.e. Lake Street, York Street) and into the employment area through consistent signage and gateway elements. Within the employment district, signage should provide both pedestrians and auto-oriented wayfinding elements that identifies businesses, uses, and routes.
4. Coordinate with ComEd to construct a bicycle and pedestrian route in their utility right-of-way. A coordinated signage system should be in place to direct bicyclists off the main thoroughfares and from other bicycle routes, as well as note distances, directions and points of interest.
5. Implement a streetscape program to create a pedestrian-welcome environment, as well as produce a unified image and distinctive identity for the district.
6. Develop and enforce design guidelines to construct new development in a uniform character.

### Current Physical Configuration

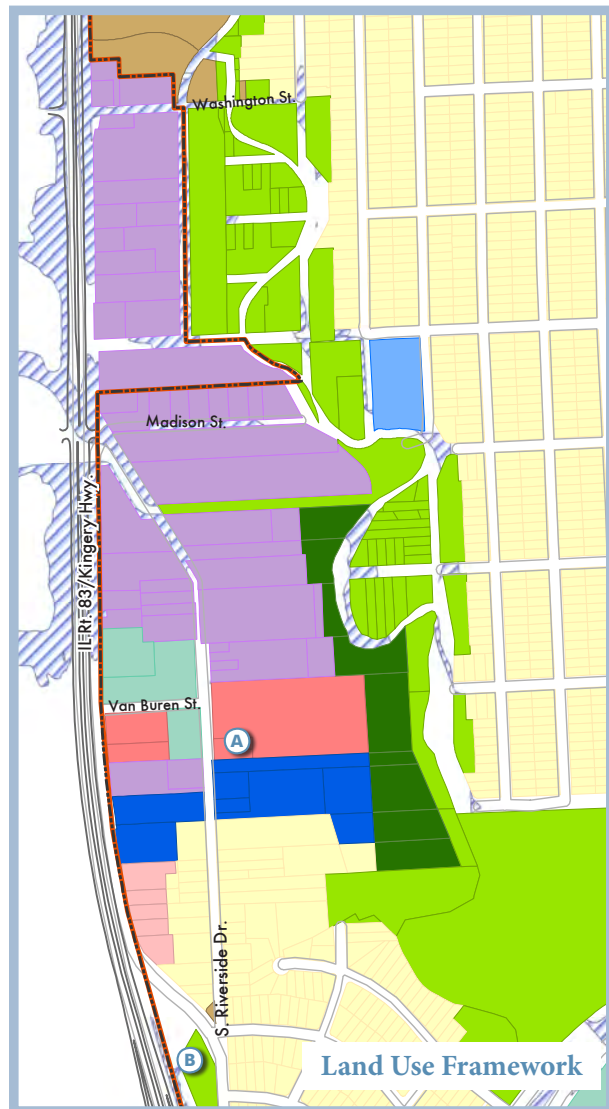
- Building Footprints
- Paved Drive/Parking Area
- Parks and Open Space
- Transportation and Utilities

### Recommendations

- Streetscape
- Signage
- Connections / Nodes
- Key Pedestrian and Bike Routes







## LEGEND

|  |                              |
|--|------------------------------|
|  | Single Family Residential    |
|  | Public                       |
|  | Institutional                |
|  | Neighborhood Commercial      |
|  | Community Commercial         |
|  | General Office               |
|  | General Industrial           |
|  | Parks and Open Space         |
|  | Forest Preserve              |
|  | Transportation and Utilities |
|  | 100 Year Floodplain          |

## LAND USE AND REDEVELOPMENT

The South Riverside Drive corridor extends along South Riverside Drive and the IL Route 83 Frontage Road from Roosevelt Road north to Washington Avenue. Several industrial and heavier service uses, such as landscape contractors, are interspersed with commercial and office developments. The existing uses are well-suited to the area because of its high level of vehicular accessibility, especially for truck traffic, and the Salt Creek Greenway, which provides a natural buffer with the residential neighborhoods to the east.

The uses along South Riverside Drive are employment centers that have minimal negative impacts and should, therefore, be maintained in the future. The corridor is currently almost entirely occupied by viable businesses with few remaining development opportunities.

- A** A small residential parcel that is almost directly across Riverside Drive from this site should also be developed as a community commercial use.
- B** The vacant triangular parcel at the south end of the corridor has major underground gas pipelines limiting its development potential. If developing the site continues to present challenges, the City or Park District should consider acquiring it and maintaining it as open space, which would serve as an amenity for the adjoining residential neighborhood.

In the future, if any industrial/commercial uses, including the Public Works Garage, are redeveloped or expanded, they should provide adequate landscaping buffers to minimize negative impacts on neighboring residential areas. Additionally, a significant part of the corridor is under the Salt Creek floodway and floodplains. The area should be protected from more intensive development in the future to prevent the overflow of floodwaters into surrounding neighborhoods.

## URBAN DESIGN AND CIRCULATION

The Frontage Road along IL Route 83 lacks streetscape improvements. Large, uncoordinated signs are dominant along the corridor and materials are often stored in the open without any screening, resulting in an unattractive street environment. The City should regulate signage and enforce screening requirements in the area. It should also consider adopting design guidelines that maintain an attractive streetscape by requiring landscaping that appropriately screens industrial uses along the corridor (see *Chapter 10: Urban Design* for more details).

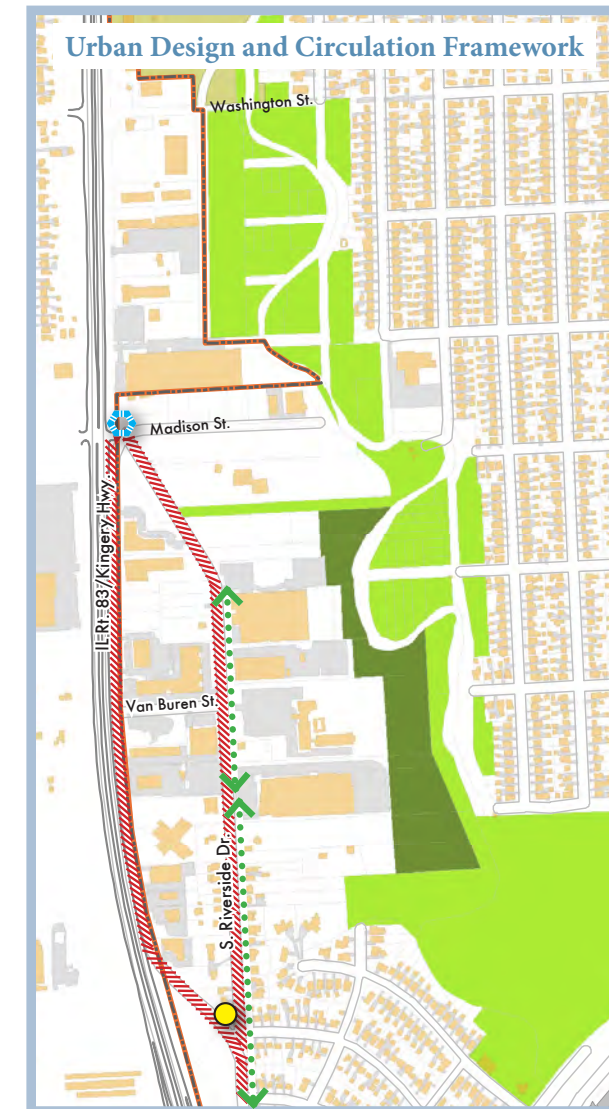
A portion of the South Riverside Drive corridor is within the neighboring Village of Villa Park. The City should continue to coordinate with Villa Park to ensure that consistent streetscape improvements are implemented along the corridor.<sup>1</sup>

The City should also re-evaluate the intersection configuration of Frontage Road, South Riverside Drive, Monroe Street, and IL Route 83 to reduce vehicular points of conflict. This can be achieved through potential road realignments, traffic calming options or other opportunities to make the intersection safer for all users. The variety of land uses in this sub-area require that extra care be taken in ensuring that roadway conditions, access and circulation patterns, and aesthetics meet the needs of all users.

## RECOMMENDATIONS

1. Maintain employment uses within the South Riverside Drive corridor.
2. Maintain adequate landscape buffers between employment and residential uses.
3. Implement a streetscape program to create a pedestrian-friendly environment, as well as produce a unified image and distinctive identity for the district. The City should emphasize coordinated signage and screening requirements. Signage should direct motorists off the main thoroughfares (i.e. IL Route 83) and into the industrial area through consistent signage and gateway elements. Within the corridor, signage should provide both pedestrians and auto-oriented wayfinding elements that identifies businesses, uses, and routes.
4. Coordinate with the Village of Villa Park to implement a unified streetscape program on both sides of IL Route 83, as well as conduct a corridor improvement plan; improve aesthetics along corridor. A coordinated signage program between the two municipalities can create a specific identity for the IL Route 83 corridor, promoting a “brand” and identifying points of interest, routes, and uses.
5. Develop and enforce design guidelines, which will result in visually compatible redevelopment.
6. Re-evaluate intersection configurations in the sub-area to ensure appropriate curb and turning-radii for vehicular traffic and large trucks.

<sup>1</sup> The City has held preliminary conversations with Villa Park regarding these improvements.



## Current Physical Configuration

|  |                              |
|--|------------------------------|
|  | Building Footprints          |
|  | Paved Drive/Parking Area     |
|  | Parks and Open Space         |
|  | Transportation and Utilities |

## Recommendations

|  |                                |
|--|--------------------------------|
|  | Streetscape                    |
|  | Signage                        |
|  | Gateway                        |
|  | Connections / Nodes            |
|  | Key Pedestrian and Bike Routes |





## LAND USE AND REDEVELOPMENT

The Yorkfield sub-area includes portions of the City and unincorporated areas bordered by Butterfield and Roosevelt Roads and I-294. This area is undergoing considerable redevelopment. The Elmhurst Center for Health is planning a large hospital campus extending from York Street to Euclid Avenue and from Brush Hill Road to Harvard Street to the north. Rest Haven Christian Services is planning a senior community just south of the Timothy Christian School, and a new Elmhurst Reformed Church is proposed farther south along Brush Hill Road.

**A** Once these new developments are completed, only two small residential areas will remain – one along Prospect Avenue and the other north of the proposed hospital campus along Kirk Avenue. Given their proximity to major access routes and large institutional uses, strong redevelopment pressures can be expected in the future in these residential areas, in particular west of Euclid Avenue. If redevelopment does occur, it should be a part of a master plan rather than piecemeal development to prevent further fragmentation of the neighborhood.

**B** The area west of Prospect Avenue on the south side of Butterfield Road contains a few single-family homes and office buildings of varying ages. This area could be redeveloped in the future for office uses. Just south of these parcels, both lower- and higher-density multi-family residential stretches south to Roosevelt Road. Some single-family residential exists along Prospect Avenue. This entire area should be transitioned to multi-family residential that is higher than three stories in order to complement the density and intensity of use of the new Elmhurst Center for Health campus.

**C** East of York Street, the sub-area consists of stable, well-maintained single-family neighborhoods, which are expected to be sustained in the future. The mobile home park located at the south end on Old York Road is planned for redevelopment into single-family homes. In the future, if single-family homes in the area are redeveloped into other uses, it will be important to ensure that the new developments maintain the integrity of the existing neighborhoods.

**D** Vacant parcels along I-88, east of Caldwell Avenue and south of Congress Street, should be developed as single-family residential.

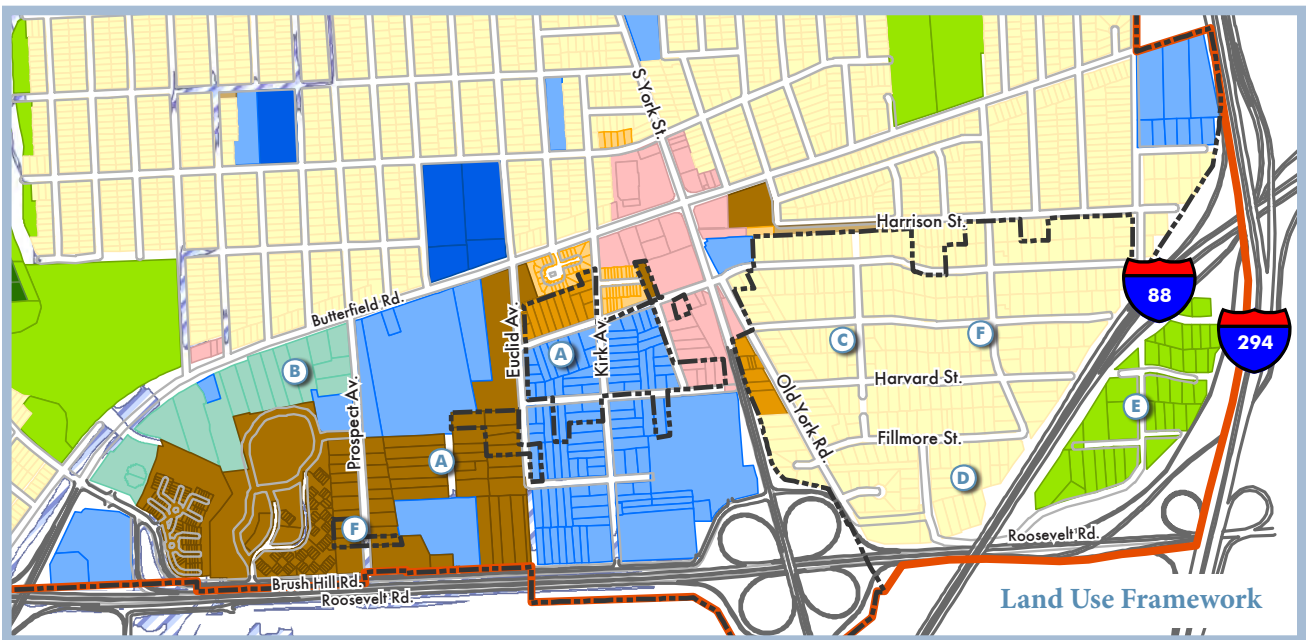
**E** The triangular area bounded by I-88, I-294 and Roosevelt Road has a few homes in varying conditions. Development potential in the area is very limited because of poor access through a single two-lane road. This area should not be developed beyond the existing homes or open space. The City should coordinate with the Illinois Department of Transportation (IDOT), which owns a significant amount of land in this area, to ensure appropriate development of the area.

**F** A significant part of the Yorkfield sub-area is not within Elmhurst but is a part of its extra-territorial jurisdiction (ETJ). Future annexation decisions, among other things, should consider the potential fiscal impact on the City to ensure that the costs of service provision do not exceed the tax revenues generated by the potential annexation areas.

## URBAN DESIGN AND CIRCULATION

Roosevelt Road and South York Street serve as major entryways into Elmhurst from the south. The City should consider implementing a streetscape improvement program in the area to create a positive image for Elmhurst. Improvements such as landscaping, coordinated signage, and lighting will greatly enhance the appearance of the area (see *Chapter 10: Urban Design* for more details).

**G** The Yorkfield sub-area enjoys overall good vehicular access. The new developments proposed in the area, especially the hospital campus, will significantly increase vehicular traffic and might require some reconfiguration of the existing road network to minimize hospital-related traffic on neighborhood streets. The City

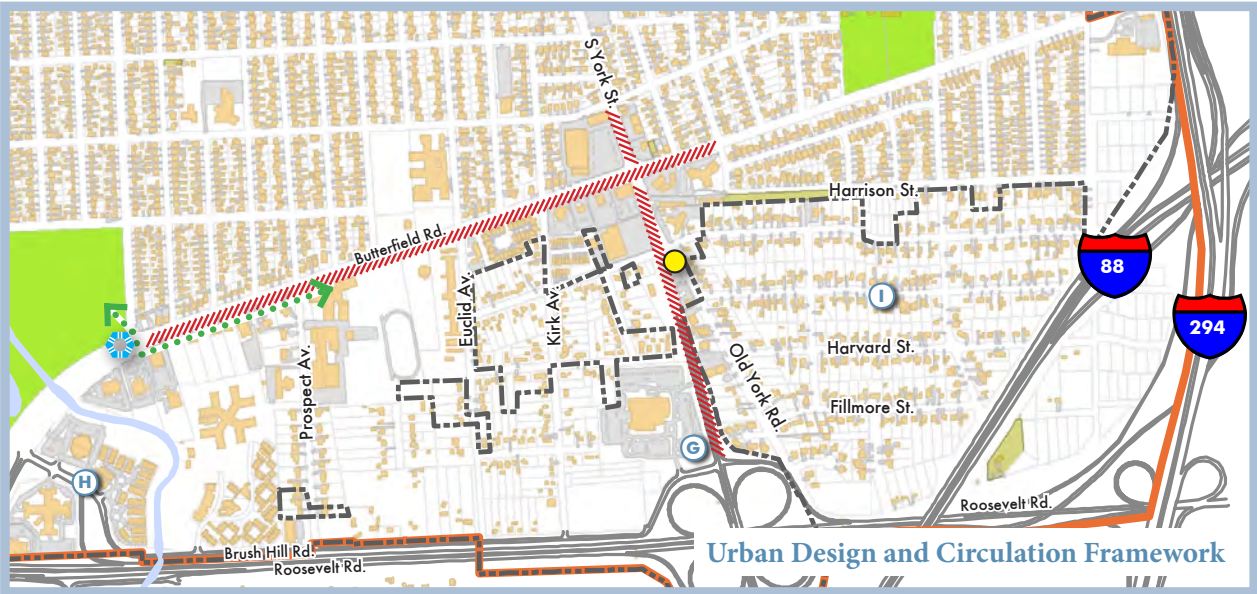


### LEGEND

- Single Family Residential
- Duplex / Townhomes
- Multi-Family Residential (2-3 Stories)
- Multi-Family Residential (>3 Stories)
- Public
- Institutional
- Neighborhood Commercial
- General Office
- Parks and Open Space



## SUBAREA 9 - YORKFIELD AREA



### Current Physical Configuration

- Building Footprints
- Parks and Open Space
- Paved Drive/Parking Area
- Transportation and Utilities

### Recommendations

- Streetscape
- Signage
- Gateway
- Key Pedestrian and Bike Routes

should collaborate with the hospital to understand the potential traffic impact and implement roadway improvements as necessary. The hospital is working with IDOT to improve the York/Roosevelt interchange to allow traffic from northbound York Street and eastbound Brush Hill Road to proceed westbound on Roosevelt Road.

**H** Bicycle and pedestrian access should also be important considerations as redevelopment plans are finalized in the area. Continuous and wide sidewalks, bike paths and safe crosswalks should be provided, linking the hospital and other institutions in the area with the residential areas. The Forest Preserve District is planning a Greenway Trail with an underpass under Roosevelt Road to link the bike path along the Salt Creek Greenway to York Woods and the regional bikeway along South York Street on the south. This new trail will further enhance bike access to the Yorkfield area.

**I** Most streets in the residential area east of York Street are without sidewalks or curbs and gutters, giving the neighborhood a rural appearance. If preferred by area residents, sidewalks could be installed in the area in the future.

## RECOMMENDATIONS

- Transition residential neighborhoods along Kirk and Prospect Avenues to master planned developments. As parcels become available, the City should acquire and master plan them, encouraging higher densities and compatible uses with the nearby medical campus.
- Collaborate with the Elmhurst Center for Health on potential traffic impacts and traffic calming measures to maintain safety and accessibility to the campus.
- Construct appropriate pedestrian/bicycle pathways connecting the medical campus and other public and institutional uses to the adjacent residential neighborhoods, increasing safety of travel and providing an alternative mode of transportation.
- Implement a streetscape program to create a pedestrian-friendly environment, as well as produce a unified image and distinctive identity for the district.
- Make the option available to neighborhoods east of York Street to improve streets with urban cross-section elements (i.e. curb, gutter, storm sewers, sidewalks).
- Acquire the triangle of properties between I-88, I-294 and Roosevelt Road. The City should acquire this inaccessible area and convert to a passive use, which could include cell tower siting, municipal use, or parkland.







## IMPLEMENTATION

The City of Elmhurst should consider pursuing the following strategies to achieve successful implementation of targeted land use and development improvements. Policy numbers at the end of each implementation action correspond with the policies stated at the outset of the chapter.

### Design Guidelines

The City should develop a set of residential and commercial design guidelines to help steer new development, infill development and redevelopment opportunities in a direction that complements adjacent land uses and community character. For residential development, this includes material types, building bulk and massing, and landscaping. For commercial and industrial development, this could also include the abovementioned residential categories, as well as parking lot locations and landscaping, access management requirements and signage regulations. [Policies 1, 2, 8]

### Zoning

The future land use map and associated goals, objectives, and policies within the Comprehensive Plan represent the community's preferred development pattern for the future. A key implementation mechanism used to achieve this development pattern is the mapping of zoning districts that regulate the use of property, scale and character of development and residential densities anticipated by the Future Land Use Map. The City of Elmhurst last updated its zoning ordinance in a comprehensive manner in 1992, but has adopted numerous amendments since then to address a variety of issues. Following the Comprehensive Plan update process, the City should undertake the following actions to ensure consistency of zoning and other development regulations with recommendations of the Plan. [Policy 5]

- Undertake an overall assessment the zoning ordinance, subdivision and related regulations for consistency with the Plan. Specifically, the Zoning and Planning Commission should develop a work plan to accomplish appropriate amendments and deliver it to City Council for consideration and endorsement.
- In the development regulations review and update process, the Zoning and Planning Commission will consider the use and application of site development plan review requirements and procedures for certain types of development in the community. In its discussion, the Commission should consider the appropriate applicability of zoning districts or community areas where the standards should apply including non-residential areas and multiple family use areas, and the administrative implications of implementing a site development plan review process.

## LEED-ND Principles and Pre-requisites for U.S. Green Building Council Certification



### Smart Location and Linkage

- Smart Location
- Proximity to Water and Wastewater Infrastructure
- Imperiled Species and Ecological Communities
- Wetland and Water Body Conservation
- Agricultural Land Conservation
- Floodplain Avoidance



### Neighborhood Pattern and Design

- Open Community
- Compact Development



### Green Construction and Technology

- Construction Activity Pollution Prevention

### LEED-ND

In any redevelopment effort that would affect adjacent neighborhoods, projects should follow the guiding principles of LEED-ND. While some pre-requisites outlined by the LEED-ND rating system are geared towards newer, greenfield developments, elements that would support sustainable development in Elmhurst should be adopted into the City code<sup>2</sup>. [Policy 4]

### Commercial, Industrial and Employment Development

Elmhurst has a healthy and growing commercial and employment base. Three areas of the city have been designated as Planned Developments (PDs) on the Future Land Use Framework because these areas represent locations of complex and challenging redevelopment opportunities that should be managed by a unified plan to ensure compatibility with surrounding land uses. The PD planning process allows a more creative and efficient approach to the redevelopment of large sites by providing greater flexibility in the design of developments than is possible through conventional zoning regulations. The City should consider requiring the use of PDs at targeted locations within Elmhurst.

<sup>2</sup> Find the LEED for Neighborhood Development Rating System online at: <http://www.usgbc.org/ShowFile.aspx?DocumentID=2845>





The City should also work to revise zoning regulations to allow for mixed-use developments within the existing business districts and commercial areas. Maintenance standards for streetscape and landscape improvements in public rights-of-way should be developed. Additionally, more specific guidance regarding parking quantities, provision and location should be codified. [Policies 7-12]

### **Downtown Elmhurst**

The Downtown Plan (2006) identified a series of potential zoning ordinance refinements in Chapter IV, Section C. These suggestions relate to land use and building siting, mobility and urban design. These and any other downtown recommendations should be referenced separately. [Policies 3, 6]

### **Cultural Campus**

Although governed by the Downtown Plan (2006), the Cultural Campus area should have a separate Cultural Campus Overlay designation to allow for more flexible, comprehensive planning. Underlying land use requirements would still apply, but this overlay zone would allow the application of urban design and mobility improvements to be implemented at a holistic, rather than parcel-by-parcel, basis. This overlay should encourage architectural and site design that emphasizes conservation of open space, provision of cultural amenities, pedestrian connections between buildings, and connections to the downtown. [Policy 9]

### **Incentives**

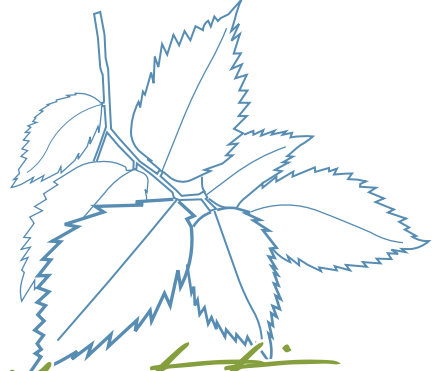
The City should explore options to incentivize developers to exceed the minimum design and zoning standards while fulfilling the stated policy goals of the City. Developers will only respond to incentives if they fulfill a market need: if the market would support a higher density than currently allowed within a certain zone, an incentive that offers increased density in exchange for the provision of open space would be effective. If, however, allowable densities are adequate, the City may consider offering reduced parking requirements, fee waivers, or whatever inducement that developers would value. The City should ensure that incentives are offered for the provision of amenities that meet the City's policy goals, which could include affordable housing, the provision of open space, or the inclusion of certain design features. When appropriately matched, both the City and developers benefit from the provision of incentives. [Policy 13]



*Elmhurst Cultural Campus (above and below)*

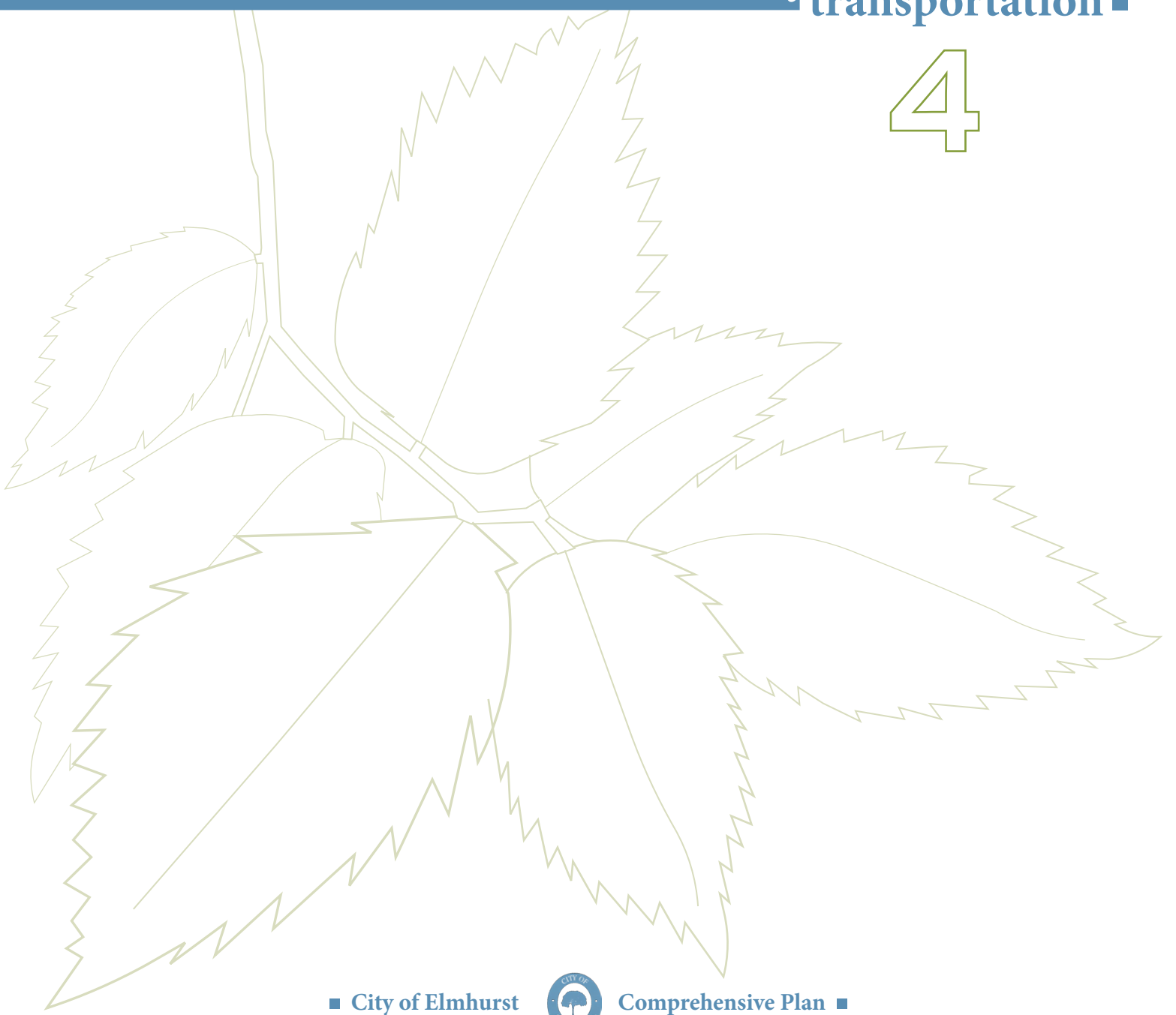






# *Transportation* transportation ■

# 4





## TRANSPORTATION

Elmhurst's transportation system consists of an extensive roadway network, including direct access to Interstate Highways I-290, I-294, and I-88, an extensive commuter rail and bus transit system, as well as a well-connected pedestrian and bike network. This transportation network allows for easy and accessible travel within the City and excellent connections to the surrounding metropolitan area. Elmhurst's interstate highway and commuter rail access are among its strongest assets, making it a very desirable community for living and conducting business. Therefore, maintaining a well-functioning and efficient transportation system is critical to sustaining the high quality-of-life in the community. A review of existing conditions, including average daily traffic and transit ridership history, formed the basis for the development of the transportation framework and functional street classification. Through this analysis, priority improvement areas were identified, as well as general improvements or suggestions to manage population and employment growth, relative to a functional and efficient transportation system. This section provides an overview of the transportation network in Elmhurst and offers some recommendations to sustain and strengthen community mobility.



## GOALS AND OBJECTIVES

**Goal 1:** Continue to enhance mobility within the City by effectively managing local traffic issues and anticipating the impact of future development on current traffic patterns.

### Objectives:

1. Minimize regional (non-local) and commercial traffic through single-family residential neighborhoods in Elmhurst.
2. Manage traffic growth on streets functionally classified as local or collector, and on sensitive arterials (narrow right-of-way and fronting residential uses) through traffic calming measures.
3. Utilize the City's Functional Classification Map of City streets for Elmhurst as the basis for traffic control and regulatory signing, land use and access control and overall street design.
4. Ensure adequate road surface conditions to accommodate required traffic volumes.
5. Ensure adequate capacity and safe design of street intersections and interchanges.
6. Continue to provide adequate street lighting in order to minimize potential traffic conflicts.
7. Ensure adequate resources for the improvement and maintenance of streets and public rights-of-way in the city.



*Commuter and freight rail tracks*

8. Improve wayfinding signage throughout the city to aid pedestrians, bicyclists and motorists in locating and accessing key community facilities.

**Goal 2:** Maintain and determine adequate parking facilities to serve land uses throughout the city.

### Objectives:

1. Actively monitor, manage and address on-street and off-street parking needs within the city to ensure adequate and conveniently located parking to serve all current and future land uses.
2. Pursue opportunities for the reconfiguration of off-street parking lots, structures and the establishment of shared parking agreements to meet parking demands within neighborhood commercial areas in a coordinated and efficient manner.

**Goal 3:** Leverage existing mass transit systems (Metra and Pace) to encourage transit-oriented development and inter-modal connections.

### Objectives:

1. Implement the Downtown Plan (2006), which recommends a transit-supportive development program around Elmhurst's Metra commuter station.
2. Implement infrastructure improvements, such as landscaping, street furniture, and bus stop enclosures, in order to encourage transit usage throughout the city.
3. Explore Pace bus routing improvements to more completely serve residents and commuters using the Metra station, as well as improve routing of Pace bus service between major economic activity areas within and surrounding Elmhurst.



4. Encourage the development of the bicycle and pedestrian systems in a manner which complements and supports public transportation access.
5. Work cooperatively with Pace, Metra, and other agencies to assess and respond to evolving transit user needs in the city.

**Goal 4:** Provide safe and convenient transportation alternatives.

#### Objectives:

1. Encourage and provide alternatives to the single-occupant automobile, including carpooling, walking and biking throughout the city.
2. Provide parking incentives for carpooling or utilizing alternate fuel vehicles.
3. Provide a continuous network of sidewalks and safe crosswalks throughout the city to improve pedestrian safety and encourage walking.
4. Seek to create a well-connected network of on-street/off-street bicycle paths to improve bicycle access throughout the city, including provision for bicycle parking.
5. Pursue opportunities with neighboring communities and agencies to create pedestrian and bicycle connections to nearby trails and recreational areas.
6. Seek to improve pedestrian comfort and safety along major thoroughfares and at busy intersections, in particular near schools, parks and commercial areas.

#### Policies

The following policies provide a framework for guiding the creation and implementation of transportation strategies.

1. Maintain the street grid network and improve and develop bicycle and pedestrian access throughout Elmhurst.
2. Provide the opportunity to upgrade and improve local substandard streets to a minimum standard, including curb, gutter and drainage infrastructure.
3. Seek to maximize the contributions by state, federal and other agencies toward the costs of major roadway improvements in the city, including the CREATE (Chicago Region Environmental and Transportation Efficiency) program to assist in funding railroad traffic mitigation measures and START (Solutions To Area Rail Traffic) to address regional rail congestion measures.
4. Anticipate measures likely needed to reduce traffic congestion through Elmhurst due to the proposed O'Hare Western Access.
5. The design of the overall street system should continue to discourage cut-through traffic in residential areas,



*A network of interstate highways surround Elmhurst*

- including new traffic calming measures if necessary.
6. The design of the overall street system should continue to encourage the development of complete streets.
7. Encourage increased Metra ridership through parking accommodation, access management and transit-oriented development surrounding the station.
8. Encourage the continuation and expansion of Pace bus service in the city.
9. Provide options for alternative modes of transportation in the city, including bicycles, pedestrians and transit, as well as incentives for carpooling and alternative fuel vehicle usage.
10. Consolidate access in large parking areas, including cross-easements in shopping centers and reduced curb cuts to major arterial roadways.



#### FUNCTIONAL STREET CLASSIFICATION

Functional classification of all City streets is a necessary step in determining the needs of future improvements to existing streets and appropriate land uses. Functional classification identifies the purpose of the street, such as whether it is to provide local access in residential neighborhoods or to move traffic through the community to other parts of the community. A functional classification of the roadways within and around Elmhurst is presented in Table 1: *Functional Street Classification System* and graphically illustrated in Figure 14: *Functional Street Classification System*.





Table 1: Functional Street Classification System

| MAP KEY | FUNCTIONAL STREET CLASSIFICATION   | ROADWAY   | JURISDICTION   |
|---------|--|---|--|
|         | <b>Expressways:</b> Expressways are limited access facilities serving intra-regional and interstate trips. Access is provided generally through interchanges however, some facilities might also have at-grade intersections. Speed limits can vary from 55 to 65 miles per hour; the Average Daily Traffic volume (ADT) is over 40,000 vehicles.  | Interstate 290<br>Interstate 294<br>Interstate 88   | IDOT<br>Illinois Tollway<br>Illinois Tollway<br>IDOT<br>IDOT |
|         | <b>Principal Arterials:</b> Principal arterials serve mainly intra-regional trips. While these facilities are meant to carry through traffic, they can also provide access to major developments. A high level of access control should be applied for these roadways. Speed limits are typically in the 40-55 miles/hour range but in more intensely developed areas, could be 35 miles/hour or less. | Lake Street (US 20)<br>North Avenue (IL 64)<br>Kingery Highway (IL 83)<br>Roosevelt Road (IL 38)      | IDOT<br>IDOT   |
|         | <b>Minor Arterials:</b> Minor arterials are intended primarily for trips between neighboring communities and within the community. These roadways are also primarily through traffic carriers but provide a much greater local access function than primary arterials. Speed limits can vary from 35-45 miles/hour or lower in more developed areas.   | Grand Avenue<br>York Street<br>St. Charles Road<br>Butterfield Road (IL 56)                           | County<br>County<br>City<br>IDOT                             |
|         | <b>Community Collectors:</b> Community collectors serve trips within the community and to a lesser extent between adjacent communities. Their primary function is to collect trips from the minor collector and local roadways and provide access to the arterial streets. Access control should be low to moderate.   | West Avenue<br>Spring Road<br>Poplar Avenue<br>Vallette Street<br>Michigan Street<br>County Line Road | City<br>City<br>City<br>City<br>City<br>City                 |
|         | <b>Subdivision Collectors:</b> These roadways are used to access different neighborhoods within the community. There is typically a low level of access control.   | (Illustrated in Figure14)   | City   |
|         | <b>Local Streets:</b> Local streets collect trips from abutting land development and feed them to higher classification streets. There is typically no access control.   | (Illustrated in Figure14)   | City   |





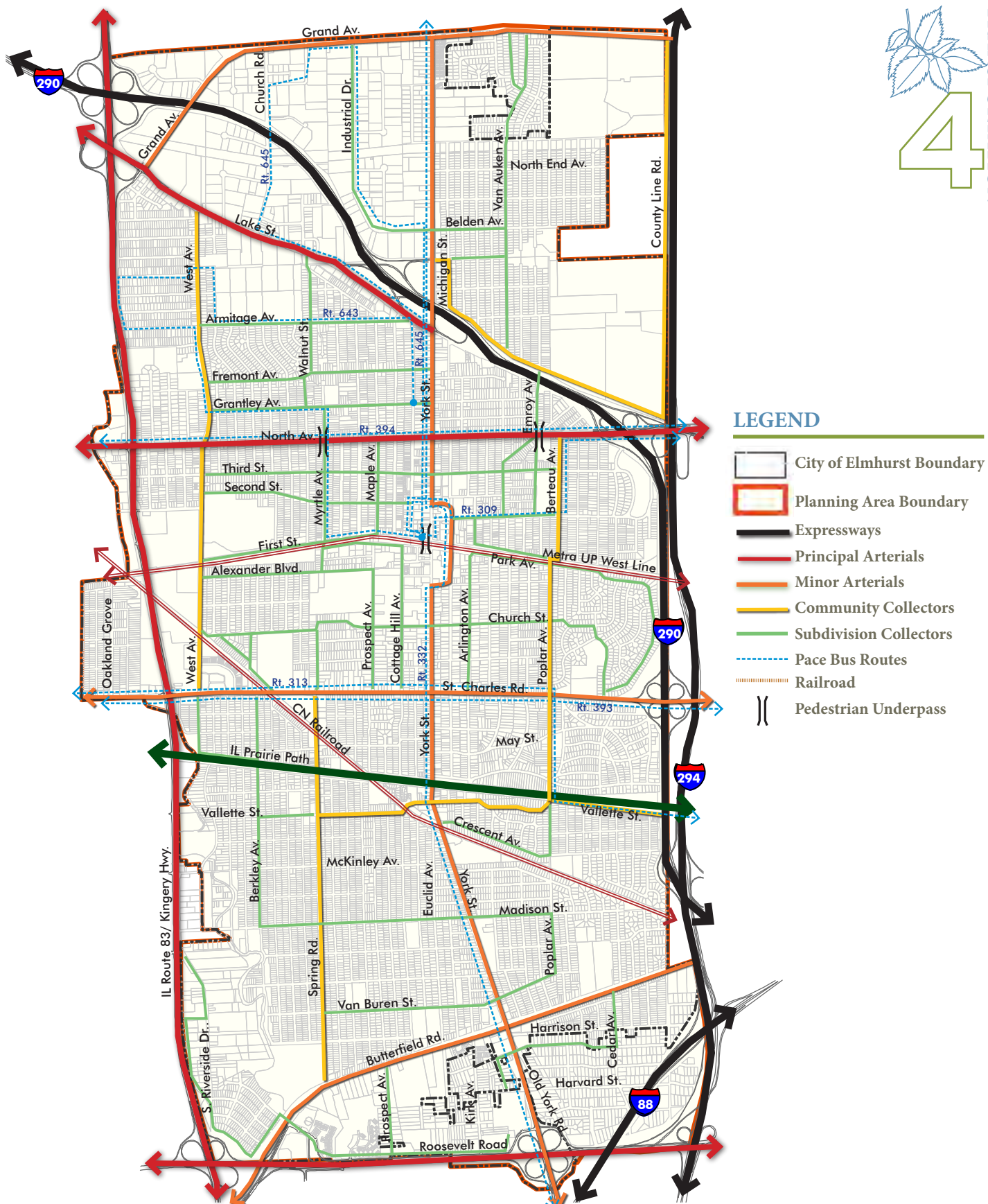


FIGURE 14: FUNCTIONAL STREET CLASSIFICATION SYSTEM

Scale: 1" = .50 miles



HNTB



## FUTURE TRANSPORTATION FRAMEWORK

Elmhurst's existing transportation system offers residents and visitors good access and circulation opportunities through a variety of different modes, including automobile, train, bus and bicycle. There are, however, a number of opportunities for the City to improve connections between modes and to provide input to IDOT as it works to improve important interchanges on both ends of the City. *Figure 15: Future Vehicular Transportation Framework* graphically depicts the existing road networks, railroad, and mass transit service, and identifies priority areas for transportation improvements. A discussion of these priority improvement areas is included in the following section.

### Roadway System

Elmhurst is a well-developed and mature community with an organized street hierarchy and interconnected system of roadways. As noted on the Future Transportation Network, four priority areas in which the City should continue active planning participation have been identified:

- **Railroad Crossing:** In addition to accommodating regular Metra passenger service, the main function of the Metra UP West Line rail line is to transport freight regionally. Too often, freight train delays cause commuter train back-ups which results in traffic congestion on major arterials crossing the tracks, specifically York Street through the downtown area. While a below-grade roadway exists along Robert Palmer Drive to the east of York Street, traffic still backs up on area streets. While the governance of the railroad falls outside of the City's jurisdiction, the Chicago Regional Environmental and Transportation Efficiency Program (CREATE) is assisting in improvements to help alleviate freight and passenger train congestion. The City should work to leverage assistance from the CREATE program. In addition, membership in the regional START program (Solutions To Area Rail Traffic) provides another opportunity for Elmhurst to participate in regional railway planning, in this case Canadian National Railway's proposed acquisition of the Elgin, Joliet and Eastern Railway (EJ&E). This acquisition is a viable solution for reducing freight rail congestion in the near Chicago suburbs, including Elmhurst, by allowing a decrease in the amount of freight traffic being transported through the central city. This traffic reduction would result in fewer freight train delays and back-ups during peak vehicular congestion periods.
- **I-290/York Street Interchange:** The City should continue coordinating with IDOT on planning for the reconfiguration of the York and Lake Streets/I-290 'scissor' interchange to ensure that the new roadway alignments improve overall accessibility in the area,



*Elmhurst Metra Station*

- in particular, to the commercial parcels along Lake Street.
- **York Street and Roosevelt Road Interchange:** The City of Elmhurst is working with Elmhurst Memorial Hospital and IDOT to improve the York/Roosevelt interchange to allow traffic from both directions on York Street and eastbound Brush Hill Road to proceed westbound on Roosevelt Road. The City should continue to collaborate with the hospital to understand potential traffic impact and implement roadway improvements as necessary.
- **I-294/North Avenue Interchange:** The City should continue to coordinate with IDOT and ISHTA on planning for the reconfiguration of the I-294 interchange at North Avenue to ensure that an access point connects southbound I-294 to eastbound North Avenue to minimize the impact of highway traffic in the surrounding residential areas.

### Complete Streets

Complete Streets is a new program administered by the Illinois Department of Transportation (IDOT). The program is designed to broaden the focus of the thoroughfare beyond that of accommodating the automobile, and instead focus on enabling safe access for all types of street users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. Complete Streets have been documented to improve safety for pedestrians and motorists alike, they encourage more walking and bicycling, ease congestion through mode sharing, and improve air quality by reducing carbon dioxide emissions from cars. While Elmhurst currently offers a well-connected network of pedestrian-friendly streets and bikeways, a recent change in Illinois law provides the opportunity for the City to leverage state funding to build on this strong foundation.







FIGURE 15: FUTURE VEHICULAR TRANSPORTATION FRAMEWORK ROADWAY SYSTEM

Scale: 1" = .50 miles

0 .25 .50 1.0





Senate Bill 314 was adopted by the Illinois State Legislature on October 10, 2007, and requires that IDOT immediately begin to utilize Complete Streets design principles for project planning and is required for road construction beginning in August 2008. The Illinois Complete Streets mandate requires IDOT to include safe bicycling and walking facilities (appropriate to local context and needs) for all road projects constructed in urbanized areas, a designation which includes Elmhurst. Right-of-ways under IDOT's jurisdiction that may be eligible for state funding under the new Complete Streets legislation are depicted on both the Future Vehicular Transportation Framework and Pedestrian and Bicycle Framework maps.

### O'Hare Western Access

The potential Western Access to Chicago O'Hare International Airport could significantly affect travel patterns and volumes in Elmhurst. Western access to the airport would be provided by extending the Elgin-O'Hare Expressway from its present eastern terminus at Interstate Highway 290 and Thorndale Avenue to the airport, and also through the construction of a north-south highway on the airport's western boundary that would connect Interstate Highway 90 and the Tri-State Tollway. This could potentially be routed along York Road through Bensenville, carrying additional traffic into Elmhurst, or along an access road further east within the airport's boundary. In either case, Elmhurst should work closely with IDOT, DuPage County and neighboring communities to coordinate regional traffic management strategies that will mitigate the potential traffic volume increase that will be created by this project.

Because York Street functions as a commercial corridor, a preliminary traffic congestion mitigation strategy could include the following:

- Regulate driveway spacing, corner clearance, and sight distance.
- Restrict the number of driveways per lot, consolidating access wherever possible.
- Require internal connections, unified circulation and parking plans between adjacent properties.
- Treat properties under the same ownership and those developed as a unified project as one property for the purpose of access control.
- Reduce commercial strip zoning and promote mixed-use and flexible zoning.
- Construct medians to control the location and reduce the number of left-hand turn points.
- Move access points away from signalized intersections and expressway ramps.



*Commercial strip zoning*

### Traffic Calming

The grid network of streets in Elmhurst functions to reduce the pressure of traffic volumes on major arterial roadways, such as Lake Street, North Avenue, York Street, and Roosevelt Road by dispersing trips throughout secondary streets. When traffic congestion does occur on these major arterials, however, drivers that are familiar with the local street network sometimes choose to use secondary residential streets to avoid the traffic. This pattern has resulted in community concerns about increased residential street traffic and higher rates of speeding through neighborhoods.

Existing traffic patterns can be effectively altered to relieve congestion through the implementation of new regulations and design solutions.

### Regulatory Solutions

Community concerns regarding cut-through traffic in residential neighborhoods could be mitigated through turn restrictions from main arterials at peak travel hours. Targeted implementation of this strategy at key problem intersections could discourage cut-through traffic while allowing some local traffic access. These restrictions could be in place during rush hours only, the times when cut-throughs most frequently occur, while allowing full access in the off-peak periods, a time when most residents would be making local trips. The City has already employed this measure at a number of key locations throughout Elmhurst, including North Avenue and Robert Palmer Drive.

Another regulatory option would be to designate affected neighborhood streets as one-way turns, which would effectively maintain the residential street as two-way, but route accessing traffic as though it were a one-way street. In oth-





er words, cars could only make right turns onto the neighborhood street from a main arterial and drivers turning onto the main arterial from the neighborhood street could only make right turns. This traffic pattern could reduce the number of through drivers in residential areas by restricting some access. Some locations in Elmhurst, including the intersections of Michigan and Addison Streets with North Avenue, already employ this pattern.

In order to support these regulatory efforts, the City may want to consider increasing police patrols to engage in targeted enforcement, as it has done at select locations throughout the City. Motorists are more likely to abide by new regulations when non-compliance consistently results in a police citation.

### Design Solutions

While new regulations and enforcement initiatives would help to minimize traffic impacts in neighborhoods and minimize the need for capital investment, design solutions may be necessary to permanently alter traffic flow in certain problem areas.

- **Street and lane narrowing:** Motorists tend to drive at speeds they consider safe and reasonable and tend to drive more slowly on narrower roads and traffic lanes. Reducing road widths by widening boulevards or sidewalks intermittently, introducing medians, or striping bike lanes can reduce traffic speeds. On-street parking placement (protected by curbs and made more visible by landscaping) can achieve the same effect. Road narrowings have the added advantage of reducing the expanse of road to be crossed by pedestrians, thus reducing pedestrian crossing time.
- **Cul-de-sacs:** The creation of cul-de-sacs on through streets effectively closes that street to all but local traffic. These dead-ends, however, could negatively impact the long-term circulation pattern for the City. It could also raise concerns among the City's emergency response personnel because of reduced accessibility, which results in increased travel times for emergency calls.
- **Raised crosswalks or road humps:** Raised crosswalks or road humps can reduce vehicle speeds on local streets and provide improved visibility and safety for pedestrians, however they can equally increase emergency response times and slow emergency vehicles and buses, have potential drainage problems, increase noise, and increase maintenance costs. Additionally, they can actually increase speeding problems by causing drivers to speed up between road humps to make up for lost time slowing down to drive over them.



*Traffic-calming techniques include 'curb bump-outs'*

- **Curb bump-outs:** Curb bump-outs are extensions at intersections that reduce curb-to-curb roadway travel lane widths. They are used to make pedestrian crossings shorter and reduce the visual width of long, straight streets. Where they are constructed by widening the landscaped planting strip, they can have a positive effect on the visual appearance of the neighborhood. They can be used at intersections to create a street gateway effect, visually announcing an entrance to a neighborhood. Bulb-outs must be designed to accommodate emergency response vehicles.
- **Chicanes/curved alignments:** Chicanes are a form of curb bump-outs which alternate from one side of the street to the other. The road is in effect narrowed first from one side then the other and finally from the first side again in relatively short succession. Chicanes break up the typically long sight lines along streets and thus combine physical and psychological techniques to reduce speeds. Chicanes must be designed to accommodate emergency response vehicles.

These regulatory and design decisions would need to be studied in areas of specific concern on a case-by-case basis. The City first needs to decide if this approach is appropriate from a policy point of view. Note that it is difficult to determine what tools and techniques would work best in advance of experience with traffic operations resulting from the new terminal. Equally important will be resultant





attitudes and practices towards the various solutions. Thus, the City should continue to monitor plans through the design process to roadway opening to manage impacts as best as possible.

### Driveway Access

While discussed in separate sub-area plans in *Chapter 3: Land Use and Development*, it is important to mention again the significance of controlled access. In any new design guidelines or regulations for commercial developments, access management should be stressed. This includes consolidating access points and curb cuts to large parking lots, which can be achieved through forming cross-easements in parking lots, or, more simply, consolidating parking needs and sharing space between users. Additionally, curb cuts and driveways on both sides of the street should be aligned as much as possible, minimizing potential conflict points along a corridor.

### Wayfinding

The concept of wayfinding, or the ability of a person to find his or her way to a given destination, will be discussed further in *Chapter 10: Urban Design*, but should be touched upon here relative to transportation. The construction of wayfinding elements can be in the form of simple signage, or the orientation of a building to its larger site. As Elmhurst is located between several major expressway system interchanges with multiple ramps and transition points, it can sometimes be confusing to understand where the appropriate exit or entrance point is. This is specifically true with access to Highway 294 off of North Avenue. It is extremely important to have signage that helps residents and visitors find their destinations, and Elmhurst should work with IDOT to identify and improve confusing access points, such as the Hwy 294/North Avenue interchange identified above.

### Bicycle and Pedestrian Access

Elmhurst offers a well-connected street network characterized by tree-lined streets and continuous sidewalks that are laid out in a traditional grid pattern. Sidewalks are present throughout most of the city. The Illinois Prairie Path, a regional hiking and biking trail, provides a convenient and continuous east-west pedestrian connection through the city. Other trails along Salt Creek are under construction, and, when complete, will form a strong north-south bike path connection to existing regional trails, including the Great Western Trail, which is located to the northwest of the city.

Although Elmhurst generally can be defined as “pedestrian-friendly”, several areas within the city

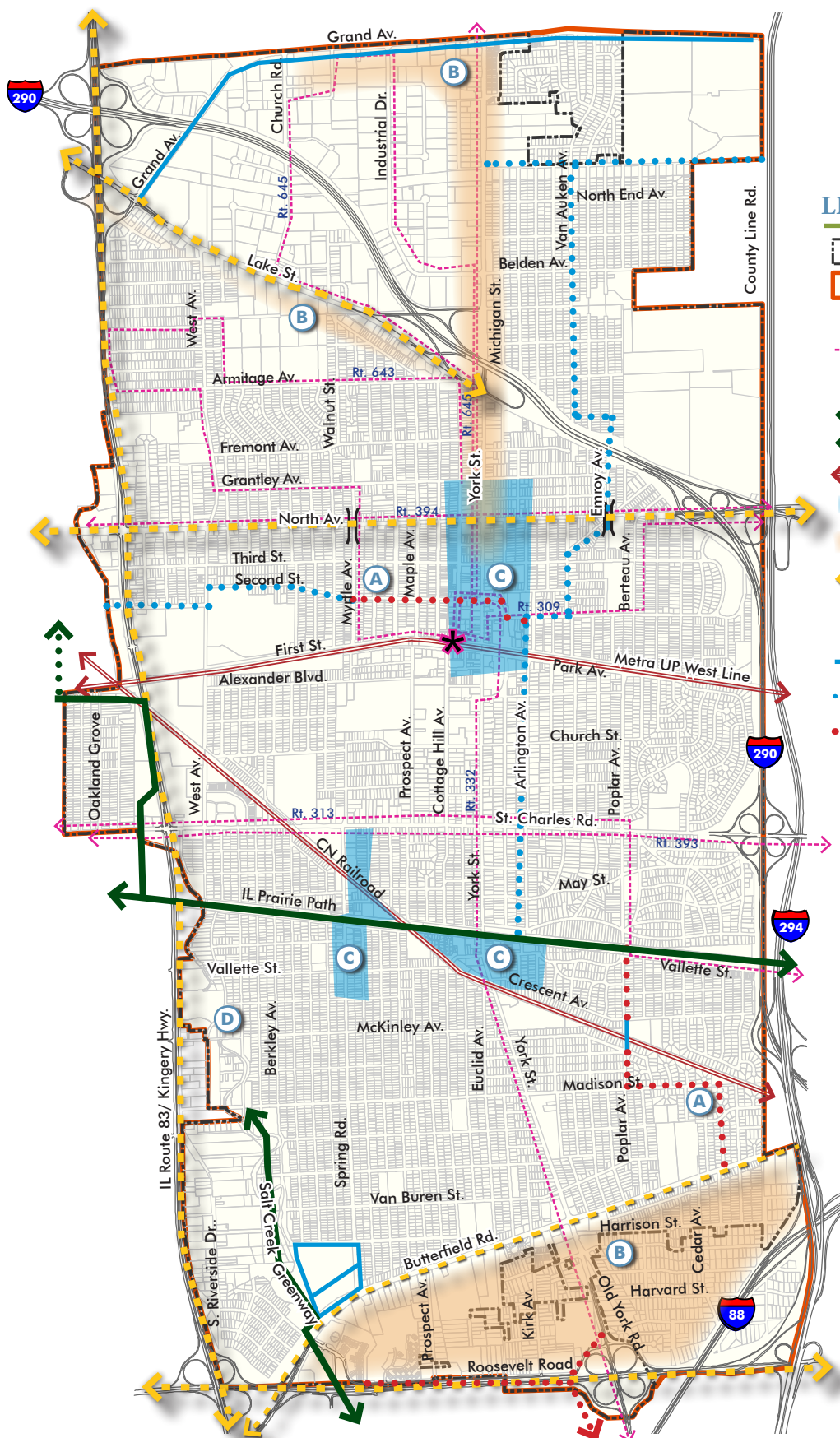
“Pedestrian-friendly” can be defined as a built environment that is friendly to the presence of people living, shopping, visiting, enjoying or spending time in an area. These corridors typically offer elements such as sidewalks, crosswalks, pedestrian amenities, an interconnected street network, access to mass transit, vehicular buffers, landscape plantings and street furniture.

are not conducive for walking. Most of the commercial and employment areas outside the downtown (except for the Spring Road business district) are auto-oriented. These areas are characterized by buildings placed behind large surface parking lots greatly reducing accessibility from the sidewalk. Additionally, Elmhurst does not have dedicated bike lanes on its roadways. The pedestrian network in the city is interrupted by arterial roadways such as North Avenue, Lake Street, York Street and Butterfield Road, and related auto-oriented development. The high vehicular speed and high traffic volumes act as a barrier making it difficult for pedestrians to cross these roadways. To improve access and safety, pedestrian underpasses have been provided at two locations on North Avenue. These underpasses provide a safe crossing option for pedestrians, including school students, as well as enhance connectivity to the Illinois Prairie Path and other bicycle/walking trails.

While the existing bicycle and pedestrian networks are good, the completion of planned bikeway projects and the construction of additional sidewalks could ensure that all residents of Elmhurst can choose to walk or ride a bike to any destination in the city. Planning for right-of-way should consider needs based on multimodal network performance measures that seek to balance community character and capacity enhancement or congestion relief. *Figure 16: Future Pedestrian and Bicycle Framework* graphically depicts the following opportunities:

- **Bikeway connections:** A number of local bikeways that would significantly increase bike accessibility are in the planning stages. Two extensions of these planned bikeways would function to complete the system and provide even more options for connectivity.
- **Sidewalk network improvements:** While the City’s network for sidewalks is strong, a few areas still lack consistent sidewalks. The construction of sidewalks in these remaining areas would complete the City’s network and provide continuous pedestrian access.





## LEGEND

- City of Elmhurst Boundary
- Planning Area Boundary
- Metra Station
- Pace Bus Route
- Pedestrian Underpass
- Regional Bikeway
- Planned Regional Bikeway
- Railroad
- Bike Parking Priority
- Sidewalk Construction Priority
- Roadways Eligible for Complete Streets Treatment
- Local Bikeway Connections:**
  - Existing
  - Planned
  - Proposed

### A Bikeway Connections:

A number of local bikeways that would significantly increase bike accessibility are in the planning stages. Two extensions of these planned bikeways would function to complete the system and provide even more options for connectivity.

### B Sidewalk Network Improvements:

While the city's network for sidewalks is strong, a few areas still lack consistent sidewalks. The construction of sidewalks in these remaining areas would complete the city's network and provide continuous pedestrian access.

### C Secure Bike Parking:

The provision of secure bicycle parking facilities would remove an obstacle to bike usage and encourage bicycling to the Metra Station, the Downtown area, and neighborhood commercial areas.

### D Future Salt Creek Greenway Bikeway:

Ultimate alignment of regional bike path in this area to be determined by Elmhurst Park District.

FIGURE 16: FUTURE PEDESTRIAN AND BICYCLE FRAMEWORK

Scale: 1" = .50 miles



HNTB





- **Secure bike parking:** The provision of secure bicycle parking facilities would remove an obstacle to bike usage and bicycling to the Metra station, the downtown area, and the York/Vallette and Spring Road business districts.

Additional opportunities to improve the bicycle and pedestrian framework include:

- **Urban design features:** Bicycle lanes should have unique signage and uniform striping throughout the city to signalize the alternative use of these pathways and signalize the presence of non-vehicular traffic.
- **Funding:** One source of funding for the completion of the bicycle and pedestrian network is the IDOT Complete Streets program, discussed earlier in this chapter.
- **Regional connections:** Planning efforts to complete the system should especially pay attention to providing connections outside of Elmhurst. Regional trails, such as the Illinois Prairie Path and Salt Creek Greenway, should be maintained within the city.
- **Municipal coordination:** Bicycle lanes on through-streets should be continued across municipal boundaries. Coordination with surrounding communities is critical to fostering a regional non-vehicular travel network.
- **Pedestrian Safety:** Visual features to signify drivers of pedestrian activity should be implemented within the city. Further study is required to determine the best course of action. Options could potentially include special crosswalk treatment (i.e. special markings, alternative paving, raised crosswalks/speed tables), subtle flashing lights at key intersections that lack other traffic calming devices, pedestrian refuges in the median of wide intersections, pedestrian bridges over high capacity roadways, and curb bump-outs on local streets.

## Public Transportation System

Elmhurst has a number of mass transit options, including a well-designed and used Metra station in the downtown area, and seven Pace suburban bus routes. An overview of these modes and recommendations for improvement follow. Specific recommendations relative to the downtown, including the downtown Elmhurst Metra Station, can be found under separate cover in the Downtown Plan (2006).

### Metra

The commuter rail serves Elmhurst frequently on weekdays (and slightly less frequently on weekends) on Metra's Union Pacific West Line, which connects to the



*Elmhurst's Metra station is convenient to Downtown shops*

Ogilvie Transportation Center in Downtown Chicago. The city's downtown Metra train station is easily accessible to vehicular, pedestrian, and bike traffic, and is the busiest station on the entire Metra Union Pacific West Line.

The Metra station is a significant asset for Elmhurst providing its residents convenient access to Downtown Chicago and other suburban communities along the train-line. It increases the desirability of Elmhurst for people who want to live close to transit and contributes to the vitality of downtown Elmhurst by attracting an increasing number of residents.

Implementation of the Downtown Plan (2006) will foster continued integration of increased densities of residential development and commercial services downtown, resulting in a transit-oriented community, decreasing excess vehicular traffic through transit usage.

### Pace

Pace provides bus service within Elmhurst. Seven fixed Pace bus routes pass through or circulate within the city, providing access to destinations within Elmhurst and in neighboring communities. Several of the Pace routes connect the Elmhurst Metra Station to major employment destinations within the city, enhancing accessibility options for employees.

In addition to the fixed route services, Pace also provides paratransit services for the disabled in compliance with the American with Disabilities Act (ADA). It is a curb-to-curb service operating within three-quarters of a mile of Pace's regular fixed routes during the same hours and days as the fixed route service.



Elmhurst Memorial Hospital is in the process of planning the construction of a new facility roughly bound by Roosevelt Road, York Street, Harvard Street, and Euclid Avenue. The City should consider partnering with the hospital and Pace to evaluate whether a shuttle service between the Metra and hospital campus would mitigate the traffic impact of the hospital's new location on York Street, and provide an alternate accessibility option for patients and staff. Alternatively, the City could partner with Pace to evaluate whether any existing bus routes could be altered to incorporate a route between the Metra Station and the hospital, as well as between Elmhurst neighborhoods and the new medical campus.

The Elmhurst Employment District sub-area (*Chapter 3: Land Use and Development Pattern*), is especially affected by transportation network accessibility because of the intensity of movement of goods, services, and personnel into and throughout the site. The area is served by a Pace bus route providing rush hour service from the Metra commuter rail station in downtown Elmhurst. Convenient transit access makes it easier for businesses to attract and retain a wider range of employees enhancing their competitiveness. Bus service to the district should be maintained in the future, and enhanced as needs arise in cooperation with business owners. Bus service should be additionally provided as warranted to other major commercial centers for employee and visitor transportation.

### Parking near Transit

Convenient parking is essential to the continued success of downtown Elmhurst and its transit services. The Downtown Plan (2006) provides a comprehensive understanding of the existing conditions and recommendations for future improvements. As that Plan states, parking provision is a land-intensive use. To continue downtown redevelopment efforts, surface parking lots should be acquired and consolidated into shared lots and/or vertical parking structures. Parking structures can blend seamlessly into the downtown character through careful design and integration above, below or behind commercial/office/residential buildings. To maximize prime parking for retail uses, employee and commuter parking should be consolidated in key locations, making available on-street and temporary parking areas closer to retailers. Further elaboration on parking downtown and its role within the larger community transit framework is included in the Downtown Plan (2006).



## IMPLEMENTATION

The City of Elmhurst should consider pursuing the follow-



*Commuter parking adjacent to the Metra station*

ing strategies to achieve successful implementation of desired transportation improvements. Policy numbers at the end of each implementation action correspond with the policies stated at the outset of the chapter.

### Congestion Management

Increased population and employment growth in and around Elmhurst have the potential increase traffic congestion through the community. As volumes increase, the City should commission further studies to address traffic issues. The intent of congestion management strategies – local traffic calming and regional access management – should be made clear in the study and relevant strategies suggested. [Policies 4, 5]

### Alternative Modes

Elmhurst has a well-designed and comprehensive street network. The City should leverage this by encouraging multi-modal transportation options, “completing the street” by using each corridor to its fullest capacity and reducing vehicles miles traveled (VMT). With gas prices and commuting times equally rising, residents are looking to utilize all available options. Priority should be given to completing the urban sidewalk network and creating a city-wide bicycle system. The first phase of this may be through



street signage designating safe bicycle routes, with physical bike lanes and vehicular separation as a later phase.

Continued development of residences downtown allows multiple commuting options – walk, bike, bus or train. Incentives should be given to carpoolers and those utilizing alternative fuel vehicles, such as priority parking spaces in lots or reduced parking fees. [Policies 6, 9]

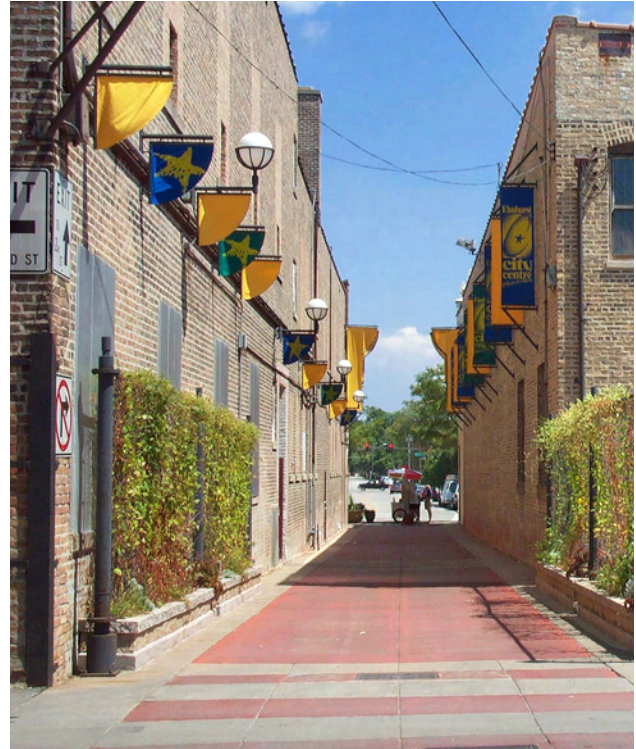
### Transit Expansion

As transit becomes a more popular mode of transportation, Elmhurst should work with Pace and Metra to expand services in the community. Additional bus routes should be explored to connect the community business districts with nearby neighborhoods and the downtown Metra station. Higher-density residential development should be encouraged around transit access points to promote this alternative mode. [Policies 7, 8]

### Bicycle and Pedestrian Linkages

Stronger bike and pedestrian linkages should be established between the residential neighborhoods surrounding the business districts. The City should seek funding to implement improvements and require new development/redevelopment to comprehensively plan for and accommodate bicycle and pedestrian activity. The following features should be planned and implemented:

- Streetscape improvements, further elaborated in *Chapter 10: Urban Design*.
- Use of mid-block pedestrian linkages could also be considered to further enhance pedestrian access.
- Strong linkages should be made between neighborhood activities, such as to the downtown, hospital, Cultural Campus and business districts.
- Most streets in the unincorporated residential area east of York Street are without sidewalks, curbs, or gutters, which gives the neighborhood a rural appearance. If residents request annexation into the City, sidewalks could be considered in the area in the future.
- The Forest Preserve District is constructing a Greenway Trail with an underpass beneath Roosevelt Road to link the bike path along the Salt Creek Greenway to York Woods and the regional bikeway along South York Street. A strategic pedestrian/bikeway connection that links to the Greenway Trail and York Woods bike paths should be pursued at the intersection of Roosevelt and York Roads, improving overall access to both of these amenities from the southern part of Elmhurst (see *Chapter 8: Natural Resources*). [Policies 1, 9]



*Mid-Block pedestrian passageway*

### Capital Needs

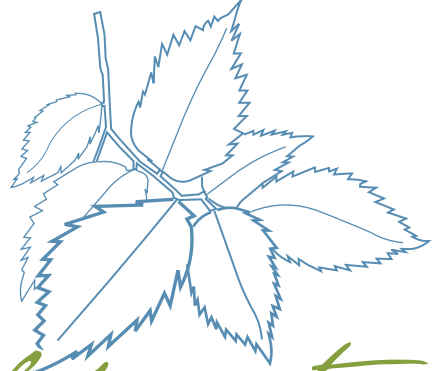
A number of the recommendations outlined above would require local capital project funding sources in order to be implemented, including the connection or expansion of bicycle and pedestrian networks, roadway improvements, and the construction of downtown parking facilities. Some recommendations could be potentially funded with state or federal money, but others, specifically related to City-owned streets, would require City funding. The City should prioritize capital needs specified in this chapter and integrate them into the next Capital Improvement Plan. The City should also seek outside funding where available, including through IDOT's Complete Streets program or the state's CREATE funding program. [Policies 2, 3]





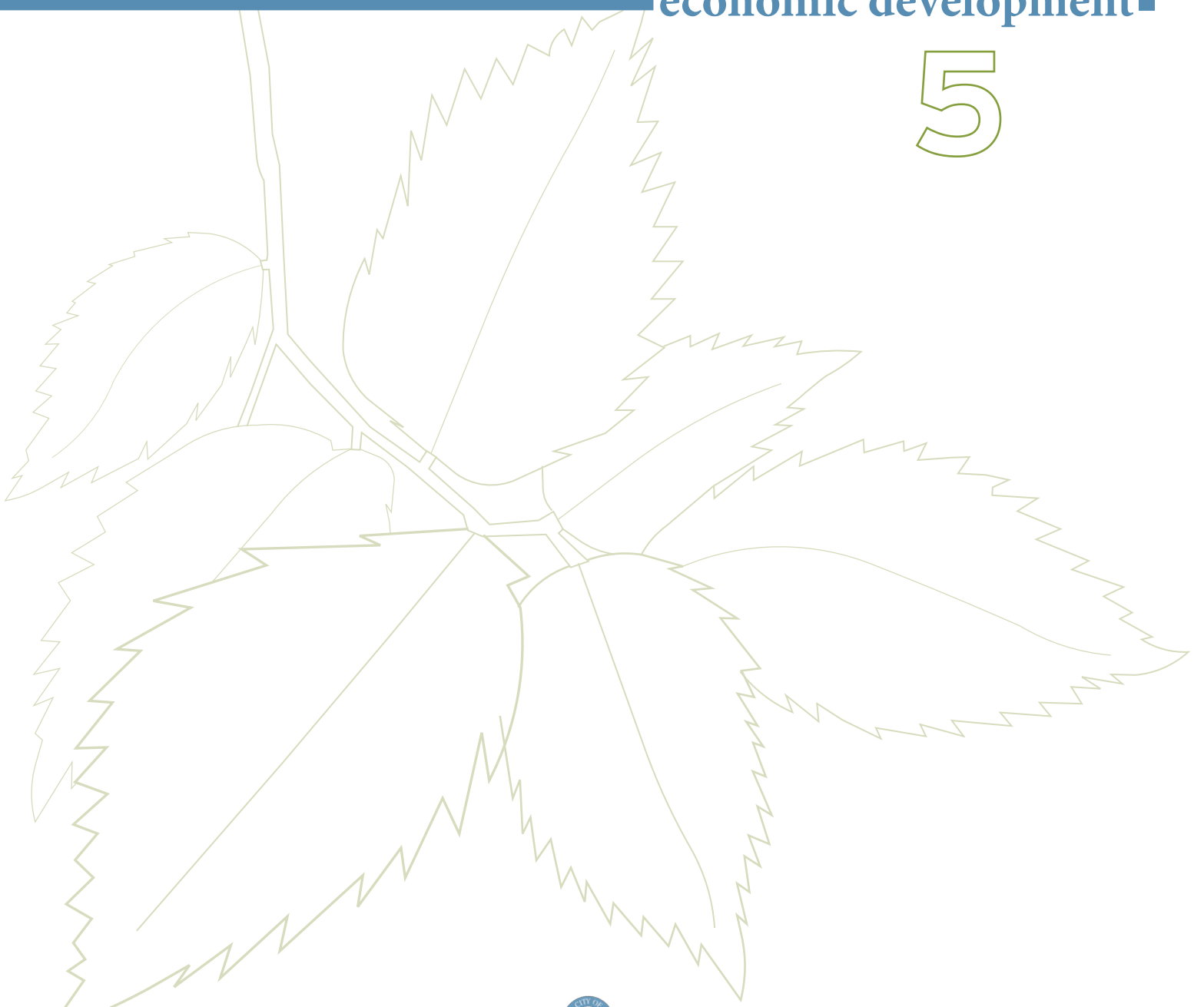






# *Economic Development* economic development ■

## 5





## ECONOMIC DEVELOPMENT

Elmhurst is a mature community with a number of assets, including a strong business community, stable residential sector, excellent school system, and exceptional cultural amenities. Providing a strong economic base within the community is essential for the continued provision of strong community facilities and services. The challenge facing Elmhurst is to craft an economic development strategy that effectively balances these existing assets while guiding development opportunities within a spatially-constrained environment. Single-family residential homes made up 56 percent of the land use in 2007, while all industrial, commercial, and office space combined for a total of less than 20 percent of the land uses. Developmental assistance resources, then, must be prioritized: maximum impact must be leveraged from comparatively limited non-residential developmental opportunities. In order to assist in this process, Goodman Williams Group conducted a market assessment that was released in April 2007 to evaluate the existing development environment and what types of development would be supported by projected growth trends. These trends, which will be discussed in detail in this chapter, will provide guidance as the City makes decisions regarding the types of development it targets for recruitment and retention and the use of incentives.



## GOALS AND OBJECTIVES

**Goal 1:** Encourage residential and business investment through the creation of a supportive regulatory and policy environment.

### Objectives:

1. Target retail business incentives to the business districts outside of the downtown, including the York and Vallette, and Spring Road business districts.
2. Review regulatory requirements for residential development and assess feasibility of streamlining the existing process.
3. Analyze feasibility of creating additional tax-increment finance (TIF) or business improvement district (BID) districts to support infill and redevelopment at targeted commercial sites.
4. Create a stable investment environment through a consistent pattern of code enforcement and regulatory review.
5. Create a mechanism to ensure consistent communication between Elmhurst's business community and City government.

**Goal 2:** Improve Elmhurst's ability to attract and retain high quality employers.

### Objectives:

1. Survey existing businesses on an annual basis to gauge their rates of satisfaction with Elmhurst's business environment.
2. Undertake targeted marketing strategies to attract businesses which support existing industry clusters, including car dealerships and institutions which make up the Cultural Campus.
3. Create regulatory policies and incentives that are tailored to the needs of the industry clusters which Elmhurst seeks to attract.

**Goal 3:** Increase tax revenues for the City through the expansion of the tax base rather than through raising current tax rates.

### Objectives:

1. Expand the tax base and alleviate reliance on residential property tax through the attraction of commercial, industrial, and employment development.
2. When City financial resources are used to support economic development activities, ensure that these funds are leveraged to maximize economic benefits for the City.
3. Ensure that new development is financially responsible for the proportionate share of City-funded services and infrastructure investments that are required as a result of the new development.

**Goal 4:** Maintain Elmhurst's high quality of infrastructure to support existing business and residential uses and encourage reinvestment.

### Objectives:

1. Continue investing in basic infrastructure elements, including sidewalks, sewer systems and roadways to ensure that essential infrastructure standards are met.
2. Ensure continued adherence to high urban design standards within the public way, including landscaping, streetscaping, median maintenance, and lighting.
3. Evaluate installation of city-wide fiber optic network to support equitable access to technology.
4. Integrate "green" technology into infrastructure upgrades, including the use of permeable pavement for roadways and alleys.
5. Encourage the design of new residential and commercial development that facilitates a system of bicycle and pedestrian access.

**Goal 5:** Continue Elmhurst's tradition of high quality public education for its children, and expand workforce training opportunities for adult residents.





### Objectives:

1. Pursue aggressive teacher recruitment activities to ensure that the highest quality candidates are considered when positions become available.
2. Increase funding for Elmhurst Public Schools.
3. Partner with public sector agencies, including the State of Illinois' Department of Commerce and Economic Opportunity, and local private sector businesses to develop workforce training programs.

### Policies

The following policies provide a framework for guiding the creation and implementation of economic development strategies.

1. Planning and economic development activities should be coordinated to provide regular opportunities for communication between the business community and the City.
2. The retention and expansion of existing businesses should be encouraged, including the strategic mobilization of a skilled workforce in Elmhurst.
3. City financial incentives should be targeted for usage by industry clusters which meet a set of predetermined criteria to ensure the efficient use of financial resources.
4. TIFs and special service areas (SSAs) should continue to be utilized as a mechanism for funding infrastructure improvements.
5. Infrastructure investments should be prioritized to leverage the highest degree of economic development.
6. Transit-oriented development land use patterns should be encouraged within a half-mile of the existing Metra station through the use of supportive public policies.
7. Visitors to the Elmhurst Cultural Campus should be leveraged to generate patronage of nearby shops and entertainment options.



### EXISTING RESOURCES

The City's Economic Development Office is part of the Department of Planning, Zoning, and Economic Development and, in conjunction with the following organizations, provides assistance to business owners and developers:

- **Elmhurst Chamber of Commerce and Industry:** Membership organization providing services and assistances to businesses throughout the City, including networking/referral, business education, business promotion, government action and business leadership.
- **Elmhurst City Centre:** Non-profit corporation organized and supported by the downtown business



*The Elmhurst Cultural Campus can generate entertainment and retail choices for visitors and residents alike.*

community which engages in placemaking through marketing and special events, physical standards and improvements and business recruitment and retention.

- **Tax Increment Financing:** Financing tool which enables the City to capture increases in tax revenue that result from public infrastructure investments in order to finance continued redevelopment activity. The City currently has three TIF districts.
- **Special Service Areas:** Additional property taxes self-levied to fund "special services" within a geographically-defined area. As of September 2008, Elmhurst has seven functioning SSAs.
- **Spring Road Business Association:** Non-profit membership organization that supports and promotes businesses located within the Spring Road business district.
- **York and Vallette Business Association:** Non-profit membership organization that supports and promotes businesses located within the York and Vallette business district.
- **Central Business District Retail Business Grant Program:** Uses funds from the Central Business District TIF to attract and expand targeted retail businesses that grants of up to \$10,000.
- **Facade Improvement Program:** Grant funding mech-



anism to support upgrades and renovations of building exteriors through the Downtown TIF district.

The City maintains a number of revenue sources which help to financially support economic development initiatives, but the majority of monies are collected through general purpose property taxes. Additional sources include the motor fuel tax, public utility taxes, retailer's occupational tax, state income tax rebates, and other City fees.

### Commercial Tax Base

As the Goodman Williams Group report notes, the City has effectively attracted over 220 retail and service offerings in the downtown area. While new restaurants and specialty retailers serve the downtown area, the City should continue to target business recruitment and assistance to the York and Vallette, and Spring Road business districts. While the market assessment notes that Elmhurst currently has a retail market surplus of nearly \$235 million, there is still market support for up to 200,000 square feet of additional retail, restaurant, and service uses projected for the next ten years. In addition to smaller-scale, community-serving commercial, Elmhurst could support additional large-format retailers, including electronics and discount department stores. Proximity to regional shopping destinations like Oakbrook Center and Yorktown Shopping Center, however, may dissuade large-scale retailers from locating in Elmhurst. The City should work with these potential retailers to provide site selection and targeted development assistance. The market report also notes the importance of the industry cluster of automobile dealerships to the overall performance of the retail sector. Automobile dealers should remain concentrated in the northern part of the City. The land uses in this area, as well as the Yorkfield area to the south, would be conducive to supporting large-format retailers.

### Employment Centers

The Lake and Grand industrial area supports a cluster of businesses, including small manufacturing, distribution, and service companies, which draw employees into Elmhurst and heavily contributes to the tax base. The market assessment projects that demand for space within this area will remain high for the foreseeable future. Professional and service businesses are located throughout the city, with some clustering occurring within the downtown City Centre area. Elmhurst Memorial Hospital, whose main campus is consolidating at the southern edge of the City, and Elmhurst College, in the Cultural Campus, are also major employment centers that attract employees from other municipalities. The market assessment finds a significant increase in the demand for office space in Elmhurst unlikely in the next ten years.

### Business Diversification

Elmhurst currently supports a variety of business types, including the service industry, such as medical and financial services, the retail industry, including gifts, specialty goods, and clothing, and the cultural and entertainment industries, including restaurants. While there are industry clusters which provide long-term stability to the employment and tax base, including the medical/dental services and auto dealerships, it is important that Elmhurst remain a community with a high degree of business diversification to insulate the economy from instability in various market sectors. Diversity within the business community will also create a demand for a variety of professional skills and attract a dynamic, skilled workforce.

### Cultural Campus

Elmhurst's Cultural Campus is a concentrated area within the downtown that supports a mixture of primarily public, institutional, and quasi-public uses west of Cottage Hill Avenue and south of Park Avenue. Elmhurst College, Wilder Park, Elmhurst Art Museum, and the Elmhurst Public Library are among the institutions which are sited within the district. The Elmhurst Cultural Campus Collaborative, a partnership of individual stakeholder agencies, was created to steer future planning activities within the campus. These efforts culminated in the creation of the Cultural Campus Plan, adopted by City Council in 2004, which provides a planning framework to coordinate future planning and development activities within this area in an effort to protect and preserve it as a unique community asset. Rather than a single plan or strategy, the activities of the Collaborative were meant to provide ideas and opportunities for future improvements to the Cultural Campus area. The Downtown Plan, adopted by City Council in 2006, identifies the Cultural Campus as a planning sub-area and recommends a number of principles for the area, including:

- Prepare a concept framework plan for the Cultural Campus,
- Relate the Cultural Campus to downtown Elmhurst,
- Protect and enhance Wilder Park open space,
- Develop a "system" of off-street parking to meet campus needs,
- Enhance bicycle and pedestrian connections within and around the Campus,
- Establish a unique wayfinding system for the campus, and
- Provide for coordination of implementation activities.

The mechanisms and plans are already in place to support the coordinated growth and development of the Cultural Campus.





## IMPLEMENTATION

The City of Elmhurst should consider pursuing the following strategies to achieve the successful implementation of economic development improvements. Policy numbers at the end of each implementation action correspond with the policies stated at the outset of the chapter.

### Collaboration

Through a collaborative effort with relevant stakeholders, districts for which retail business growth and expansion is targeted should be identified and mapped. Appropriate incentives to encourage retail business within these districts should also be developed and implemented. City staff should work with these targeted retailers, including large-format retailers, to assist with parcel identification and assembly activity, if necessary.

Coordinated marketing and branding activities should be undertaken by the City, Chamber of Commerce and Industry, and other relevant stakeholders to encourage the attraction of commercial, industrial and office space users. An expanded tax base will reduce reliance on residential property tax as the main revenue stream.

The City should encourage open lines of communication with the business community through the use of surveys, the identification of key City staff as business liaisons, and the creation of industry roundtables. [Policy 1]

### Regulatory Actions

City staff should conduct an internal audit to determine whether the existing regulatory requirements for residential developments are creating unnecessary procedural bottlenecks. The City should also determine whether the existing development and zoning code supports the creation of mixed-use development at targeted locations throughout the city, including the area surrounding the Metra station.

### Workforce Development

The City should pursue strategic partnerships with the state and local employers to design workforce development programs that target existing and growth industries within Elmhurst.

Elmhurst should continue its tradition of excellent public education through the provision of adequate financial resources and the aggressive recruitment of top teaching talent for its school system. A strong public school system is an attraction for employers and employees, and will produce an educated and skilled workforce for the future. [Policy 2]

### Funding

The City should assess the need for additional TIF or SSA districts throughout Elmhurst. Developmental regulations should require that new developments bear a proportionate cost of their public infrastructure and service requirements. [Policies 3, 4]

### Infrastructure

“Green” technology should be systemically incorporated into future public infrastructure improvements as a means to improve sustainability and reduce operating and maintenance costs.

Infrastructure upgrades should be designed to improve the accessibility and mobility of all Elmhurst residents, whether through the installation of a city-wide fiber optic network or the incorporation of bicycle and pedestrian amenities into new commercial and residential development. [Policies 5, 6]

The City should implement a comprehensive streetscape and signage program within the downtown area to attract and direct visitors between the central business district and Cultural Campus. Both areas should functionally complement each other, providing patrons to local businesses and cultural institutes. [Policy 7]



*Incorporate “green” infrastructure into public improvements, such as reflective roofs.*







# 6



## HOUSING

Elmhurst's strong residential neighborhoods are one of the city's best assets: quality housing stock in a variety of sizes that is available for sale or rent at a range of price points ensures that generations of Elmhurst residents can be accommodated. This housing variety is an especially important tool for maintaining the economic and social vitality of the city: children, singles, married couples and empty-nesters all play an important role in the life of a community, and excluding any one group through the inadequate provision of housing stock would detract from Elmhurst's quality-of-life. Because Elmhurst is a desirable, mature community with limited undeveloped space, recent redevelopment activity and increasing property values have resulted in community concern regarding the scale and pace of redevelopment and decreasing levels of affordability throughout the community. The City should provide clear guidance and standards in addressing how these two trends will be addressed and leveraged to support Elmhurst's dynamic neighborhoods.



## GOALS AND OBJECTIVES

**Goal 1:** Maintain Elmhurst as a diverse, inter-generational residential community by providing housing options to meet a variety of lifestyles.

### Objectives:

1. Encourage a variety of housing options, including townhomes and multi-family condominiums and apartments at various price points at appropriate locations within the city.
2. Evaluate future development of senior housing communities.
3. Ensure quality design and appropriate height and density to make multi-family residential developments compatible with the predominant single-family character of the community.
4. Ensure that developmental regulations and requirements are proportional and appropriate and do not place unnecessary burdens on developers.
5. Explore the possibility of establishing first-time home-buyer programs at favorable loan terms in collaboration with Illinois Housing Development Authority (IHDA), community banks or local employers to increase home-ownership opportunities for young individuals and families.

**Goal 2:** Encourage well-maintained housing stock and contextually-sensitive residential development.

### Objectives:

1. The existing visual and environmental character of Elmhurst's residential neighborhoods, including lot sizes, street configuration, and streetscaping elements, should be preserved and enhanced.
2. Protect residential uses from encroachment by incompatible uses through effective buffering and land-use planning.
3. Undertake regular and active property maintenance and code enforcement in residential areas.
4. Perform community outreach to inform residents of the economic necessity of the redevelopment of housing stock, and the methods which the City employs to ensure that redeveloped property is visually appropriate for its surroundings.
5. Coordinate with local financial and lending institutions to ensure their ongoing involvement in neighborhood residential lending.

**Goal 3:** Promote strong neighborhoods throughout Elmhurst that are well-served by a sufficient number and variety of community facilities and services.

### Objectives:

1. Coordinate public infrastructure investments to complement planned and existing residential development.
2. Target neighborhood-serving commercial and retail land uses to residential neighborhoods to simultaneously reduce auto dependence and encourage local economic development.
3. Ensure multimodal transportation opportunities for all residents through the provision of continuous networks of sidewalk and bicycle lanes.

## Policies

1. Elmhurst should seek to maintain its diverse housing stock as a means of attracting and retaining residents.
2. New and redeveloped residential uses should be compatible in scale and character with the surrounding residential uses.
3. Adequate facilities and services should continue to be provided for residential neighborhoods.
4. Consistent property maintenance and code enforcement should be undertaken to maintain the quality of existing neighborhoods.
5. Adequate transitional screening, including the use of retail, multi-family, and mixed uses, should buffer residential from adjacent non-residential uses.
6. The City should encourage building techniques and materials that reduce negative environmental impacts and utilize renewable energy sources.





## HISTORIC PRESERVATION AND RESIDENTIAL REDEVELOPMENT

Until the recent nationwide slowdown in the housing market, Elmhurst maintained a reconstruction rate of one percent of the housing stock per year. At this rate, the City's entire housing stock would be redeveloped over the course of one hundred years – a relatively modest rate of change. This redevelopment cycle, with the exception of certain homes of historical or architectural value, is appropriate to maintain consistently high quality housing stock. Elmhurst's geographic constraints mean that redevelopment of existing residential structures is the only way to provide replacement housing stock that reflects the spatial and design preferences for modern living.

Some residents have expressed concerns that this pattern of housing redevelopment has resulted in housing stock that is out of scale and inappropriate within the context of established neighborhoods. Elmhurst maintains comparatively strict zoning standards and building controls with which to guide both redevelopment and new construction. In order to further control the appearance and massing of the redeveloped housing stock, the City may choose to pursue more stringent zoning, design and bulk controls. This decision could increase the number of existing non-conforming structures. This would in turn create a future administrative burden on homeowners as they attempt to update this housing stock. The City should avoid taking actions that would function to create a disincentive to future reinvestment, particularly without understanding the clear benefits from such change. This construction activity is essential to increasing the tax base and ensuring that Elmhurst remains an attractive community to families.

Additional concerns have been expressed that historic homes are being demolished to provide land for redevelopment at a significant cost to the visual and historic environment of neighborhoods. It is clear that Elmhurst has historic housing stock which should be preserved and protected into the future, but age alone does not necessarily denote historic significance. The City should work with preservationists and local historians to identify key historic properties through a set of predetermined criteria and develop protections from demolition as well as financial incentives for the preservation of these homes. This would create a transparent mechanism for identifying and protecting valuable historical resources while still allowing vital redevelopment activity to occur on appropriate properties.



*Multi-Family Housing*

### Incentives

The City should create a series of incentives which match the City's stated policy goals and developmental priorities to encourage visually- and spatially-consistent residential redevelopment. To promote contextually-sensitive residential development, the City could offer incentives for a number of design elements, including:

- Setbacks consistent with the average for the residential block,
- Use of defined building materials,
- Incorporation of specific architectural details, including use of street-level windows and the positioning of rooflines and garages, and
- Retention of existing trees and shrubbery to the extent feasible.

These design elements are examples of the types of issues that could be incentivized by the City in order to promote contextually-sensitive development. The City should conduct community outreach to determine the major design issues associated with redeveloped housing stock, and subsequently base the creation of incentives on related guidelines.





### Housing Options for Seniors

As America's population continues to age, the availability of adequate housing options for senior citizens will become increasingly important. A market assessment report completed for the City by Goodman Williams Group in April 2007 identified five senior housing units that provide 546 independent living units and 442 skilled nursing units, with two additional senior developments in the planning stages.<sup>1</sup> The two planned developments would provide an additional 217 independent units, 53 assisted living units, and 32 skilled nursing units. The assessment found that developers have adequately responded to the market demand for senior housing in Elmhurst, although additional units may be required within the next ten years.

The City should continue to monitor demographic trends and respond as necessary with targeted planning and development assistance for senior citizen residential development. Senior housing should be planned for areas with access to multimodal transportation options, including sidewalks and mass transit. Preserving mobility and facilitating access to neighborhood-based goods and services as part of the land use planning framework will ensure that Elmhurst's senior residents are retained as a vital part of community life.

Empty-nesters who have not yet begun to require the personal care services provided by senior housing facilities are another key demographic for which Elmhurst should strategically plan. While empty-nesters may have spent decades creating and raising a family in Elmhurst, maintenance and upkeep required by larger family homes may become undesirable as children move out and begin their own households. As this demographic continues to expand, fueled by the aging of the Baby Boomer generation, adequate housing stock and access to goods, services and amenities will be necessary to support their transitioning lifestyle needs.

### Workforce and "Starter" Housing

As discussed in the Community Scan report, just over 83 percent of the households in Elmhurst own their homes, according to 2000 U.S. Census, while the remaining 17 percent rent. Elmhurst remains affordable for the majority of its residents, but an increasing number of both homeowners and renters are spending more than 30 percent of their income on housing. Thirty percent is the affordability threshold established by the U.S. Department of Housing and Urban Development (HUD). As Elmhurst's housing

<sup>1</sup> *Market Assessment, City of Elmhurst*. Chicago: Goodman Williams Group (April 2007), p. 18.



*Single-Family Residential*



*Multi-Family Residential*

values rise, this trend is expected to continue in the future. Residential redevelopment will raise overall property values in the City.

In order to provide an adequate supply of workforce and "starter" housing, the City should closely examine existing housing conditions, the housing market and future requirements as a part of the comprehensive planning process. Because a comparatively small percentage of Elmhurst residents rent, it is especially important that the City ensure existing rental housing stock is retained and replacement units are constructed.



## Incentives

The City should also create a series of incentives which match the City's stated policy goals and developmental priorities to encourage construction of affordable housing. To do so, the City could offer incentives to developers for the inclusion of a specific percentage of units affordable to households making 80 percent of the area median income for homeownership, or 60 percent for rental opportunities. As previously mentioned, it is crucial that Elmhurst retain resident of all ages, incomes, and household sizes in order to maintain its vitality and stability. The provision of affordable housing is critical to this effort.

Incentives used to encourage the development of affordable housing could include:

- Fee waivers,
- Streamlined permitting,
- Density bonuses, and
- Deviations from lot coverage, lot width, or setback depth.

Another program designed to support affordable housing construction is the Illinois Energy Efficient Affordable Housing Program<sup>2</sup>, initiated in 1998. This program seeks to increase affordability by reducing operating costs for homeowners. This program provides grants to Illinois-based non-profit and for-profit housing developers for the inclusion of energy efficient building practices in the rehab or new construction of affordable housing units. Energy efficient building practices emphasized under the program include high insulation levels, indoor air sealing, controlled ventilation and high efficiency heating systems. Average energy savings range from 50 percent to 75 percent.

Incentives are a powerful tool that the City can use to encourage private sector development decisions that align with the policies and priorities of the City. To provide the greatest degree of clarity and transparency to the development community, these incentives must be clearly stated and directly reflect the City's stated developmental goals and policies.



## GREEN BUILDING GUIDELINES

Green building techniques and construction materials have already entered the marketplace, and their presence and visual influence is projected to rapidly grow over the coming years. Elmhurst should consider creating green building guidelines that directly address how these elements could

<sup>2</sup> For more information on the Illinois Energy Efficient Affordable Housing Program, see [http://www.commerce.state.il.us/dceo/Bureaus/Energy\\_Recycling/Energy/Energy+Efficiency/housing\\_energy\\_program.htm](http://www.commerce.state.il.us/dceo/Bureaus/Energy_Recycling/Energy/Energy+Efficiency/housing_energy_program.htm)



*Green building technique: solar panels mounted on the roof.*

be incorporated into new and existing development. Solar panels, wind turbines, rain barrels, and other "green" technology have the capacity to significantly reduce energy and natural resource consumption, which the City should encourage (more information in *Chapter 9: Sustainability*). The City should also, however, ensure that these new technologies are incorporated into the built environment in a manner that supports their functionality while causing minimal disruption to community aesthetics.

Some cities, including Boston, are choosing to combine public policy goals by requiring the use of green building techniques and materials by developers who are applying for funding to develop affordable housing. Boston's program, Green Affordable Housing Program (GHAP), is an expansion of Mayor Thomas Menino's January 2007 decision to make Boston the first major city in the nation to require compliance with the US Green Building Council's LEED (Leadership in Energy and Environmental Design) Certified standard as part of the private development review process. The City's Department of Neighborhood Development has since adopted design standards which require developers to design and build at a LEED Silver level in an effort to promote energy efficiency, green building techniques, and healthy homes strategies.<sup>3</sup> The major goals of this program are to promote development which:<sup>4</sup>

<sup>3</sup> City of Boston, Department of Neighborhood Development, Online: [http://www.cityofboston.gov/dnd/D\\_green\\_housing.asp#About](http://www.cityofboston.gov/dnd/D_green_housing.asp#About).

<sup>4</sup> City of Boston, Department of Neighborhood Development,





- Respects the architectural detailing ... prevalent in the surrounding neighborhood,
- Is sensitive to the residential building types, existing massing, set backs, siting and open space elements of the neighborhood,
- Results in cost-effective construction,
- Results in low maintenance costs and energy efficiency for renters and homeowners,
- Uses existing interior and exterior space to enhance the quality of life of the residents and neighbors,
- Minimizes environmental impact on City infrastructure and promotes public health, and
- Minimizes environmental impact at the regional, national, and global level by reducing green house gas emissions and water use.

While this approach may be too aggressive and inappropriate in smaller-scale cities with significantly less constricted real estate markets, it is an innovative method for tying together public policy goals and development objectives. Elmhurst may consider ways in which to combine policy goals that facilitate the attainment of multiple development objectives.



## IMPLEMENTATION

While Elmhurst's residential sector is one of its strongest assets, the City must continue to work with residents, businesses, and community groups to ensure that future residential development and redevelopment trends support City physical, economic, and social objectives. The City of Elmhurst should consider pursuing the following strategies to achieve successful implementation of desired housing improvements. Policy numbers at the end of each implementation action correspond with the policies stated at the outset of the chapter.

### Reconnaissance

City staff should perform an assessment of housing stock to determine the degree to which existing supply meets projected future demand while maintaining a diversity of resident ages and income levels. [Policy 1]

### Collaboration

City departments may form intra-departmental, geographically-based task forces to coordinate infrastructure, land use planning, public facility, and public service investments to ensure efficient developmental activities. Community

*Residential Design Standards*, Online: [http://www.cityofboston.gov/dnd/PDFs/D\\_14-1\\_2008\\_DND\\_DESIGN\\_STANDARDS-060608.pdf](http://www.cityofboston.gov/dnd/PDFs/D_14-1_2008_DND_DESIGN_STANDARDS-060608.pdf).

outreach should be conducted to understand the issues associated with residential development that has been identified by residents as contextually-inappropriate.

The City should also develop a clearinghouse to collect and disseminate information about funding sources and assistance available to homeowners for home purchasing and improvements. [Policies 2, 3]

### Regulatory Actions

The City of Elmhurst may consider ways in which different policy goals could be combined through the use of incentives or requirements to result in the fulfillment of multiple developmental objectives. City staff should perform an internal regulatory audit to determine areas of the residential development process that could be streamlined to facilitate development without compromising City oversight.

Pending the outcome of outreach activities, the City may reassess existing development regulations and the zoning code to determine whether changes could be made to provide additional developmental controls without placing an undue burden on developers. Property maintenance and code enforcement should be undertaken on a regular basis to ensure compliance.

City staff should partner with preservationists and local historians to develop a series of criteria to evaluate structures for their historic significance and guide any subsequent preservation activities. [Policies 4, 5, 6]



*Survey existing housing stock*





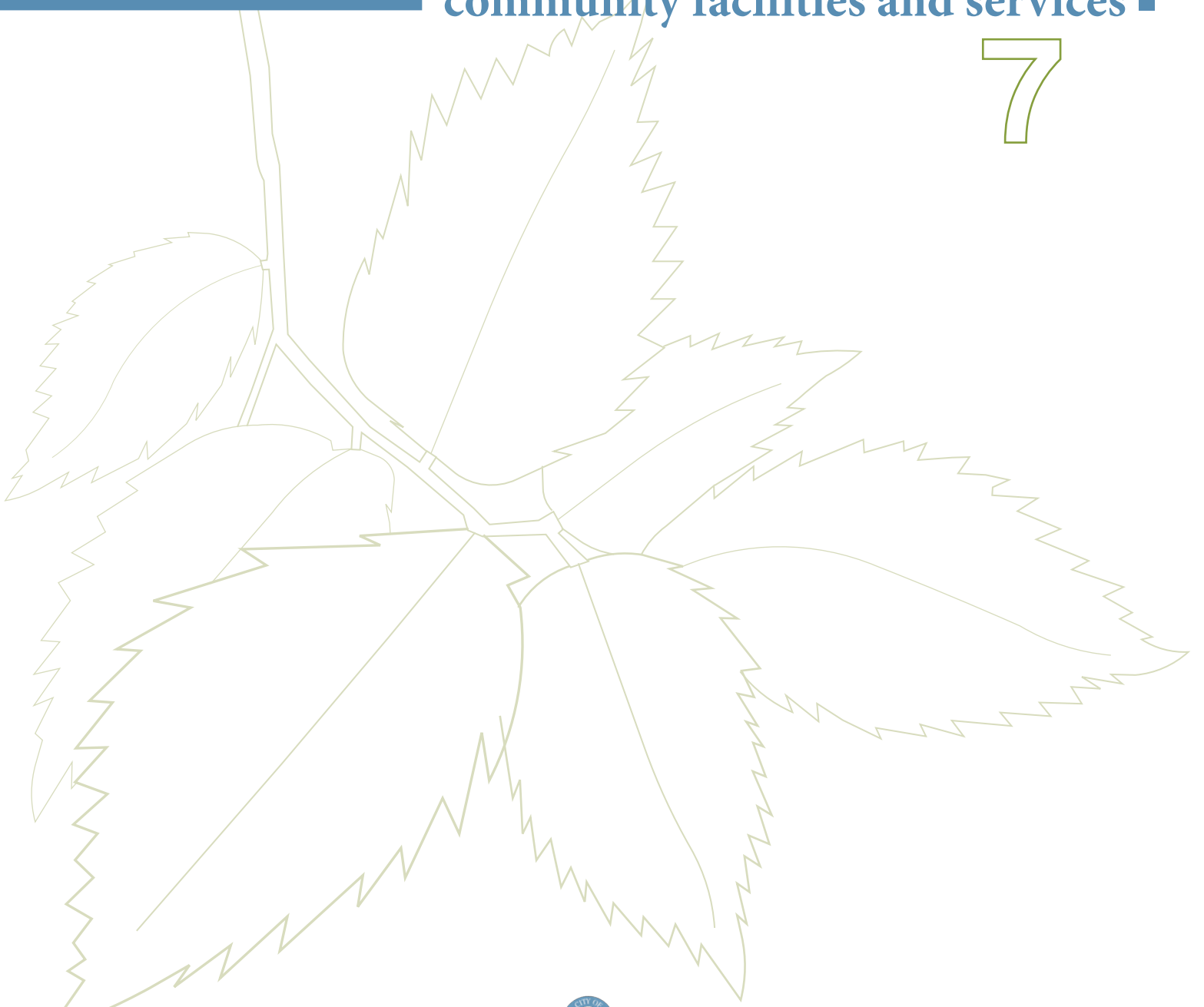






# *Community Facilities and Services* community facilities and services ■

7







## COMMUNITY FACILITIES AND SERVICES

In Elmhurst, community facilities and services are provided by a range of governmental, private and non-profit organizations. With its robust mixture of educational, recreational, and cultural facilities, Elmhurst maintains a solid network of strong institutions. This chapter is based on field surveys, plan reviews, and feedback obtained from representatives of diverse facilities. The recommendations included are based on information presented in the previous framework plans, background information gathered from the Downtown Plan (2006), and the Community Scan Report (2007). The content is also guided by extensive community review of the concepts presented in the Preliminary Plan document (Spring 2008).

Community facilities and services serve the daily needs of residents and help define the overall quality of life. Elmhurst is a mature residential community and, as a result, community facilities and services are well-established within the City. To this end, it is important to maintain and upgrade existing facilities when necessary in order to continue to provide a high level of service over time. To achieve this, a set of goals and objectives for maintaining high-quality community services and facilities were developed and vetted by the community at large. It should be emphasized that this plan presents general goals and policies for community facilities; it is not intended to substitute more detailed planning and programming which should be undertaken by individual municipal departments.



## GOALS AND OBJECTIVES

**Goal 1:** Maintain superior community facilities and the efficient and effective delivery of the highest quality services to all residents and businesses in Elmhurst.

### Objectives:

1. Maintain and provide adequate facilities for all City departments to ensure that they can function effectively.
2. The City has an important role in the design, installation, coordination, planning and maintenance of future utility, natural gas, telephone and electric service provision within the city. It must work to equitably distribute service facilities throughout the city.

**Goal 2:** Continue to provide high quality municipal services throughout the city.

### Objectives:

1. Public wastewater and sanitary sewer facility improvements will be coordinated with any new large developments or remodels in the City and will recognize exist-

ing and programmed capacity plans.

2. Ensure that every neighborhood can have, if it chooses, a complete complement of City-standard right-of-way improvements, including curb, gutter, and enclosed street drainage; street lights; sidewalks; and fully paved streets.

**Goal 3:** The location and provision of fire and police protection, water service and public utilities, hospital and human care services and other community and governmental facilities will be based on reliable long-range land use plans.

### Objectives:

1. Tailor service delivery programs within the City based on local requirements such as elderly or children's services.
2. Enrollment thresholds for primary schools will not be more than one mile.

**Goal 4:** Provide a quality telecommunications infrastructure.

### Objectives:

1. Advancements in technology have greatly improved communication tools in the last decade. Elmhurst should continue to work to stay up-to-date in providing the capabilities for cellular communications, data transfer and wireless internet technology for residents and businesses alike.

**Goal 5:** Provide an excellent system of high quality public education at all levels accessible to each member of the community and housed in structures that utilize energy conserving design techniques to the greatest extent possible.

### Objectives:

1. Encourage the continued excellence of the public secondary and elementary schools within the city.
2. Continue the high level of collaboration between the City and Elmhurst College regarding the sharing of facilities and administration of programs.
3. Encourage and cooperate with local School District 205, Elmhurst College, the Elmhurst Park District and the DuPage County Forest Preserve District to create unique youth and student-oriented outdoor and educational activities within the City.

**Goal 6:** Expand and enhance cultural, arts, recreation, and entertainment resources available to City residents and visitors.



### Objectives:

1. Encourage the provision of the highest quality open space, recreation facilities and programs within the community that serves all age-groups.
2. Maintain and support the educational, cultural and community resources including the public library, Elmhurst College, the museums, the Elmhurst YMCA, and Elmhurst Memorial Hospital as significant assets that contribute to the high quality of life in the city.
3. Provide diverse recreational and leisure activities to meet the needs of Elmhurst citizens.
4. Continue to enhance and reinforce the public commitment to the community through the construction and maintenance of libraries, services, and community buildings.

**Goal 7:** Protect and expand existing recreation activity areas such as natural resources and parks.

### Objectives:

1. Through public process and dialogue, encourage and accommodate citizen participation in the design of park facilities.
2. Ensure the protection (and maintenance of) existing trees and other natural resources on City property.
3. Continue planting programs on public property, pocket parks, and along roadways, all of which add to the attractive character of the City.

### Policies

The following policies provide a framework for guiding the creation and implementation of community facilities strategies.

1. Minimize stormwater runoff from existing development, and address the cumulative impacts of existing and planned future land use within known drainage basins and watersheds when installing curb and gutter improvements.
2. The handling and disposal of solid and hazardous waste should be done in ways that that minimize land, air and water pollution and protect public health. This includes supporting and enhancing all waste reduction and recycling efforts. Maintain service standards, encourage technological or programmatic innovations and demonstration phases that enhance service benefits or savings.
3. Establish a telecommunications policy that promotes city-wide coverage with a minimum of visual intrusiveness and maximum coverage capacity.
4. Continue a close and cooperative working relationship with School District 205, Elmhurst College, and other local private and parochial schools to ensure continu-



*Elmhurst City Hall*

ing quality educational services and facilities in the future.

5. Create and assist in the improvement of art and cultural facilities and functions, providing additional accessible and affordable space for educational, artistic, recreational or cultural organizations in Elmhurst.
6. Enhance parks, recreation and cultural services through effective quality management and communication.



### EXISTING FACILITIES

The City of Elmhurst provides a number of essential facilities and services to help sustain the high quality of life enjoyed within the community. These include the City administrative functions conducted at City Hall, police and fire protection conducted at one police station and two fire stations, and the following:

- The Public Works Department provides standard improvements (such as curb, gutter drainage, lights, sidewalks, and paved streets) and other municipal facilities include a wastewater treatment center, open spaces for parks and recreation, parking decks and surface lots for public parking, and radio transmission facilities.



- The thirteen public schools in Elmhurst are part of Elmhurst Community Unit School District No. 205 and are expected to accommodate an increase in enrollment by nearly ten percent by 2015. With a recent renovation program of the public schools completed, the quality of the district's space has been enhanced significantly.
- Elmhurst Memorial Hospital currently operates two facilities within Elmhurst and has long been seen as a community asset. The main hospital facility located on Berteau Avenue is planning a major move and expansion to accommodate its growing needs. Once complete, the new hospital campus will occupy the area north of Roosevelt Road between South York Road and Euclid Avenue.
- The Elmhurst Park District manages 460 acres of parkland within 28 parks ranging from small neighborhood pocket parks to Wilder Park Conservatory which features exotic flowers and foliage.
- The DuPage County Forest Preserve District owns 425 acres of land within or near Elmhurst that boast a variety of trails and outdoor recreational opportunities.

Community facilities are shown on *Figure 17: Existing Community Facilities and Service Framework* on the following page.

In addition to the City, community facilities and services are provided by a range of non-governmental, private and non-profit organizations. With its robust mixture of educational, recreational, and cultural facilities, Elmhurst maintains a solid network of strong institutions. Elmhurst is home to one private liberal arts college, Elmhurst College, with a 38-acre downtown campus. In addition to this, the city has a number of cultural and recreational facilities, such as the Elmhurst Historical Museum, the Elmhurst Art Museum and the Lizzadro Museum of Lapidary Art. Many of the facilities highlighted in this section are described in greater detail in the Community Scan Report (May 2007) and the Downtown Plan (2006).

Because first-rate community facilities and services provide an important backbone in a largely residential community such as Elmhurst, continued cooperation and investment in community facilities and services are essential to maintaining Elmhurst's overall quality of life.



*Wilder Park*



*Elmhurst Public Library*



## FUTURE COMMUNITY FACILITIES AND SERVICES FRAMEWORK

*Figure 18: Future Community Facilities and Services Framework* on the following page graphically depicts proposed facility and service changes in Elmhurst over the next ten to fifteen years that complement the goals and objectives listed above. It is expected that the existing public, institutional, park and open space uses will remain largely unchanged (with the exception of the Elmhurst Memorial Hospital relocation). The following facilities improvements and community service initiatives are currently underway in Elmhurst:





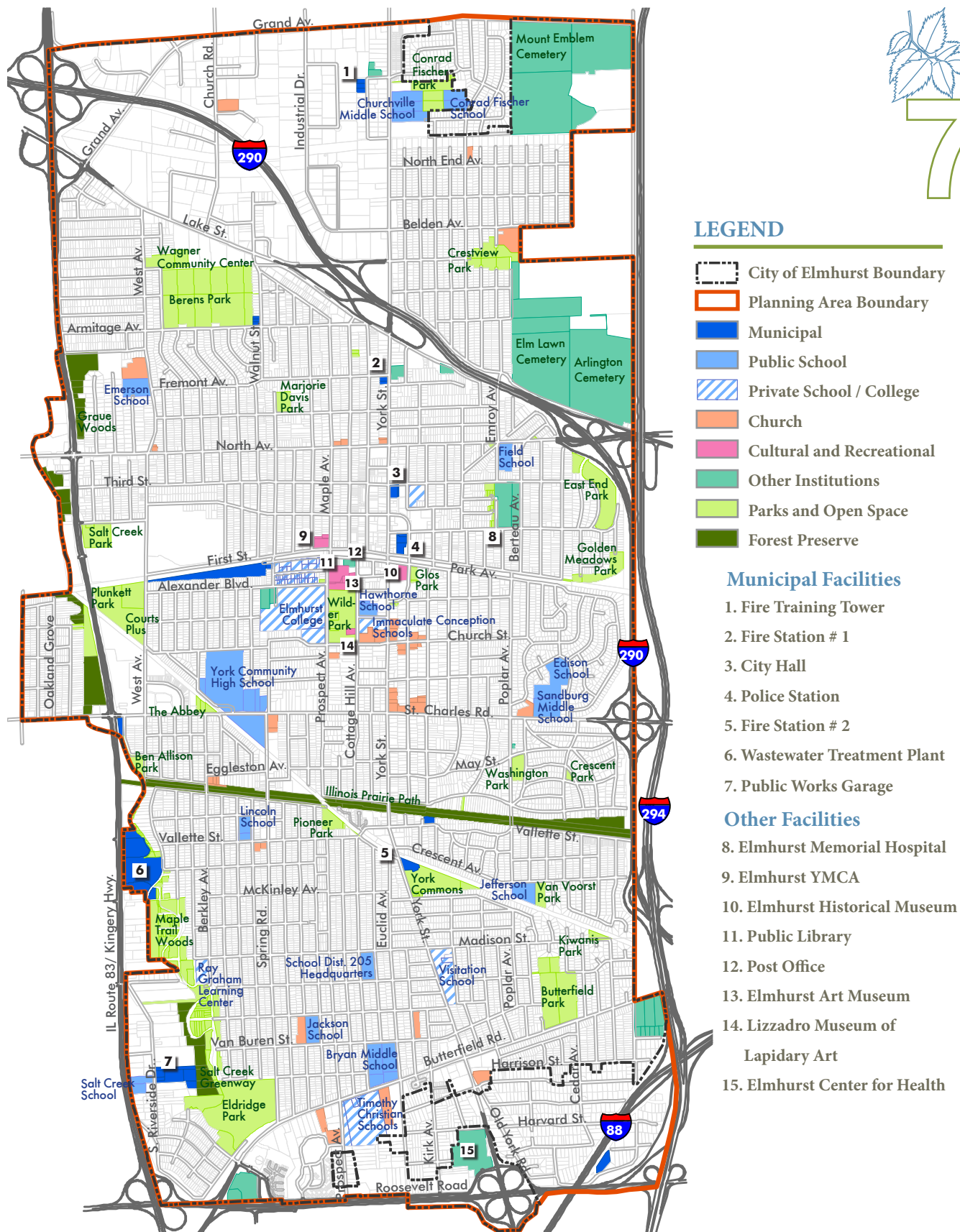


FIGURE 17: EXISTING COMMUNITY FACILITIES AND SERVICE FRAMEWORK

Scale: 1" = .50 miles



HNTB





- **Physical upgrade to the existing Fire Station #1 on York Street:** This Station is adequately meeting current needs, but would benefit from additional storage space as well as more room for an Emergency Operating Center.
- **Reconstruction of Fire Station #2:** This Station will be rebuilt in order to meet current and anticipated future needs.
- **The expansion of Public Works Garage on South Riverside Drive:** The City is planning to purchase an additional 3.5 acres of land immediately south of the existing garage to allow for its expansion to adequately meet future needs.
- **Planned improvements to the water system:** In addition to ongoing maintenance work on the existing system, the City is planning system upgrades near the south end of the planning area. Future improvements would be necessitated if and when residential properties east of York Street are annexed.
- **Elmhurst Memorial Hospital transition:** Elmhurst Memorial Hospital is planning its transition from the current Berteau Avenue site to the new Elmhurst Center for Health site north of Roosevelt Road. This transition is expected to catalyze redevelopment in the Yorkfield sub-area.

## Municipal Facilities

Overall, the existing municipal facilities will meet the needs of the City in the future, and major changes are not expected. The planned expansion of the public works garage (mentioned above) to the south side of South Riverside Drive should work to adequately meet the demand for increased space in the near future. The two fire station upgrades, once complete, will have adequate space to meet fire protection demand in the future. Elmhurst's City Hall, located in the downtown, is approximately 45,000 square feet in size and is adequate for current needs, but at present it has limited storage space, and should staffing needs increase in the future an expansion or relocation of the city administrative functions might be necessary. As the hospital relocation gets underway, care must be taken to lessen the impact of construction on the surrounding neighborhoods in south Elmhurst. Additionally, sensitive reuse of the former hospital site on Berteau Avenue (whether the property is retained by the hospital or not) will be crucial to minimizing any adverse impacts on the surrounding residential areas.

## Water System

In general, the existing water distribution system is ad-



*York High School*



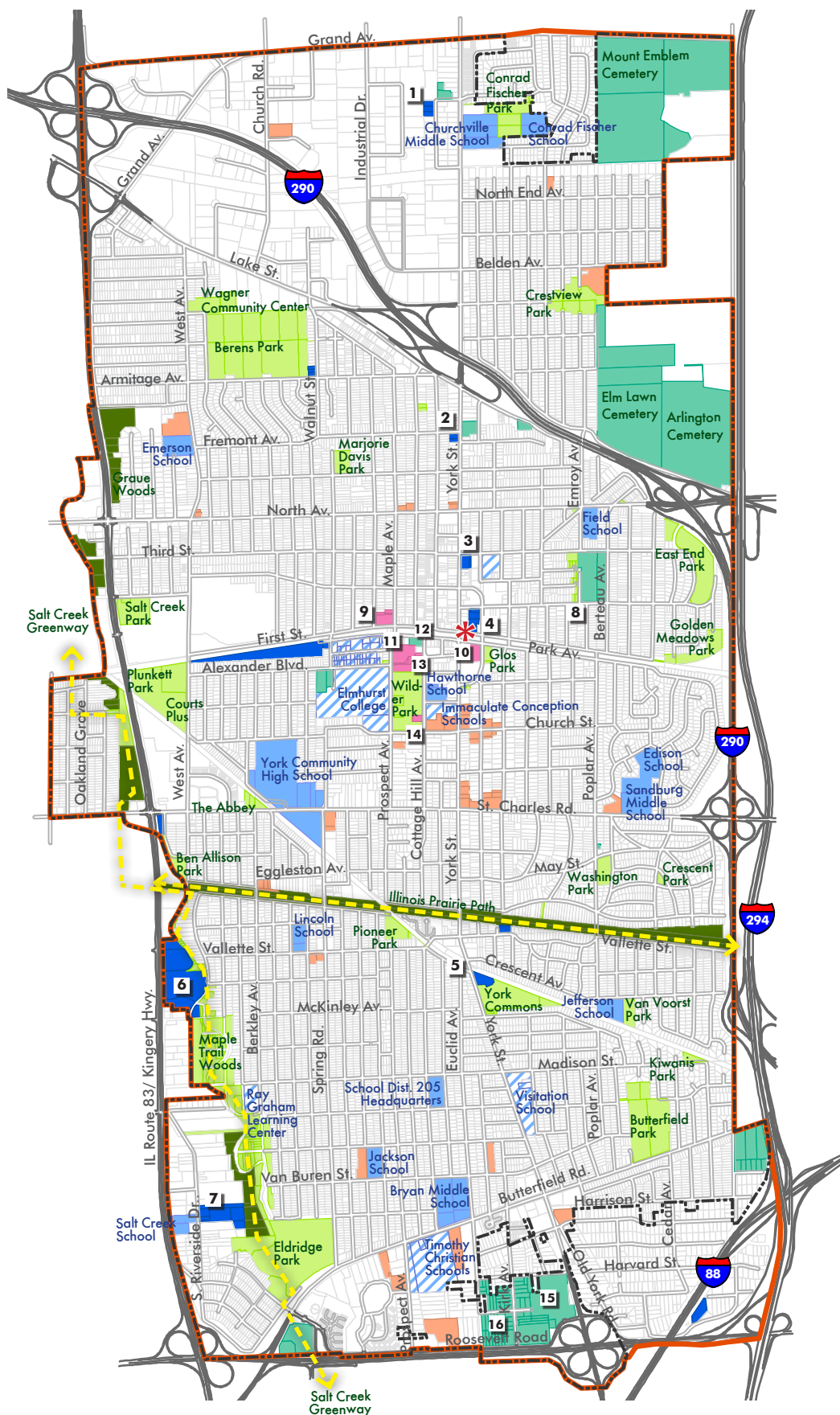
*Elmhurst Memorial Hospital*

equately and will continue to meet the future needs with incremental maintenance and targeted system upgrades. In addition to ongoing maintenance work on the existing system, the City is planning system upgrades near the south end of the planning area. Future improvements to the delivery system would be necessitated if and when residential properties east of York Street are annexed.

## Storm and Waste Water Collection Systems

The majority of the City of Elmhurst is served by a combined storm and sanitary sewer system. In general, this system is currently meeting the City's needs and no improvements are needed at this time. Eventually, a system should be developed to give relief to storm sewers that will provide





## LEGEND

- City of Elmhurst Boundary
- Planning Area Boundary
- Municipal
- Public School
- Private School / College
- Church
- Cultural and Recreational
- Other Institutions
- Parks and Open Space
- Forest Preserve
- Trails and Greenways
- ✱ Metra Station

## Municipal Facilities

1. Fire Training Tower
2. Fire Station # 1
3. City Hall
4. Police Station
5. Fire Station # 2
6. Wastewater Treatment Plant
7. Public Works Garage

## Other Facilities

8. Elmhurst Memorial Hospital (Existing)
9. Elmhurst YMCA
10. Elmhurst Historical Museum
11. Public Library
12. Post Office
13. Elmhurst Art Museum
14. Lizzadro Museum of Lapidary Art
15. Elmhurst Center for Health
16. Elmhurst Memorial Hospital (New)

FIGURE 18: FUTURE COMMUNITY FACILITIES AND SERVICES FRAMEWORK

Scale: 1" = .50 miles



HNTB





added stormwater disposal capacity and thereby reduce the risk of flooding in basements and streets. To this end, flood control issues and regulations must be considered in review of any proposed project for redevelopment. For example, further study in the York Vallette Business District is needed to determine the degree of overflow on the vacant lots during storm events. Once the level of severity is known, remediation and drainage efforts can be undertaken. Additionally, where it is economically feasible, separate storm sewers should be extended to surface drainage outlets to reduce the drainage load on the combination sewer and treatment systems.

### Electric Utility and Telecommunication Systems

Advancements in technology have made (and undoubtedly will continue to make) great improvements in communication tools. The 1996 Federal Telecommunications Act promotes nationwide expansion of telecommunications infrastructure with limits on the extent that local governments can regulate telecommunication facilities. To this end, these recommendations serve to strike a balance; providing City-wide coverage with the desire to minimize visual intrusiveness as much as practical. To address future telecommunication abilities in Elmhurst, a series of industry forums to discuss the capabilities of the current data infrastructure and the plans for renovation and expansion to meet the future needs of the community might be beneficial. Any system upgrades to the telecommunications infrastructure should be coordinated with other municipal projects.

### Education

Both private and public educational facilities are among some of the most fundamental community elements in Elmhurst. In addition to education, they provide unique cultural, recreational and social opportunities. Elmhurst is particularly fortunate to have the resources and facilities of the 38-acre Elmhurst College in the downtown Cultural Campus area. Continued coordination and sharing of resources between the City and College for extra-curricular community-based activities is recommended. Additionally, the City should work to facilitate collaborative coordination among the School District 205, the Elmhurst Park District, Elmhurst College, the DuPage County Forest Preserve District, and others as appropriate to create easily accessible and safe locations for youth and student-oriented outdoor fitness or education-based activities within the City.

### Cultural and Entertainment Facilities

An area of the city in which a high concentration of arts and cultural facilities are present serves as an anchor of attraction. The tendency of cultural activities to cluster together is generated from the excitement that is created when there



*Elmhurst College*



*Police Station*

is more than one activity occurring in a limited area. The *Elmhurst Cultural Campus Plan (2004)* was developed to facilitate such a clustering of the City's fine cultural, recreational, and educational facilities and services uniquely organized around the Wilder Park area of downtown.<sup>1</sup> The *Elmhurst Downtown Plan (2006)* identified a range of collaborative development and facility improvement possibilities for the Cultural Campus many of which have been implemented in the intervening years. As the remaining recommendations for the downtown and Cultural Campus are implemented, efforts should be made to involve the arts community in the design of the physical environment and arts facility provision.

### Parks and Recreation

Because Elmhurst is a mature community, there are limited opportunities to acquire new space for parkland. However, through the planning process, several opportunities for improved recreational facilities were identified. These are briefly discussed following page.

<sup>1</sup> Elmhurst Cultural Campus Collaborative, *Steering Committee Recommendations*, July 2004, page 1.





- **Review and consideration of Elmhurst Park District's Comprehensive Master Plan (2007) "Opportunities & Wish List" Items:** The Elmhurst Park District Plan includes recommendations for improving existing facilities and programs to better meet the needs of the community. It also includes recommendations for administrative efficiency, development of alternative funding sources and continued inter-agency cooperation to provide more comprehensive and improved park and recreation services to the community. The Park District's Comprehensive Master Plan (2007) should be used as a reference tool and resource in working with the Park District in program implementation.
- **On-going coordination with Elmhurst College:** In addition to the campus expansion detailed in the 2004 Elmhurst Cultural Campus Collaborative Report, Elmhurst College's 2007 Master Plan calls for a new 1,700 space parking structure south of the railroad along Park Avenue. Potential additional improvements include new residence halls, a performing arts center in the northeast corner of campus, and new track and field facilities. This expansion of the college allows for the city to make efficient use of both the existing and future facilities available downtown.
- **Successful collaborative relationships:** Elmhurst's network of educational, governmental, and institutional entities should continue to effectively partner with one another in order to turn individual strengths into community-wide assets. For example, the Elmhurst Park District has an agreement with School District No. 205 to share existing facilities for a variety of programs and educational activities.
- **Integration of park and recreational space provision with development review:** To ensure any new construction in Elmhurst has adequate green or open space associated with its construction, coordination of site plans at the development review stage must be addressed. Where incorporating green space into the site plan is infeasible, consider implementing an in-lieu park dedication fee that provides for green space or parkland elsewhere within the boundaries of the city.

Enhanced linkages between Elmhurst neighborhood parks and other types of park recreation facilities such as the Courts Fitness Center or the Sugar Creek Golf Course (co-owned with the neighboring Village of Villa Park) should be encouraged to provide quality fitness opportunities for residents. Other connections to the surrounding DuPage County Forest Preserves in Elmhurst are discussed in *Chapter 8: Natural Resources*.



*Recreational opportunities at The Hub, administered by Elmhurst Park District*



## IMPLEMENTATION

The City of Elmhurst should consider pursuing the following strategies to achieve successful implementation of desired community facilities improvements. Policy numbers at the end of each implementation action correspond with the policies stated at the outset of the chapter.

### Sustainable Approaches

Continue to pursue high levels of standards for traffic safety, and cost effective citywide refuse collection management techniques. Consider a variety of funding recovery options to ensure effective and equitable distribution of community facilities and services. [Policy 1]

In order to minimize stormwater runoff from existing development, encourage the use of permeable paving for placement in low-volume off-street parking spaces and other lightly used areas. More detailed techniques for stormwater management are discussed in Chapter 9: Sustainability. Additionally, addressing the cumulative impacts of existing and planned land use within drainage basins during the development phase will help to better manage the impact of stormwater in Elmhurst. [Policy 2]

The City should continually explore new approaches for waste reduction, recycling, energy recovery, and methods of disposing of solid wastes. The City should encourage, via education and technical assistance, the use of safer, less hazardous products in waste processing and work to conserve and recycle as much energy as possible during the process. [Policy 3]



## Zoning Amendments

The City should promote, where feasible, the co-location of new utility distribution and communication facilities, and when doing so, is consistent with utility industry practices, examples include: shared trenches, transportation rights-of-way, towers, poles and antennas. To the maximum extent possible, the construction of new towers and limits on the height of those towers should be minimized. The use of camouflaging or “stealth technology” where antennas are mounted on existing buildings or disguised into surrounding natural elements (such as trees) should be employed wherever possible. [Policy 4]

## Collaboration

A continued effective school system will require the corporation of both the City and the schools. The City of Elmhurst should continue to work with school district officials to solve any unforeseen problems and realize opportunities of mutual interest. Because both the local school and college facilities play an important role in satisfying local continuing education, recreation and community meeting space, continued open collaboration and communication between the city and the schools is recommended. [Policy 5]

## Access

In order to provide additional accessible and affordable space for educational, artistic, recreational or cultural organizations in Elmhurst, capitalize on existing assets such as the resources offered by the Downtown Cultural Campus and ensure that the Elmhurst Public Library continues to maintain free and equitable access for residents. Encourage the Elmhurst Library, Elmhurst Historical and Art Museums and other institutions such as the York Theatre and the Lizzadro Museum to participate in and stage free cultural, literary or artistic events that showcase a variety of creative disciplines from different cultures. Support for the presentation of these types of events can be found from Elmhurst business associations such as the Elmhurst Chamber of Commerce, and the Elmhurst City Centre, a non-profit corporation organized and supported by the Downtown business community and the City of Elmhurst. Work to ensure that facilities comfortably accommodate the special needs of seniors and persons with disabilities. Additionally, encourage thoughtful siting of events or facilities, give preference for performance locations that are easily accessible and highly visible, such as spaces near public transit, or sites where shared parking facilities are available. Also, encourage performances or events in non-traditional settings such as neighborhood parks, community centers, schools, train stations and in public areas of private developments. This



*‘Stealth Technology’ in use ; the cell phone tower is disguised*

type of event planning can help to reach new audiences and meet the goal of enhancing access to cultural resources for both residents and visitors alike. [Policy 6]

## Capital Needs

In order to enhance existing park facilities a plan for supplemental financing for sound capital improvements, maintenance and operational support is needed to implement the improvements. The City can pursue alternatives such as trust funds, dedicated taxes, donations and user fees to fund enhancements to park and trail facilities. [Policy 7]











# *Natural Resources*

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## natural resources ■

# 8





## NATURAL RESOURCES

Elmhurst's natural features and resources, such as waterways, wetlands and wooded areas are an essential part of the community, providing a restorative balance between the built and natural environments. The City's natural areas serve important hydrological functions in addition to providing a healthy assortment of recreational opportunities for residents. Elmhurst residents indicated in the Park District Comprehensive Plan (2007) that they value the natural areas and open space in their community for both recreation and environmental reasons. For Elmhurst to protect its diverse and rich natural environment, it must promote long-term environmental sustainability, ensuring public access to natural features and encouraging conservation over the long term. Based on review of past plans and feedback obtained from stakeholders, this chapter works to refine the goals, objectives and policies presented in the previous framework plans.



## GOALS AND OBJECTIVES

**Goal 1:** Preserve natural resources and open space.

### Objectives:

1. Protect important natural habitat, and promote the use of native plant species, especially in riparian areas, to ensure biodiversity, protect sensitive biological resources and contribute to local identity.
2. Protect tree resources such as large native trees that add to improved air quality.

**Goal 3:** Improve access to natural areas.

### Objectives:

1. Ensure accessibility to Elmhurst's natural areas for the public enjoyment and recreation of all residents.
2. Maintain and promote the use of rail-to-trail corridors such as the Illinois Prairie Path for recreational use and events. Continue to maintain existing trails.

## Policies

The following policies provide a framework for guiding the creation and implementation of natural resource strategies.

1. Continue to work and coordinate with the DuPage County Forest District and the Elmhurst Park District in identifying preservation opportunities and complementary land use activities.
2. Educate residents about the impact, consequences and mitigation measures associated with buildings located in the 100-year floodplain.

3. Establish and maintain standards for recreational and occupational use of natural areas within Elmhurst in order to make natural areas more accessible for exploration. This includes the maintenance of scenic areas and views as well as the proper upkeep of well-marked trails and way finding signage.



## EXISTING NATURAL FEATURES AND RESOURCES

Elmhurst supports an extensive system of local parks and open spaces maintained by the Elmhurst Park District, which blend with the natural environment and provide recreational and fitness opportunities for area residents. Along the western edge of the City, Salt Creek and the area immediately surrounding it is protected as open space in the Cricket Creek (Graue Woods) and Salt Creek Greenway forest preserves. The creek and the natural areas provide effective protection from flooding and double as a scenic and recreational amenity for City residents. A significant portion of the Salt Creek 100-year floodplain is maintained as open space, assisting in the effective flood management of the area.

Another natural feature is the Elmhurst Great Western Prairie, a six acre strip of preserved land beside the Illinois Prairie Path that contains approximately 85 native prairie plant species. The Elmhurst Great Western Prairie serves as a living museum of the pre-settlement landscape of Illinois.

In addition to the larger forest preserves, Elmhurst has an extensive system of local parks, program areas, and open spaces maintained by the Elmhurst Park District which provide an array of both passive and active recreation areas. This includes over 430 acres of neighborhood parkland, the Wilder Park Conservatory, the Wagner Community Center, the Abbey Leisure Center for seniors, Safety Town, Skate Park, the Courts Plus Fitness Center, Bearfoot Fun and Fitness Center, the Sugar Creek Golf Course, and the Hub at Berens Park which provides batting cages and miniature golf. The Elmhurst Park District has twice been nominated as a finalist for the National Gold Medal Award for Excellence in Park and Recreation Management by the American Academy for Park and Recreation Administration (AAPRA) in partnership with the National Recreation and Park Association. These and the abovementioned natural features and resources are depicted on *Figure 18: Natural Features*.





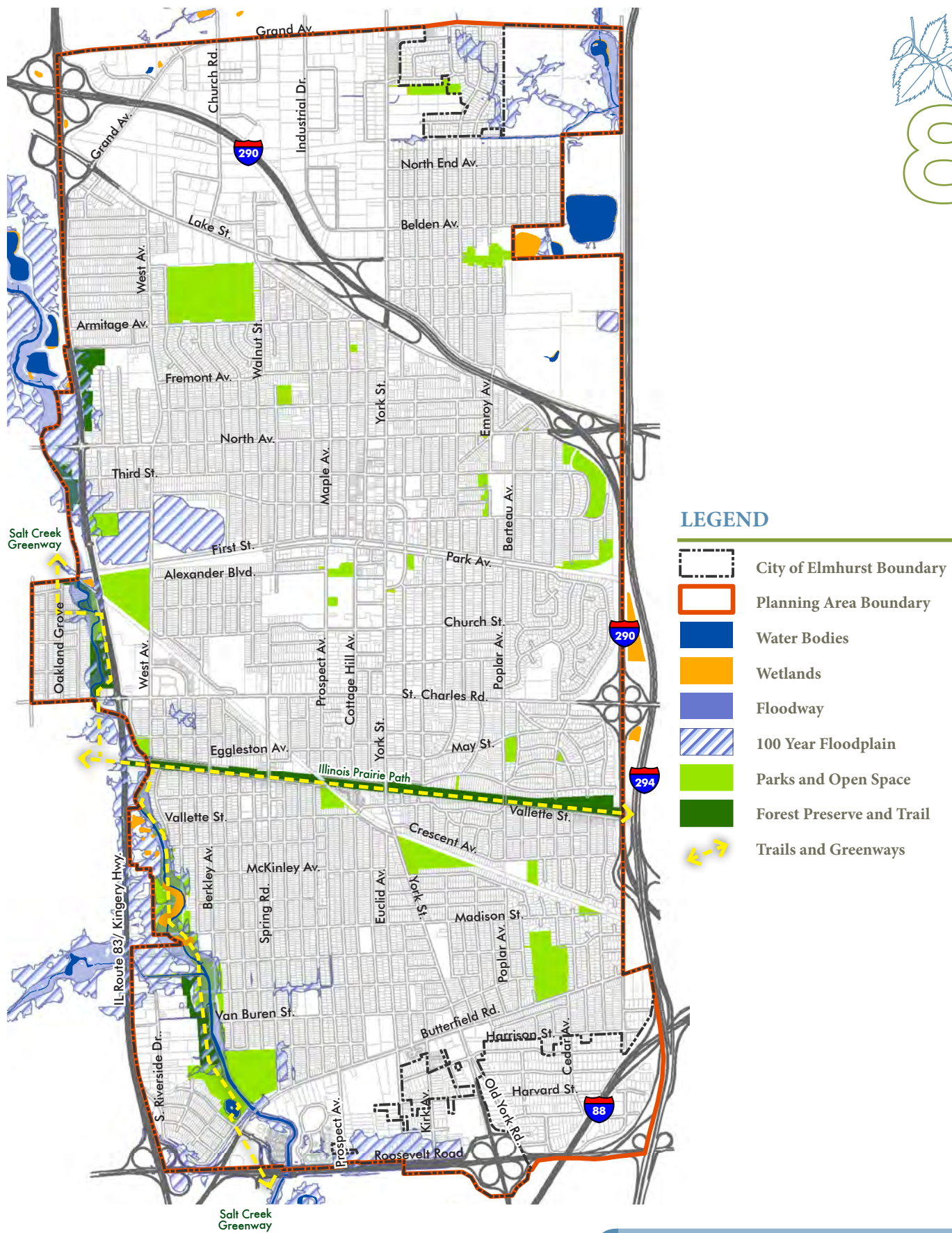


FIGURE 19: NATURAL FEATURES

Scale: 1" = .50 miles



HNTB





## NATURAL RESOURCES PLAN

The following section describes proposed open space recommendations proposed in Elmhurst over the next ten to fifteen years. It is expected that the existing public park and open space uses will remain largely unchanged. The following are natural features and recreation area initiatives that are on-going or currently underway in Elmhurst:

- **Salt Creek Greenway:** Improvements in the Elmhurst area include provisions for a new multi-use trail, stream bank stabilization, a regional greenway trailhead, a water quality demonstration project and the establishment of a new education center along the trail near North Avenue.
- **Yorkfield Area Annex:** Though currently not yet under the jurisdiction of the City, the open space between Highways I-88 and I-294 will become new open space within the incorporated City limits. However, due to its limited vehicular and pedestrian access, an appropriate use of the space might include the installation of a solar or wind energy farm or a telecommunications tower. Once ownership and annexation is secured, the alternatives for its use should be explored in further depth.
- **Sustainability:** The City plans to take significant steps towards becoming more environmentally sustainable both by helping its citizens practice conservation techniques at home and by streamlining its own internal operations to better manage the increasingly limited share of available natural resources. More information on sustainability activities and strategies for both the City and individuals can be found in the Sustainability Chapter of this report.

### Forest Preserves

Although no significant changes to the Forest Preserve boundaries are anticipated in Elmhurst, the Forest Preserve District of DuPage County has adopted the Salt Creek Greenway Master Plan which contains specific recommendations for improvements along the length of the creek. Construction of the 30.6-mile Salt Creek Regional Trail is underway in Elmhurst and completion is expected within the year. The trail will begin in Elmhurst at the intersection of Thomas Street and Monterey Avenue and will proceed to the Illinois Prairie Path over Route 83 and continue south to and through Eldridge Park. Ultimately the trail will connect with forest preserves in Cook County to the south.<sup>1</sup> The trail construction is funded with a mix of local, state and federal grants. In addition, the Illinois Environmental Protection Agency has set a number of pollution reduction goals for Salt Creek. These goals set benchmarks to reduce

<sup>1</sup> Elmhurst Park District, 2008, Online: <http://www.epd.org/news/news012108.asp>



*Restored prairie land next to the Elmhurst Prairie Path*



*Salt Creek Greenway Trail*

the amount of pollution entering the Salt Creek from road runoff and from 19 sanitary plants along the creek.<sup>2</sup> In the Elmhurst area, recommendations for the Salt Creek include several action items.

Initial improvements include:

- Stream bank stabilization to take place near where the Salt Creek crosses the Metra rail tracks.
- Vegetation buffer restoration will occur on creek-neighboring properties in the Vallette Street area.
- A regional trailhead marker and the Salt Creek Greenway Education Center are to be constructed in the near term just south of North Avenue on the existing Salt Creek Forest Preserve land.

<sup>2</sup> Online: [http://northwestsuburbs.us/Corridor/Chicago\\_Area/Salt\\_Creek\\_Greenway/](http://northwestsuburbs.us/Corridor/Chicago_Area/Salt_Creek_Greenway/)



As a result of these improvements, an opportunity for the promotion of recreational activities within the city can be catalyzed with the completion of the multi-use path alongside Salt Creek. Care must be taken to ensure that effective bicycle and pedestrian connections (as well as appropriate signage) to the recreational area are provided to the east of the greenway.

### Flood Control

A significant area along the Salt Creek is within the 100-year floodplain, a considerable portion of which is maintained as open space to help with flood management efforts in the area. Several properties along Roosevelt Road in south end of the planning area however, remain in the 100-year floodplain. It is important to provide outreach and educational information in the form of easily accessible maps and clear explanations of possible mitigation strategies the residents can undertake themselves in the event of a 100-year flood.

### Flood Hazard Remapping

Current flood hazard maps in Illinois are paper maps, known as Flood Insurance Rate Maps (FIRMs) and used for regulatory and flood insurance purposes. Many of Illinois' maps are outdated, some as much as 20 years. Funded by Congress, Federal Emergency Management Agency (FEMA) launched the Map Modernization Program to develop fully digital floodplain maps nationwide. The new digital floodplain maps use geographic information system (GIS) technology and local involvement is stressed to assure that data incorporated in the maps is up to date and accurate. FEMA partnered with the Illinois Department of Natural Resources (IDNR) (Office of Water Resources) and the State Water Survey to working jointly to prepare floodplain maps for most of Illinois following the new digital standards.

In 2006, a significant area of the Salt Creek floodplain was slated for flood hazard remapping. As a result, several properties along Roosevelt Road at the south end of the Elmhurst planning area are now in the 100-year floodplain that were not there previously (see *Figure 19: Natural Features*). Therefore, it is essential that any new proposed developments in the Roosevelt Road area provide adequate mitigation measures in preparation for the event of a 100-year flood. Any future development proposals in the area must be reviewed in light of the adjusted boundary.

### Floodplain Mitigation Measures and Residential Safety

Increased impermeable surfaces, alterations of natural drainage patterns, and climate change have increased the frequency and severity of flooding events. Impacts to hydrological conditions can be mitigated with careful con-



*Stream bank stabilization along Salt Creek*

sideration in the planning, siting and construction of proposed developments. Depending on the severity of flood events, an area (or City) can be made eligible for the National Flood Insurance Program which may provide some level of financial relief in the event of a flood.

Other possible mitigation strategies include the construction of levees or berms, or raising existing homes higher off the ground, and improving drainage infrastructure. Additionally, for existing and new developments, the use of innovative storm drainage facilities such as bio-retention, rain gardens and pervious pavement should be encouraged to improve resident's safety during storm events. Resources describing how individuals can employ these mitigation measures on their own property should be made available at City Hall to residents located in the 100-year flood plain, and distributed by mail or email to ensure receipt of delivery.

### Outreach Programs

Outreach and public education is an essential tool to successfully utilizing and preserving the abundance of existing outdoor and recreational opportunities in the Elmhurst area. This outreach can take on many forms, but chiefly it should serve to inspire residents to enjoy outdoor activities and other conservation activities.





### Trails and Interpretative Signage

Trails are one of the most popular recreational amenities with residents across all ages. Trails should continue to be developed where feasible in Elmhurst, and when possible connect to other minor trails, or major “recreation spines” such as the Salt Creek Greenway or the Illinois Prairie Path. Trails that are expected to be heavily used should be at least 10 feet in width to accommodate the widest variety of user modes. Trailhead areas should provide space for sheltered picnic areas, signage (the more informative or interactive the better), public restrooms, water stations and parking facilities for users if space permits. Continuous trail systems can be linked to existing sidewalks along major streets in Elmhurst; employing themed or uniform signage could improve visibility and popularity of outdoor use.

### Environmental Education

There are a number of state-wide programs that offer resources and curriculum material to inspire further study on the local environment. Examples include the Environmental Education Association of Illinois which offers resources and materials for educators and mini-grants to “formal and non-formal” educators looking to expand the implementation of environmental education throughout the state.<sup>3</sup> In addition, the Forest Preserve District cooperates with public and private school systems to provide workshops, field trips and courses for teachers in outdoor science education. These, or similar programs, should be employed throughout the community to cultivate an understanding and appreciation of the natural environment for current and future generations. Educational measures could be worked into classroom curricula, Park District activities or Forest Preserve programs.



## IMPLEMENTATION

The City of Elmhurst should consider pursuing the following strategies to achieve successful implementation of desired natural resource improvements. Policy numbers at the end of each implementation action correspond with the policies stated at the outset of the chapter.

### Environmental Conservation

In order to identify and achieve further conservation opportunities in Elmhurst, continuing coordination with Forest District Preserve of DuPage County is necessary to properly implement the recommendations outlined in the Salt Creek Greenway Master Plan and establish and administer detailed regulations and procedures to protect other

<sup>3</sup> Environmental Education Association of Illinois, Online: <http://www.eeai.net/minigrant.htm>



*Environmental education*



*Illinois Prairie Path*

environmentally sensitive areas, including seasonal wetlands, floodplains, natural landscapes, and drainage ways. The City should encourage mutual planning and intergovernmental agreements with the DuPage County, neighboring municipalities and other entities to protect environmentally sensitive areas. Where possible, efforts to increase preservation and restoration of unique natural areas with native plants and other stream bank stabilization techniques should occur. This could be achieved by community-based restoration efforts configured as group work days, events or



seminars on riparian health, wherein invasive brush clearing and vegetation plantings are undertaken. [Policy 1]

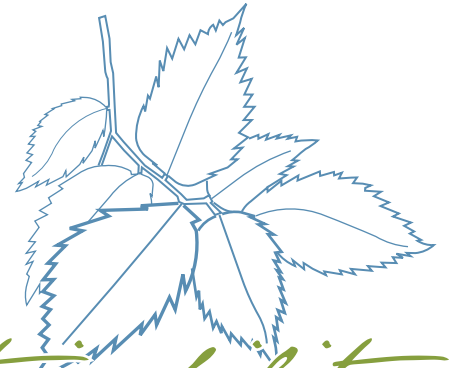
Special educational outreach should also be provided to City residents that might be affected by a possible expansion of the designated 100-year floodplain. Remediation efforts and tips to reduce flooding risks can be easily conveyed in informative pamphlets or City-sponsored workshops. These would serve to protect both the residents from harm and flood damage and would circumvent future relief efforts needed by city services in the event of a 100-year flood. In order to achieve consistency and uniform enforcement, consultation of the updated Salt Creek Greenway Master Plan and the most current version of the Salt Creek 100-year floodplain map should be required when reviewing development proposals that fall within the Salt Creek Watershed. [Policy 2]

### Capital Needs

To assist the Elmhurst Park District in maintaining quality park and trail facilities (beyond the level at which they are already quite capable) the City may be able to seek alternative funding sources such as State grants to assist in the funding of future recreational facilities, improved signage, or maintenance of existing regional trails. The Illinois Department of Natural Resources (IDNR) offers Open Space Lands Acquisition and Development (OSLAD) Grants to assist in acquiring adjacent land should the Elmhurst Park District or Forest Preserve District wish to expand geographically in the future. Other funding sources for recreational amenities can include rental fees (such as the Weddings in Wilder Park program), donations and volunteer efforts, foundations and public/private partnerships will maximize resources. Continued cooperation with entities such as the school district, local athletic clubs, and Elmhurst College are important. [Policy 3]

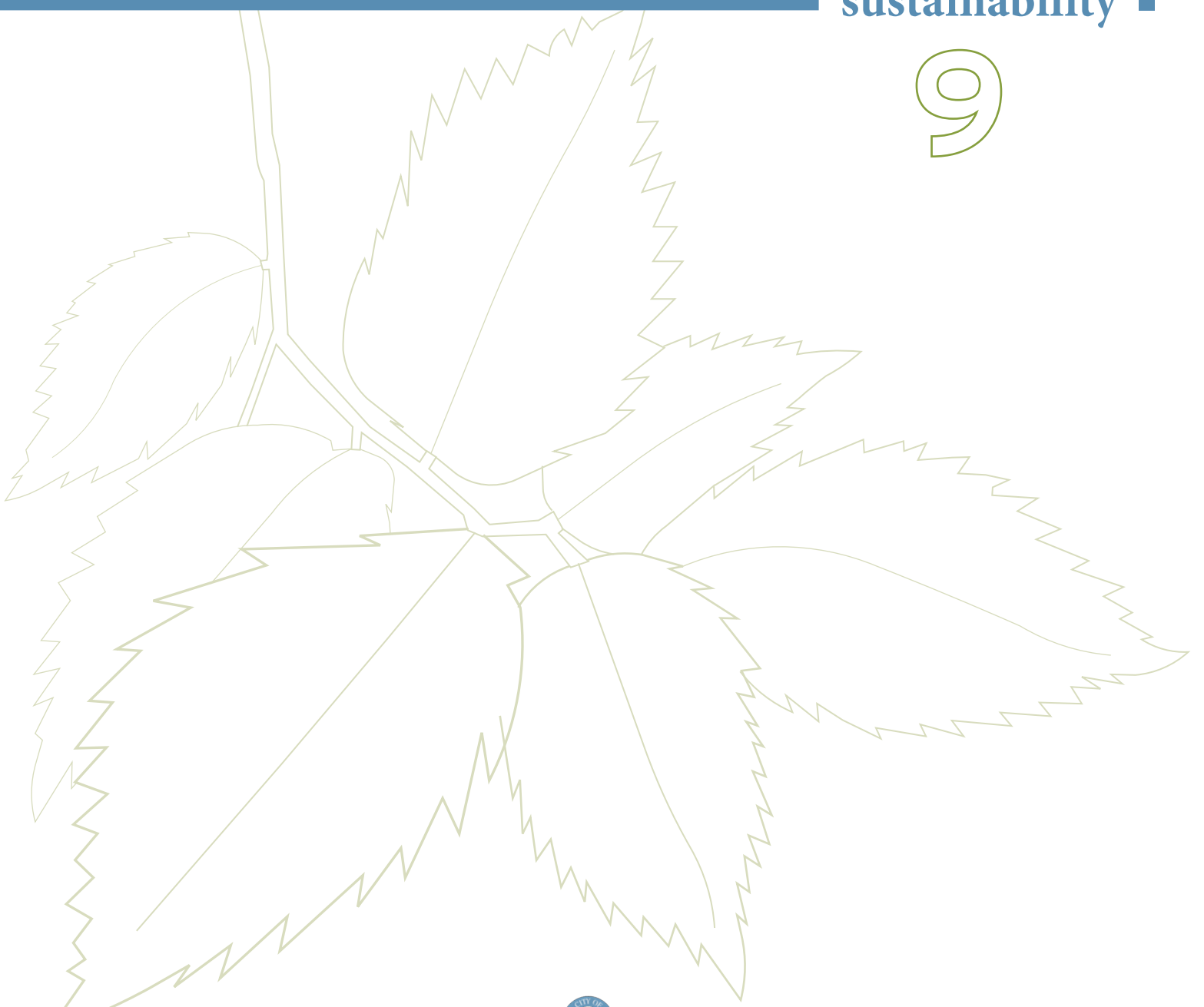






# *Sustainability* sustainability ■

9





## SUSTAINABILITY

Sustainability is achieved by meeting the needs of the present while protecting resources for future generations. To date, the City of Elmhurst has participated in a number of sustainability efforts, including signing the “Climate Protection Agreement,” joining the Sierra Club “Cool Cities” coalition<sup>1</sup>, becoming a member of the ICLEI – Local Governments for Sustainability<sup>2</sup>, and staging a Green Fest in Wilder Park to raise awareness of environmental issues.

A city-wide sustainability plan takes careful account of the diverse components that affect the quality of the city’s environmental condition, ranging from implementing a recycling and composting program to encouraging compact land use patterns. As a result, developing a sustainability plan requires taking a long view that goes beyond the timeframe that many comprehensive plans traditionally address. Efforts to achieve City-wide sustainability can be organized into the following broad categories: sustainable design, sustainable management practices, and municipal and private programs for achieving sustainability.

This chapter on sustainability produces a set of goals and objectives for maintaining and improving environmentally-friendly practices in Elmhurst. It should be emphasized that this plan presents general goals and policies for sustainability; it is not intended to substitute more detailed planning and programming which should be undertaken by individual municipal departments. Additionally, because sustainability strategies and available technologies are constantly evolving, the recommendations in this chapter should be continually revisited and revised to capture specific policies, topics, and action plans relating to municipal sustainability as they are identified, agreed to, and developed with appropriate public input.



## GOALS AND OBJECTIVES

**Goal 1:** Develop land use policies, programs and regulations designed to support and promote sustainability in Elmhurst.

<sup>1</sup> “Cool Cities” are cities that have made a commitment to stopping global warming by signing the US Mayor’s Climate Protection Agreement. See the Cool Cities website for information: <http://coolcities.us/>

<sup>2</sup> ICLEI - Local Governments for Sustainability is an international association of local governments and national and regional local government organizations that have made a commitment to sustainable development. See their website for more information: <http://www.iclei.org>



*Solar Panels provide energy.*



*Greenroofs help reduce runoff and keep buildings cooler.*

### Objectives:

1. Encourage a mix of location, land uses, and densities designed to increase accessibility for Elmhurst residents to services, recreation, jobs, housing, and mass transportation.
2. Assess the risks and potential impacts of climate change on City government operations and the greater Elmhurst community; reduce the urban heat island by reducing paved surfaces.
3. Establish targets for reducing greenhouse gas emissions (GHGs) and promoting sustainability for Elmhurst. Regularly assess progress and program needs, identifying opportunities and obstacles for meeting set GHG emission targets.



**Goal 2:** Develop transportation policies, programs, and regulations designed to support and promote sustainability.

**Objectives:**

1. Take actions to reduce the use of fuel and energy consumed in transportation, and encourage alternate forms of transportation—supported by accessible transportation facilities throughout the community.
2. Promote seamless transportation linkages between Elmhurst and the greater Chicagoland region.
3. Promote a healthy community by planning for and implementing a connected system of walkways and bikeways which will provide alternative forms of transportation while also encouraging recreation, exercise, and exposure to the natural environment.

**Goal 3:** Where possible, employ the seamless integration of the most effective energy conserving and carbon emission-reducing technologies into all municipal functions.

**Objectives:**

1. Encourage utility companies to consider solar power and other renewable resources when planning for future infrastructure services in Elmhurst.
2. Maintain existing utility systems while seeking to expand the use of alternative energy and sustainable maintenance and building practices in City facilities.
3. Seek new sources of revenue and expertise to be utilized in the provision of sustainable or “green” municipal services. This could include supporting the use of waste-to-energy technologies such as the direct potable reuse of water or groundwater replenishment.<sup>3</sup>
4. Evaluate opportunities to increase pump efficiency in water and wastewater systems; recover waste water treatment methane for energy production.

**Goal 4:** Develop economic development policies and programs designed to support and promote sustainability.

**Objectives:**

1. Encourage the co-location of jobs with housing in the City; seek to expand residents’ ability to work in close proximity to their homes.
2. Encourage and support home-based work and business activities that supplement traditional business and employment considerations.

**Goal 5:** Develop housing policies, programs and regulations designed to support and promote sustainability. En-

<sup>3</sup> Philip S. Wenz, *Spigot to Spigot*, Planning Magazine, August/September 2008, page 6.



*Biking is a sustainable transportation choice.*

courage all City residents to adopt sustainable and “green” practices in their own homes or place of business.

**Objectives:**

1. Encourage availability of small scale energy production systems for commercial and residential structures (i.e. windmills and solar panels) to a variety of income levels.
2. Support and encourage a mix of housing types and styles which provide residents with affordable housing choices geared to changes in lifestyle that are more economical to both heat and cool.
3. Provide incentives in the development review phase that encourage renovations and new developments to incorporate energy saving features (utilizing the Leadership in Energy and Environmental Design [LEED] standards) and employ compact neighborhood development (utilizing the LEED-ND standards).
4. Increase the rate of curbside recycling in the City.
5. Invest in public access to information, specifically for education on sustainable or “green” practices. This could include personal computers with Internet access at libraries, neighborhood community centers, and kiosks in key locations scattered throughout the City.
6. Develop cultural and recreational programs designed to support, promote, and raise awareness of sustainability. This includes events such as Green Fest, which took place in Wilder Park in August of 2008.





**Goal 6:** Implement sustainable practices and make environmentally-conscious sustainable choices at the municipal level.

**Objectives:**

1. Support and continue to improve the energy efficiency of all City-owned buildings in order to meet or exceed LEED energy standards for building design.
2. Invest in internal municipal practices designed to reduce reliance on energy consumption as well as reduce waste and excessive carbon emissions.
3. Make energy efficiency a priority through building code improvements, the retrofitting of City facilities with energy efficient lighting, and a coordinated campaign urging employees to conserve energy, resources, and money.
4. Exclusively purchase Energy-Star rated equipment and appliances for City use.
5. Increase the average fuel efficiency of municipal fleet vehicles; reduce the number of vehicles; launch an employee education program including anti-engine idling messages and, where possible, convert diesel vehicles to bio-diesel.

**Policies**

The following policies provide a framework for guiding the creation and implementation of sustainability strategies.

1. Work with public and private partners to develop strategies and programs to prepare for and mitigate the potential impacts of climate change. Develop mitigation strategies that address land use, which can be used by both public and private actors to help ease the potential impacts of development in the City.
2. Work to provide transportation alternatives to Elmhurst residents and commuters in order to reduce the amount of overall carbon emissions generated in Elmhurst. This includes the use of hybrid vehicles, alternative fuels mass transportation (van shuttles, bus, and train), bicycle and pedestrian pathways, and the facilitation of private carpools. Seek partnerships from transportation service providers (i.e. Pace, Metra) and other alternative transportation organizations.
3. Work to promote energy conservation and innovative energy sourcing in Elmhurst.
4. Use economic development techniques to reduce unnecessary commuting and excessive GHG emissions.
5. Provide incentives to encourage Elmhurst residents to adopt sustainable practices in their individual homes.
6. Initiate actions to adopt sustainable practices for internal municipal facilities and functions.

7. Reduce excessive runoff from non-permeable surfaces and protect groundwater from contamination by employing a variety of techniques to implement sustainable practices that conserve water and energy as much as possible.



*Permeable pavers allow water to filter, thus reducing storm water runoff.*



## GREEN BUILDING DESIGN AND NEIGHBORHOOD DEVELOPMENT

Green building techniques are practices that conserve energy, water, materials, land area, and divert construction materials from land disposal areas through recycling and reuse. Sustainable, environmentally compatible design of this nature can be achieved by employing Leadership in Energy and Environmental Design (LEED) Green Building standards and rating systems. These green building techniques, which specify the use of energy efficient insulation, fixtures, lighting and state-of-the-art strategies for water savings and material selection serve to ensure that best practices in both building construction and maintenance are utilized. Additionally, promoting the use of green building practices includes the preservation of existing structures where feasible and the reuse and recycling of materials from deconstructed buildings.

The City of Elmhurst should require a green building or LEED review of proposed development projects in the permitting stage to make certain that the most sustainable or “green” construction choices are employed in new development wherever possible. A quantifiable “green permitting”



system should be developed to provide those applying for permits a clear and easy to understand guide to the requirements for meeting green building (or LEED) standards, as well as permit fee reductions. In developing a green building program, the City of Elmhurst should consider and identify minimum requirements that must be met and incentives for exceeding those requirements. A successful program will offer property owners flexibility and options in determining which materials and techniques best meet their needs and desires for complying with the green standards.

In addition to energy efficient buildings, reducing overall vehicle miles traveled (VMT) for residents will go a long way toward making Elmhurst more sustainable and significantly reducing the City's carbon footprint. Strategies for this include viable public transit options, overall compact neighborhood design, and responsible land use decisions (discussed further in the next subsection). Design principles and policies that affect this should be fostered and implemented. These include a variety of action items, which range from constructing dense transit-oriented housing developments to identifying appropriate areas within the City for local food production, processing and distribution powered by alternative energy.



## ALTERNATIVE TRANSPORTATION OPTIONS

To reduce greenhouse gas emissions and make Elmhurst more sustainable, the City must become increasingly more walkable, bikeable, and transit-oriented. For example, a solo commuter switching his or her commute to existing public transportation in a single day can reduce their CO<sub>2</sub> emissions by 20 pounds (this is slightly more than two metric tons annually or a 10 percent reduction of an average two car household's carbon footprint).<sup>4</sup> Other options include:

- New or reconfigured streets should be designed with bicycles and pedestrians in mind.
- Street congestion should be eased with Context Sensitive Designs.
- Public transportation options in Elmhurst, such as Pace and Metra, should continue to operate in a clean, safe and accessible manner and be expanded to provide

<sup>4</sup> For comparison, weatherizing a home and adjusting the thermostat yields carbon savings of 2,800 pounds of CO<sub>2</sub> per year and replacing five incandescent bulbs to compact fluorescent lamps saves 445 pounds of CO<sub>2</sub> annually. See American Public Transportation Association, Public Transportation's Contribution to Greenhouse Gas Reduction, September 2007, Online: [http://www.apta.com/research/info/online/climate\\_change.cfm](http://www.apta.com/research/info/online/climate_change.cfm)



*Bike to Bus transfer.*

vide additional connections within and outside of the community.

- Secure bicycle parking should be made available near by any major City destinations to encourage ridership.
- Priority parking should be made available in all commercial and municipal building lots for carpoolers and vehicles using alternative fuels.



## ALTERNATIVE ENERGY PROVISION

Alternative, or renewable, energy sources show promise in helping to reduce the amount of carbon emissions that are by-products of energy use or generation. Employing alternative energy sources reduce the carbon emissions that contribute to climate change and helps to preserve many of the finite natural resources (such as fossil fuels) that are heavily relied upon as sources of energy today. Because greenhouse gas emissions from energy production (including transportation) amount to nearly 70 percent of world wide greenhouse gas emissions, providing incentives to switch to a low-carbon economy is paramount. These incentives can include large scale solutions such as the commodity-based green energy certificates (i.e. Carbon Financial Instrument contracts, traded at the Chicago Climate Exchange) or renewable energy portfolio standards



for states and cities which stipulate that a certain amount of energy provided must come from an alternative source.<sup>5</sup>

Options for renewable, sustainable, alternative sources for energy provision should be examined in Elmhurst; examples include: solar power, vegetable oil and bio diesel, land-fill gas generation, hydro and wind power. Often, it is less cost-effective for individual homeowners or small business operators to install alternative energy systems due to large up-front energy costs. To correct this, incentives for installation of small-scale renewable energy generators (such as solar panels on a home) should be offered. These may include a per-watt rebate for installed electrical capacity at the place of home or business, loans or grants for installation, and 'net metering' wherein the property owner is paid for any excess electricity generated and fed back into the grid.<sup>6</sup>

Building codes and design guidelines should allow for, encourage or require integration of passive solar design, green roofs, active solar elements (such as roof panels) and other renewable energy sources. Design standards might include southern orientation of structures for maximum solar exposure, extensive southern fenestration for winter heating, shielding of windows to prevent summer overheating, proper thermal mass to retain heat and coolness and the installation of solar hot water heaters.<sup>7</sup> Current zoning and development standards in Elmhurst should be revised to eliminate any provisions that could potentially act as a barrier to the use or installation of residential renewable energy systems.



## STORMWATER AND LANDSCAPE MANAGEMENT

Thoughtful choices in both landscape design and stormwater management can contribute significantly to the sustainability of an urban system. On-site stormwater practices can increase infiltration, retention or detention of stormwater, resulting in the reduction of the volume of water leaving the property. Controlling and reducing the amount of runoff from the site can, in turn, reduce the risk of flooding and the incidence of combined sewer overflow events, as well as reduce the size and extent of drainage infrastructure required. Retention and detention systems may also

<sup>5</sup> American Planning Association, *Policy Guide on Planning and Climate Change*, April 2008, page 39.

<sup>6</sup> American Planning Association, page 39.

<sup>7</sup> American Planning Association, page 39.

decrease overall water consumption as collected rainwater can be reused on-site. Listed below are highlights of current best management practices, many of which could be successfully implemented in Elmhurst:

- **Run-off Reduction Practices**

- Reduce quantity of impervious surface material
- Utilize permeable pavements
- Provide vegetated buffers for runoff; this improves filtration and infiltration of contaminated water, and slows runoff speed back into the ground.
- Reduce sources of erosion in drainage ways, streams and disturbed ground.
- Use creative landscaping (vegetation) to most effectively absorb stormwater runoff, such as a planted swale or rain garden.
- Provide best management practices compatible with existing land uses, (especially with nearby industrial and commercial uses present) for areas that are in floodplains or waterways. This includes landscaped curb extensions or the construction of bioswales.

- **Sustainable Landscaping and Planting Practices**

- Choose plants thoughtfully for the appropriate conditions (i.e. urban, park, or median) and provide reasonable vegetation maintenance. If herbicides or pesticides are required, be sparing in the application of them.
- Create landscapes with an analysis of cultural plant needs in mind; group similar plants together by need.
- Plant landscapes that are suitable to the level of maintenance that will be provided.
- Consider 'hydrozoning' or planting and restoring native prairie plants in areas where lawn is not necessary, these plants require no mowing and significantly less (if any) supplemental irrigation.
- Irrigation should not be excessively relied upon to maintain plantings. Where possible, employ best practices of irrigation design and management such as the use of 'grey' or reclaimed water.
- Provide good quality (or structural) soil for plants to enhance longevity.
- To reduce costly mowing, reduce non-essential vegetated surface areas that require mowing.
- Provide turf in appropriate areas. Irrigate, if required, in areas such as high-use sport fields. Mow turf high enough so that the grass can hold moisture rather than 'browning out.'
- Codify the above practices and landscape values in the City ordinance.







*Vegetated Swale reduces impervious surface..*



*A swale absorbs rainwater, thus reducing storm water runoff.*



## IMPLEMENTATION

There are a number of strategies and resources available to pursue sustainability City-wide. Any approach must include intergovernmental cooperation of neighboring communities and a partnership with county-wide efforts to 'go green.' In addition to this, the City should implement a comprehensive City-sponsored education program to provide information and technical assistance to the public for any associated sustainability efforts. Policy numbers at the end of each implementation action correspond with the policies stated at the outset of the chapter.



*Landscaped curb bump-outs capture runoff.*

## Assessment and Progress

Elmhurst should develop a strategic plan that will help guide and focus City resources and program initiatives to (1) reduce carbon emissions and the carbon footprint of the City government and Elmhurst community, and, (2) reduce and minimize the potential risks of climate change. The strategic plan should be coordinated with and leverage state and regional goals for emissions reductions, but Elmhurst should look for a take the lead where unique opportunities to innovate present themselves. For example, the City must inventory and monitor Elmhurst's greenhouse gas emissions in order to establish a carbon footprint baseline. Establishing baselines and monitoring programs is essential to measure and track progress in emission reductions over time. These baseline measurements should be established both for the city government, as an exemplary actor, and for the community as a whole. Over time, the City should develop and annually report on of a set of "sustainability indicators" that can be used to track Elmhurst's progress in meeting its sustainability goals over the course of the next decade. Examples of this include: quantity and quality of potable water, degree of compact urban development and "walkable neighborhoods" within Elmhurst, number of transportation alternatives to private vehicles, and the supply and quantity of alternative energy sources. [Policy 1]



## Alternative Transportation Options

In order to implement alternative transportation options, an appropriate infrastructure in Elmhurst must be provided to make “green transportation” a viable alternative. Consider the following incentives: preferential parking locations for alternate-fueled vehicles, installation of electrical charging stations at public and commercial parking garages for electric-powered vehicles, conversion of public transit vehicles to electric or battery powered vehicles that can be recharged by electric power, and a large network of pedestrian and bicycle paths throughout the community that link all neighborhoods. On the municipal side, the City of Elmhurst and Elmhurst School District #205 should work to convert public and privately-owned and operated buses from fossil-fuel powered to electric or hybrid powered vehicles. [Policy 2]

## Alternative Energy and Energy Conservation

In order to integrate alternative energy use, Elmhurst should implement the institution of a City-wide ‘green pricing’ utility program. Such programs allow for individual consumers to elect to use renewable forms of energy (such as wind power) for a fixed cost over a defined time period, which provides the City with enough consumer demand to diversify its energy portfolio; thereby increasing the percentage of power supplied to the City from renewable sources. Under the Power Agency Act, ComEd (the chief utility provider for the majority of northern Illinois) is required to provide incentive programs to its customers. In the next year, the company is expected to introduce four incentive programs to encourage the development of energy efficient buildings. The first provides rebates to developers and owners that select energy efficient equipment when retrofitting building systems; the second is a smaller scale version of the first with the rebates designed for smaller HVAC systems wherein ComEd will furnish up to 50 percent of the cost of an energy audit in addition to providing a rebate after the equipment is installed. The third and fourth stages of the program build off of the first two, with progressively more assistance provided in the energy audit stage, or in pre-construction and design services phase for new structures.<sup>8</sup> Large institutions, such as Elmhurst Memorial Hospital, would be wise to take advantage of this region-wide program for maximum energy efficiency and reduced utility rates. [Policy 3]

## Compact Neighborhood Development

Economic development strategies for improving the jobs-

<sup>8</sup> Warner and Bateman, *Expanded Incentive Programs for Green Development to go into Effect June 1st*, Freeborn & Peters LLP, page 2-4.



*Sidewalk recycling center*

to-housing balance in Elmhurst can also have an effect on sustainability of the City. Potential homeowners can take advantage of Location Efficient Mortgages that can allow them to purchase a home closer to public transit. Location efficient communities are defined as convenient neighborhoods in which residents can walk from their homes to stores, schools, recreation, and public transportation. People who live in location efficient communities have less need to drive, which allows them to save money and improve the environment by reducing their overall vehicle miles traveled (VMT).<sup>9</sup> Furthermore, the addition of strategically sited urban street trees in a location efficient neighborhood not only improve property values of nearby homes but serve to help cool the streets, acting as excellent ‘carbon sinks’ that work to offset the deleterious effects of carbon emissions. Elmhurst should continue to cluster transit, residential and employment locations in an efficient manner to encourage compact development and a walkable community. [Policy 4]

## Funding

Monetary resources available to implement sustainability practices include federal, state and regional grants such as the federally administered Energy Efficiency and Conservation Block Grant Program and the Environmental Protection Agency’s bid to provide technical assistance to communities that have enforced the U.S. Conference of Mayor’s Climate Protection Agreement.<sup>10</sup> A recent expansion of the Illinois Green Power Agency Act is designed to provide for

<sup>9</sup> See more about LEM Online: <http://www.locationefficiency.com/>

<sup>10</sup> See League of Women Voters Summary, Natural Resources, Online: [http://www.lwvil.org/WWS\\_NR1\\_Background.pdf](http://www.lwvil.org/WWS_NR1_Background.pdf)





a new range of expanded, grants, rebates and discounts for owners and developers of residential, commercial and industrial properties.<sup>11</sup> Grants are also available from a wide variety of private sources such as the Conservation 2000 Ecosystems Program which rewards land owners for innovative land management and stormwater techniques, and the Compton Foundation that provides assistance to citizens addressing climate change. [Policies 1, 3, 5, 6]

Elmhurst can help citizens to become more sustainable by encouraging citizens to change their everyday habits. Providing financial incentives or programs make it easier to decrease an individual's adverse environmental impact. These strategies include: improving personal use of solar power, using energy efficiently by properly weatherizing residential homes, encouraging sustainable power utility choices for customers, taking advantage of waste reduction or recycling improvements (such as limiting trash pickup with a charge by volume scheme) offering curbside recycling or yard waste composting pickup programs, and raising awareness and educating the public on the great impact that individual actions (such as home composting or switching to compact florescent light bulbs) can have on the sustainability of the City. [Policy 5]

On-site and broader scale implementation programs for municipal and private actors include: using incentives and energy tax rebates to encourage solar power installations on residential rooftops, providing technical and financial assistance for home weatherization, and providing resources to citizens for reflective roof painting to decrease the effect of the urban heat island. Since 1988, the State of Illinois has promoted energy efficient housing as means of maintaining the affordability of the housing stock. Under the Illinois Energy Efficient Affordable Housing Construction Program, grants have been provided to non-profit housing developers that agreed to include energy efficient building equipment and materials in the rehab or construction of affordable housing. In 2008, this program has been expanded to for-profit affordable housing developers as well.<sup>12</sup> Any new affordable housing construction in Elmhurst should work to take advantage of this incentive. [Policy 5]

### Sustainable Management Practices

Productive and environmentally conscious management efforts can take on many forms but are perhaps best illustrated at the municipal level, by the "greening" of internal department operations. Efforts include: the construction and retrofitting of municipal buildings to conform to LEED standards, increased attention to mitigating the urban heat



*Electric vehicle charging station*

island effect with green roofs and sufficient urban forestry, and using alternative fuels in City vehicle fleets. Implementation initiatives for such practices include: introducing hybrid police cars, garbage trucks and municipal service vehicles to the City's fleet, and installing reflective paving and "cool" roofs" (both reflective and garden) on top of City-owned buildings that will serve to insulate the indoor ambient air temperature of the buildings, thus reducing heating and cooling costs for the City. [Policy 6]

Developing and enforcing City programs that foster sustainable environmental choices for both City employees and residents that reduce runoff is beneficial. For example, the installation of rain gardens, water collection barrels, and other landscape-based drainage features such as permeable pavement and landscaped curb extensions help to absorb and filter pollutants from stormwater. [Policy 7]

### Continuing Education

Education is of the lowest cost, easiest to implement and highest impact strategy that Elmhurst can pursue. Greenhouse gas emissions have been reduced and prevented by nearly 10 percent in some communities just through slight behavior modification, such as turning out the lights when not in use. The City of Elmhurst's unique role in providing energy to businesses and residents and in establishing long range land use and public policy, make it especially well poised to take significant strides in establishing a sustainable Elmhurst, that will be well preserved and resource rich for many generations to come.

<sup>11</sup> Warner and Bateman, page 1.

<sup>12</sup> Warner and Bateman, page 4.

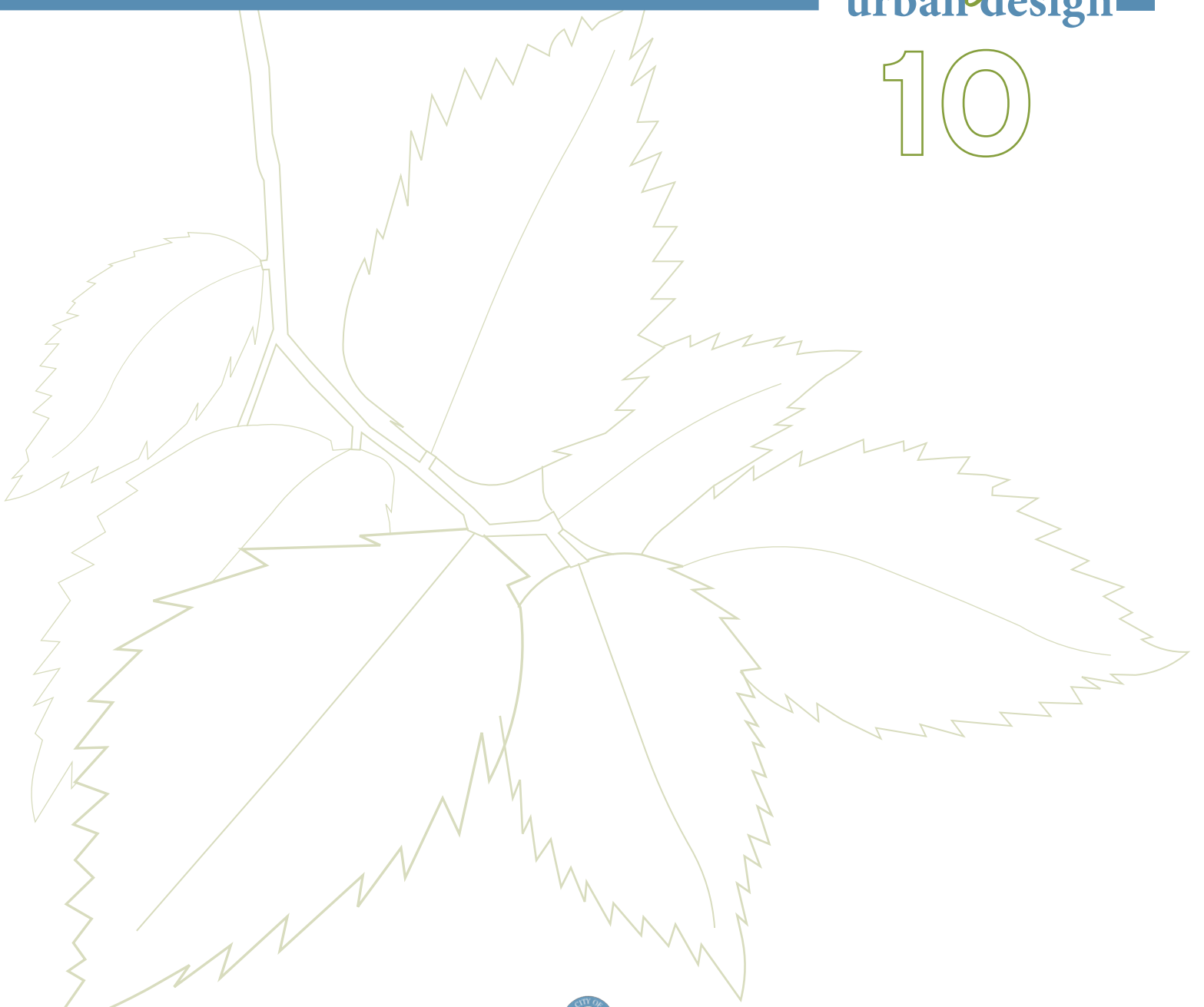






*Urban Design*  
urban design

10





## URBAN DESIGN

Implementing a community-wide urban design and streetscape strategy for the City of Elmhurst is a critical component of the Comprehensive Plan. An urban design strategy seeks to achieve a high-quality built environment through the visual and functional coordination of public infrastructure improvements with private sector building and site design and construction. These public infrastructure investments could include streetscape improvements such as landscaping, lighting, special paving materials for sidewalks and crosswalks, street furniture and public art. In addition to improvements to the public way, a comprehensive urban design strategy also guides the location of buildings along the street and their exterior design including scale, massing, articulation, setbacks and materials. Each of these individual elements combine to significantly influence the overall aesthetic and experiential quality of a place, making them an important factor in the overall quality of community design.

Attractive, high-quality streetscapes with well-defined use areas will increase pedestrian safety and benefit all street users. While most residential areas of the city exhibit strong streetscape design elements, including landscaping and a continuous sidewalk network, many of the city's commercial and corridor areas could benefit from additional urban design improvements. A comprehensive design strategy could safely support the interaction of pedestrians, automobiles, bicycles, transit, and service vehicles that is crucial to the success and vitality of these commercial and corridor areas. A review of existing conditions throughout the city, the overall future urban design framework, and the recommended implementation strategies that the City can undertake to improve the quality of its commercial and employment areas will follow.



## GOALS AND OBJECTIVES

**Goal 1:** Maintain and enhance the city's high quality built environment.

### Objectives:

1. Ensure that all public and private properties are adequately maintained in a timely manner through effective code enforcement.
2. Ensure high standards in the design and construction of new and rehabilitated structures or landscape features in the city.
3. Promote the preservation and protection of properties with local historical and architectural interest.
4. Continue to use the Downtown Plan (2006) and its design guidelines for promoting high-quality design and implementing streetscape improvements within the downtown.

**Goal 2:** Enhance the appearance of neighborhood business districts and employment areas, as well as community entry points and traffic routes.

### Objectives:

1. Work with the business district improvement associations to create design guidelines and streetscape improvement plans to establish a consistent approach to streetscape treatments, building redevelopment and pedestrian linkages.
2. Create distinctive gateway features at significant entryways into Elmhurst that are supported by wayfinding signage throughout the city.
3. Minimize the visual impact of surface parking areas through perimeter and interior landscaping and placement of parking lots to the rear of buildings.
4. Provide transitions and barriers between different land uses throughout the city.
5. Implement a coordinated landscaping program along major arterial streets in Elmhurst to create visual consistency throughout the city, especially along York Street.
6. Establish a program for visually screening public utility sites, such as transformer stations, well sites, lift stations, and similar facilities.

**Goal 3:** Enhance the downtown with a system of public improvements that support development of this major activity center.

### Objectives<sup>1</sup>:

1. Extend the downtown pedestrian system, including additional primary and secondary routes, implementing and improving streetscape features as necessary. Connect both sides of the railroad tracks with appropriate pedestrian linkages.
2. Improve the southern gateway entrance into downtown to be consistent with gateway signage at the northern entrance.
3. Continue to encourage open space provisions within new development and redevelopment efforts downtown.
4. Refine and continue to implement and enforce building design guidelines for downtown structures. Retain a mix of building types by allowing for sensitive integration of older buildings with new construction where appropriate.
5. Continue to implement the City's Facade Improvement Program downtown.

<sup>1</sup> See Downtown Plan (2006) for further elaboration on these objectives and means for implementation.





**Goal 4:** Use landscaping to soften new development, screen unattractive elements, minimize heat gain, and buffer land uses.

#### Objectives:

1. Use comparatively large setbacks, trees, fences and shrubs to buffer residential uses from commercial and industrial uses.
2. Include outdoor use spaces in new developments, including seating, tables, paths, vegetation, enhanced pavement, shade, and trash receptacles.
3. Screen parking lots from streets using either shrubs, low walls, berms or a combination of materials.
4. Continue an active street tree planting and maintenance program.
5. Incorporate frequent, large planters with deciduous trees in parking lots.

#### Policies

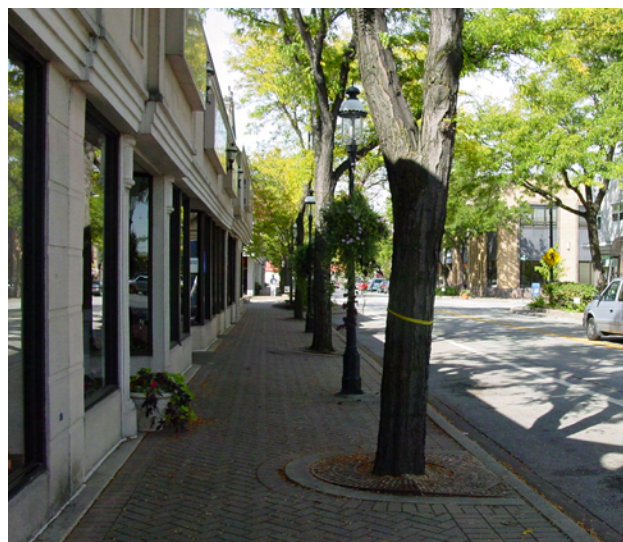
The following policies provide a framework for guiding the creation and implementation of urban design strategies.

1. Develop and adopt city-wide design guidelines; require design review according to the design guidelines for all new and remodeled commercial, industrial, institutional and single- and multi-family projects, including changes to parking lots.
2. Encourage all building sides in commercial centers to be finished, specifically where facing alleys or streets that include rear parking or pedestrian pathways.
3. Retain and reuse viable historic buildings and architectural elements as a part of redevelopment projects.
4. Encourage extensive landscaping in public and private projects. Preserve wetlands, significant trees, watercourses and other important environmental features in new development projects when feasible; mitigate their removal when preservation is not possible.
5. Construct appropriate streetscape elements throughout the city, in coordination with a comprehensive streetscape program. Ensure that new development maintains a human scale, such as by using landscape islands and pedestrian walkways to divide large parking lots into smaller fields, and/or reducing the scale of large public spaces with plazas, public art, seating areas, ponds, shade structures and other similar elements.



#### EXISTING URBAN DESIGN FRAMEWORK

Downtown Elmhurst offers a high-quality, pedestrian-oriented environment while maintaining convenient vehicu-



*Provide a consistent street wall*

lar access. The downtown area has historically included mixed-use buildings with active ground floor uses which create a strong streetwall through minimal setbacks. The City's 2006 adopted Downtown Plan builds on this historic development patterns and contains detailed recommendations and urban design guidelines for the future development of the downtown area.

Outside of the downtown, the commercial and employment areas typically include limited urban design elements. Specifically, the neighborhood shopping districts at Spring Road and at York and Vallette Streets do not have any formal streetscape program. The major commercial corridors, including Grand Avenue, Lake and York Streets, have mostly strip-mall type development and lack a distinctive gateway characteristics that would visually cue entry into and departure from Elmhurst. The City has, however, installed community entryway signs at the intersections of major arterial roadways at its boundary. These signs are well-designed and thoughtfully placed. The employment area located in the northwest part of the City is functional, but urban design improvements could support the retention of existing tenants and attraction of future tenants through the creation of a higher-quality business park environment. The industrial area along South Riverside Drive in southwest Elmhurst can also be significantly improved through increased landscape buffering.



## FUTURE URBAN DESIGN FRAMEWORK

The siting of buildings along the street frontage and their exterior design characteristics, including scale, massing, articulation, setbacks and materials, significantly influence the appearance and functionality of the immediate vicinity while contributing to the overall quality of community design. As part of the Plan's land use and housing components, zoning and bulk recommendations will guide future developments within Elmhurst. Streetscape and urban design improvements should be undertaken on public property, and may be instituted separately from but in support of new private development.

The mixture of land uses and street types has resulted in a variety of improvements to the built environment that could be undertaken to support the City's urban design framework. Outside of the core downtown area, the commercial and employment areas within the city generally lack consistent urban design. (Urban Design and streetscape recommendations for the downtown are included in the Downtown Plan [2006].)

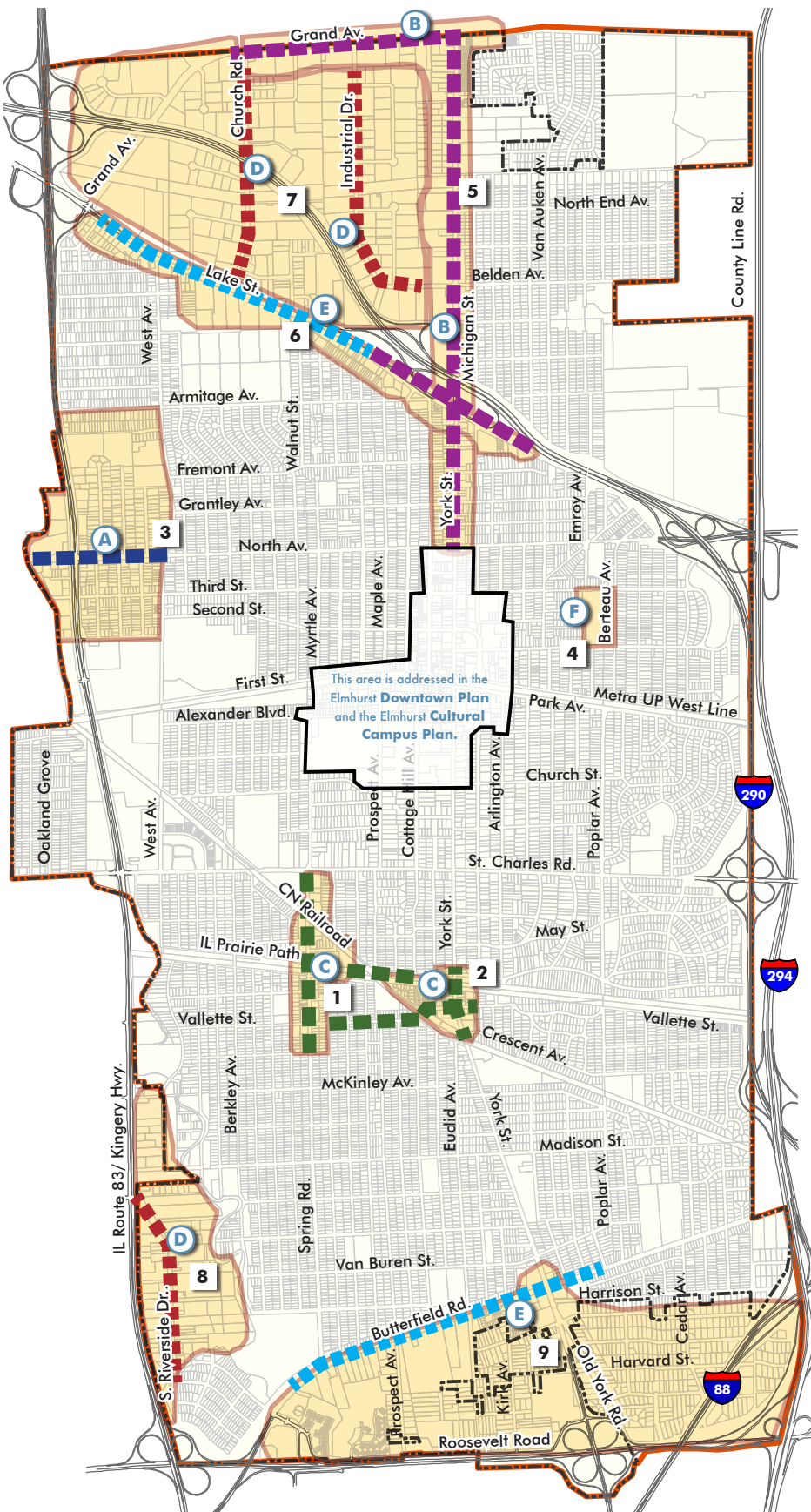
*Figure 20: Future Urban Design Framework*, highlights six opportunity types based on dominant land use types and right-of-way characteristics. These priority areas are all included within the designated sub-areas, which were discussed in greater detail in *Chapter 3: Land Use and Development*. Land use opportunity types and recommendations, as designated on Figure 20, are discussed below:

- **Commercial mix:** North Avenue, west of West Avenue, includes a mixture of commercial land uses. This portion of North Avenue, which is under IDOT jurisdiction, provides an opportunity for the installation of a gateway monument or signage to visually signalize the entrance into Elmhurst for drivers, pedestrians and bicyclists. The opportunity also exists to "complete the street," or more effectively accommodate users of alternative transportation modes, including pedestrians, bicyclists and transit riders. Improved bus shelters and a continuous, contiguous sidewalk network are two examples of investments that can improve mobility and transportation alternatives within the corridor. Because of the commercial nature of the area, wayfinding signage and landscape buffering for parking and loading facilities is recommended.
- **Auto-oriented services and sales:** Portions of Grand Avenue and York Street include land uses which are oriented towards auto services and sales. While these uses are important economic generators for the City and should be actively retained and expanded, the urban design characteristics that accompany these land

uses, including expansive pavement and parking areas which front the street, can detract from the area's overall urban design quality. The intersection of these two corridors, however, provides an excellent opportunity for the installation of a gateway treatment. Additionally, streetscape improvements along York Street could help guide visitors and passers-by to the downtown area through landscaping, signage and architectural amenities. As in previously-discussed land use categories, landscape buffering is recommended to separate vehicular and non-vehicular traffic and improve the aesthetics of the corridors.

- **Neighborhood commercial:** The Spring Road and York/Valette business districts both include neighborhood commercial uses that could be strengthened through a series of urban design improvements. These areas, what are typically oriented to local residents and commercial uses, should seek to improve the pedestrian environment through the completion of the sidewalk network and provision of bicycle pathways and bike parking facilities. Additionally, signage to indicate pedestrian crossings and bike lanes, as well as to promote business district identity, can be improved. Increased densities and re-focusing building orientation to the street can combine to foster a more vibrant, desirable space for neighborhood commercial uses.
- **Employment and industry:** The South Riverside Drive and Elmhurst Employment Center sub-areas are both oriented to larger employment and business park land uses. Both are located at key roadway intersections which would be ideal for the installation of gateway elements. Because these areas are oriented toward automobile traffic, appropriate streetscape measures could include ornamental lighting with identity banners, street trees, wayfinding for automobiles and signage to indicate pedestrian movement within the auto-dominated environment.
- **Enterprise or transition zones:** Butterfield Road and Lake Street are two examples of enterprise or transition zones. Roadway upgrades or changes and new land uses are anticipated for both of these areas in the near future. Two of the proposed Planned Development (PD) areas are located within these corridors, which will provide the opportunity for new, master-planned developments on comparatively large parcels of land. These PDs will provide the City with the opportunity to attract new, complementary land uses within the context of a unified and cohesive master site design.
- **Service commercial in residential:** The existing Elmhurst Memorial Hospital complex along Berneau Avenue is a prime example of a service commercial use that is located within a residential area. The hospital is surrounded by a well-established single-family





## LEGEND

### Sub-Areas

1. Spring Road Business District
2. York / Vallette Business District
3. Graue Woods / Commercial District
4. Elmhurst Memorial Hospital
5. North York Street and Grand Avenue Corridors
6. Lake Street Corridor
7. Elmhurst Employment District
8. South Riverside Drive Corridor
9. Yorkfield Area

### Streetscape Opportunity Types

- A** Commercial Mix
- » IDOT Jurisdiction
  - » Gateway Opportunity
  - » Potential Complete Street
- B** Auto Oriented Service & Sales
- » Car Oriented Commercial
  - » Gateway Opportunities
  - » Link to Downtown with Streetscape
- C** Neighborhood Commercial
- » Enhance Pedestrian / Bike Links
  - » Enhance Streetscape for Use & Identity
  - » Encourage Building to Street-wall
- D** Employment & Industry
- » Streetscape Improvements for Pride & Identity
  - » Entry & District Gateway Opportunity
- E** Enterprise or Transition Zones
- » Roadway Upgrades or Changes Anticipated
  - » New Land Uses Anticipated in Near Future
  - » Opportunity for PD's
  - » Opportunity for City to Attract or Guide New Uses or Businesses
- F** Service Commercial in Residential
- » Surrounded by Single Family Residential
  - » Control Access Points
  - » Streetscape on Commercial Side

FIGURE 20: FUTURE URBAN DESIGN FRAMEWORK

Scale: 1" = .50 miles







residential neighborhood, but the two uses have effectively co-existed through the careful use of landscape buffering, site design and traffic circulation patterns that accommodate the needs of both neighborhood residents and hospital users without compromising the functionality of either group. The installation of appropriate streetscaping around commercial uses within residential areas should be maintained to complement the commercial use while providing a buffer for the residential area. Sidewalks, low-energy lighting and context-sensitive signage are a few examples of relevant streetscape elements. Additionally, access to and from the commercial uses should be carefully designed to minimize cut-through traffic in the residential neighborhood.



## COMMUNITY CHARACTER

The organization, massing, density and intensity of land uses in Elmhurst plays a key role in defining and reinforcing community character and scale. Elmhurst is a mature, built-out community with a mixture of residential uses, commercial cores/business districts, an historic and vibrant downtown, and a unique Cultural Campus area. The City's unique character should be protected and enhanced through future land use decisions. *Chapter 3: Land Use and Development*, defines and maps land uses based on the goal of maintaining a compact, pedestrian-friendly scale, and protecting the city's special character. The incorporation of urban design principles will help support those land use decisions and provide a framework to enhance the built environment of the community. This plan should foster mechanisms for the following:

- Creating a special place that residents can visually identify as their hometown.
- Enabling a variety of residential and commercial densities necessary to accommodate growth in a manner that improves the community.
- Encouraging and supporting high-quality development.

The development pattern of the residential areas results in large part from the physical configuration of its streets. Future development should maintain the grid network and the relationship between the street, sidewalk and pedestrian space, front yards and adjacent homes. This grid network of streets allows for the variety of densities and housing types that are necessary to ensure that Elmhurst is able to accommodate a variety of lifestyles and economic levels.

While arterial streets with heavy vehicular volume are not conducive to the creation of a pedestrian-friendly environment, certain measures can be taken

to ensure pedestrian safety when crossing major streets. Such examples can include constructing median islands for pedestrians to take refuge during street crossing. Lights or warning signals to alert motorists that a crosswalk is ahead or that the "pedestrian walk" signal is activated can be applied at particular intersections. Advance stop lines can be marked several feet before the crosswalk to ensure ample safety distance between stopping cars and crossing pedestrians. These measures can help promote safety, while not taking away from the high-capacity function of the roadway. More local roadways present the opportunity for more unique safety measures, where traffic volumes are lower and pedestrian activity is higher – pedestrian pathways, sidewalks and bicycle lanes integral to linking parks, schools and neighborhoods.

The streetscape improvement plan, the strategies of which are outlined below, should include accommodations for pedestrian activity on all functional street classification levels. Specific measures should be undertaken to ensure that pedestrian users can safely and efficiently operate within the same area as high-speed vehicular traffic. These techniques include the installation of LED lighting in the crosswalk, flashing or red lights at pedestrian crossings, supplying visibility flags for pedestrians to carry while crossing, and constructing curb bulbs or bumpouts to calm traffic. Additional elements that could contribute to community character while providing pedestrian amenities include the implementation of a street tree program, street light master plan and open space preservation.



*Incorporate gateway identity signage*



## Gateways

Gateways define the edge and entryways into a city and create a theme or signature element to notify travelers of this change. Gateway elements should identify key entries into the city, convey a sense of identity for the community, and provide information to the public. Several locations for gateway designations have been discussed above. Gateway treatments can be provided in a variety of styles and can vary at each entry point. Large monuments or signage can be used to indicate entry in Elmhurst. Landscaping and plantings, signage, structures, or lighting can also be used to provide visual transition points within the city as well as with adjacent communities. While some gateway features currently exist, guidelines for these features should be outlined as a component of city-wide design guidelines.



## DESIGN GUIDELINES

While the Downtown Plan (2006) provides for building design guidelines, developing a comprehensive set of city-wide residential and commercial design guidelines will help coordinate the overall development of the city. Subsequent redevelopment efforts will be mutually supportive and will result in a better, livable community. The guidelines should be intended as a reference point for a common understanding of the minimum design expectations in Elmhurst.

Design guidelines should be developed for the city as a whole with specific policies for residential redevelopment (scale, massing, articulation, setbacks, materials), business district/sub-area development and commercial transportation corridors. Some primary elements that could be included in the design guidelines are:



*Address pedestrian with scale elements on facades at ground floor*



*Feature public art installations in high profile locations*



*Highlight key pedestrian crossings with distinctive markings*



*Provide attractive landscaping and entry features at rear parking lots*





- Building location/design
- Height and bulk restrictions
- Building materials
- Street and building lighting
- Location and orientation of parking
- Pedestrian comfort and activity at street level
- Incorporation of civic art
- The design of public spaces
- Preservation and creation of quality building stock
- Gateways
- Streetscape improvements
- Landscaping
- Signage
- Aesthetic screening
- Site planning
- Utilities

## Streetscape

Streetscape improvement strategies were a recurrent approach that echoed through the recommendations presented in the previous discussion of land use opportuni-

ties. High-quality streetscape treatments in the public way typically provide clear zones of use within the right-of-way and cartway for street users. The arrangement and width of these zones is dictated by the space available and the adjacent land uses. Different streetscape elements can complement different land use environments.

Typically, there are the three following zones:

- Courtesy Walk (car door zone) along the street curb
- Amenity Zone
- Sidewalk Zone, a six-foot clear pedestrian walk parallel to the vehicular right-of-way, typically adjacent to the private property line.

Providing a courtesy walk with adequate access for automobile doors is critical in areas where on-street parking is provided. Current standards for accessible design commonly require a 36" clear way to meet the ADA (Americans with Disability Act) standard requirement for access.

*Typical streetscape zones:*





The amenity zone is typically closest to the curb with the clear sidewalk zone nearest to street-fronting buildings. For high-traffic window-shopping areas, it may be desirable to expand the sidewalk and provide visual indications for browsers and walkers to share the sidewalk space more successfully, reducing pedestrian conflicts. In areas where outdoor café uses are allowed in the public way, the spatial and operational needs of restaurant should be considered and a method for permitting and controlling this sidewalk arrangement should be provided by the City. For high-traffic volume roadways, amenity zones may be expanded and landscaped to separate vehicular and non-vehicular traffic.

An amenity zone typically includes the following:

- Trees and curbed planters, trees in grates, or trees in lawns
- Bike racks, waste receptacles, lighting poles, fire hydrants, enhancement and orientation maps, kiosks, identifiers, signs, and public art
- Benches and other streetscape furniture
- Private uses such as cafés or sidewalk sale or craft show (established by regulated permit process only)
- Lighting, including pedestrian-scaled lighting

The City should develop and implement a city-wide streetscape program that is guided by the city-wide design guidelines. Both character building and pedestrian-oriented navigation should be the focus of Elmhurst's streetscape improvements. The Downtown Plan's design recommendations should be expanded to apply to the entire city, with special focus on the designated sub-areas. To this end, a city-wide signage program including sub-area based identity and orientation signs can help to achieve this goal. An additional emphasis placed on strengthening linkages for pedestrians and bicyclists city-wide will serve to increase physical activity and mobility levels.

The following are some improvements that the City can undertake to improve the streetscape quality of its commercial and employment areas. Specific recommendations should be documented in a streetscape improvement plan – with separate implementation measures for each sub-area.

- Incorporate special pavement or changes of pavement for delineating special use areas or places, such as sidewalks, bike lanes, crosswalks or plazas.
- Emphasize universal sidewalk design and ensure full compliance with ADA standards, including courtesy walk width if provided.
- Employ proper on- and off-street bikeway transitions to fully incorporate bicycles as users of the public way; ensure adequate bicycle parking facilities.
- Install pavement markers or medallions to denote special historic, business, cultural or environmental



*Provide defined outdoor amenities such as bicycle parking and wide sidewalks.*

features unique to Elmhurst.

- Construct public art, both temporary and permanent.
- Install place-making elements, such as unified furnishings, materials, and themed signage, for both wayfinding and identity.
- Construct bump-outs along curbs or at intersection to increase pedestrian safety zones or provide locations for identifiers, art, or kiosks.
- Bury all overhead utilities.
- Provide clean and spacious bus shelters.
- Incorporate landscaping into all corridors and development areas as a method for separating traffic, adding character, providing shade and providing natural stormwater management strategies.



## IMPLEMENTATION

The City of Elmhurst should consider pursuing the following strategies to achieve successful implementation of the recommended urban design improvements. Policy numbers at the end of each implementation action correspond with the policies stated at the outset of the chapter.

### Planning Documents and Codes

The City should develop the following planning documents or guidelines to enforce consistent improvements:



### City-wide Urban Design Guidelines

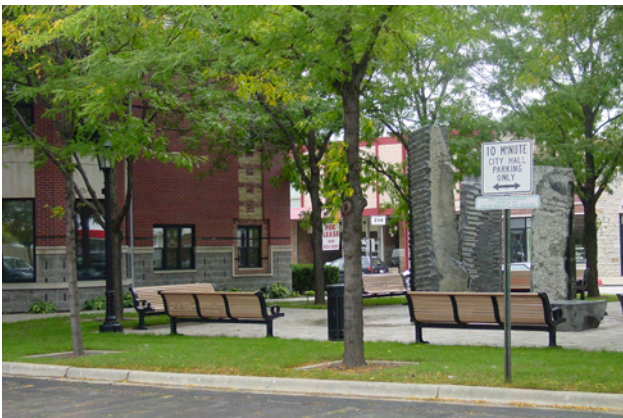
The City of Elmhurst should develop a comprehensive set of urban design guidelines for the city as a whole and specific recommendations for each of the sub-areas. In addition to establishing minimum design elements, such as appropriate materials, lighting, landscaping, gateway features, etc., review procedures (including timelines) and application materials that improve communication about requirements should be developed and provided to developers, property owners and businesses. The guidelines should incorporate the existing building design guidelines for the downtown, and reference the City's Facade Improvement Program. This document should also promote collaboration and coordination between adjoining property owners and the public for sharing resources such as parking, walkways, service areas, curb cuts and streets. [Policy 1]

### Streetscape Improvement Plan

A streetscape improvement plan should be created for the entire city, with emphasis on commercial and employment areas. This plan should specify appropriate streetscape features and design principles for different land use types and locations. For example, different features will be necessary on a high volume arterial roadway than on a local collector street connecting a neighborhood and local business district. [Policy 4]

### Streetscape and Urban Design Standards Ordinance

City ordinances related to streetscape and urban design standards should be updated to reflect implementation elements recommended in both plans. These ordinances should be periodically reviewed and updated to reflect changes in both sets of guidelines, with specification attention devoted to maintaining updated sustainability strategies and technologies. [Policies 1, 4]



*Continue to incorporate urban plazas (above) in the Downtown.*

### Code Requirements

The City's landscape code should be amended to reflect recommendations in the Design Guidelines and Streetscape Improvement Plan relative to planting size, type, location and maintenance. Landscape preservation and open space requirements should also be codified. The building code should be revised to incorporate building massing and scale, including requirements for parking lot configurations and public spaces. Recommendations from the Downtown Plan (2006) should continue to be implemented. [Policies 1, 2, 3, 4]

### Maintenance Plan

Elmhurst should develop a maintenance plan for the new improvements recommended in this and subsequent plans, specifically outlining responsibilities related to streetscape elements and landscaping located in public rights-of-ways. [Policies 2, 3, 4]

### Capital Needs

A number of the recommendations outlined in this chapter would require substantial local capital funding sources in order to be implemented, including the connection or expansion of streetscape improvements and signage as well as maintenance of historic facades and building structures. Elmhurst can look to leverage funds from state-funded programs, such as the Complete Streets program, to cover the cost of urban design improvements, or through existing City funding mechanisms and programs such as TIF districts or the Facade Improvement Program. The City should also tap into any available local design grants for improvements and seek cross collaboration with the local schools and Elmhurst College. Regardless of its source, funding should address specific design requirements, capital investments and improvements and on-going maintenance needs. [Policies 2, 3, 4]

### Intergovernmental Cooperation

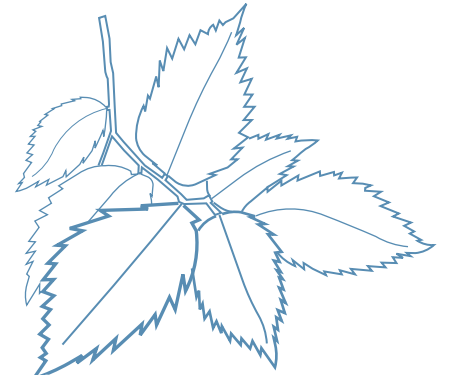
Elmhurst should employ strong intergovernmental cooperation and partnerships on streetscape design or construction projects with other public agencies such as IDOT, DuPage County, and the Elmhurst Park District. Collaboration with neighboring communities will also be beneficial for the implementation of these recommendations. [Policies 3, 4]











# Governance governance

# 11





## GOVERNANCE

The planning process in Elmhurst has just begun. In many ways, formal adoption of the Comprehensive Plan is only the first step, not the last. Without continuing action to implement and update the Plan, City efforts up to this point will have minimal long-term impact.

The Comprehensive Plan defines a development and growth vision for the next ten to fifteen years. It is the product of considerable effort on the part of the Zoning and Planning Commission, City staff and the citizens of Elmhurst. This chapter outlines governance actions and an implementation program to ensure key plan activities are translated into actions that are designed to advance plan recommendations.

### Continued Collaboration in Implementation

The City of Elmhurst has developed and maintained a collaborative approach to providing services to its citizens. Strong public and private relationships have formed the basis on which Elmhurst has succeeded in the past. As an example, the City has worked with the Elmhurst Park District, the Elmhurst Library District, Elmhurst College and other interests, to facilitate the siting of the new Elmhurst Library. That effort evolved into the development of Cultural Campus Plan and program as part of the Downtown Plan. The willingness of the City and other governments, institutions and agencies to collaborate and undertake such initiatives are fundamental to Elmhurst's sustained vitality and growth. Implementation of the Comprehensive Plan should build on this approach. This section outlines this basic structure and roles Elmhurst agencies and institutions can play in an ongoing collaborative relationship.

#### City of Elmhurst

The City of Elmhurst must assume a leadership role for implementing the Plan. The City administration, primarily through the Department of Planning, Zoning and Economic Development, should coordinate implementation activities of the Plan.

#### The Elmhurst Business Community

Local businesses and industries are vitally important in the community investment strategy. They not only support growth and expansion of the city's tax base, but can be highly instrumental in realizing other community goals in relations to job growth, employer-assisted housing, public infrastructure improvements and a range of other needs. Key business organizations which should be involved in plan implementation include:

- Elmhurst Chamber of Commerce and Industry
- Elmhurst City Centre
- Spring Road Business Association

- York and Vallette Business Association
- DuPage Economic Development Office

### Government and Institutional Organizations

The City works with many public and private organizations in the delivery of community services as well as meeting capital and investment needs. There are numerous organizations which the City can work with in Plan implementation. These include:

- Elmhurst College
- Elmhurst Community Unit School District #205
- Elmhurst Public Library
- Elmhurst Park District
- Elmhurst Memorial Hospital
- Illinois Prairie Path Corporation
- Illinois Historic Preservation Agency
- Chicago Metropolitan Agency for Planning (CMAP)
- State of Illinois



## IMPLEMENTATION

Implementation of the Plan will require the City to define a structural framework, prioritized list of activities, and the direction to accomplish the action items identified throughout the program. Implementation action items have been sequentially organized along with the primary organizations that should be responsible for implementation. It includes actions within the following timeframes:

- Near-Term: 0-5 Years
- Mid-Term: 6-10 Years
- Long-Term: 10+ Years

Implementation actions cited in the previous chapters are outlined in *Table 2: Implementation Actions*, (located in the fold-out pages at this end of this chapter) with potential partners, funding mechanisms and general timeframe for action. Because activities are subject to change over time, the City should remain flexible regarding implementation opportunities and timing. The agenda should be annually reviewed and updated to adjust for unseen conditions or new opportunities.



## AMENDMENTS TO THE PLAN

Because the Comprehensive Plan is not a static document, the planning process must be continuous. The Plan should be monitored and updated on a regular basis. The need for Plan amendments is the result of numerous community influences, many of which could not have been foreseen at the time of Plan adoption. The following paragraphs describe the procedures which apply to any amendment of the Comprehensive Plan.





## Day-To-Day Monitoring and Administration

In order for the Plan to be maintained and updated in a timely manner, the designation of an agency responsible for coordinating planning activities, receiving community input and comments, and providing and disseminating information regarding the Comprehensive Plan is required.

While the Zoning and Planning Commission and City Council are ultimately responsible for implementing the objectives of the updated Plan, City staff is the most appropriate group to carry out the day-to-day activities of Plan administration. The City should:

1. Make the Plan available for review at various local public agency offices, including the City Hall, City web site and library. Copies of the Plan document should also be made available for public purchase.
2. Provide assistance to the public in explaining the Plan and its relationship to private and public development projects and other proposals, as appropriate.
3. Assist in the day-to-day administration, interpretation and application of the Plan.
4. Maintain a list of current possible amendments, issues or needs which may be a subject of change, addition or deletion from the Comprehensive Plan.
5. Coordinate and assist the Zoning and Planning Commission in the Plan amendment process.

the plan which the Commission should consider in its determination of need for amendment. While the annual review focuses on any issues or policy direction as a result of application and implementation of the plan, this review is intended to open the complete program for overall discussion and assessment.



## Plan Review and Update

Although proposals for amendment can be brought forth by petition at any time, the City should regularly undertake a systematic review of the Plan. Routine examination will help ensure that the planning program remains relevant to community needs and aspirations. To this end two levels of plan review are anticipated and each is described below:

- **Annual Review:** At the end of each calendar year, City Staff will initiate a review of Zoning and Planning and Commission actions and development related activity for the year to discern any implications for potential Comprehensive Plan refinements and amendment. The Zoning and Planning Commission should consider and review documentation and determine whether any plan amendments are appropriate. The Zoning and Planning Commission should provide a report of its assessment and recommendations, if any, to City Council for consideration and/or action.
- **General Review and Update:** Every three to five years the Zoning and Planning Commission should undertake a general review of the Comprehensive Plan. This should include a public opportunity to comment on





|                          | ACTION ITEM  | ORGANIZATION(S)   | POTENTIAL FUNDING SOURCE(S)   |
|--------------------------|--|---|---|
| Short Term (0-5 Years)   |  |   |   |
| Land Use and Development | Comprehensively revise zoning ordinance to reflect the recommendations in this Plan  | City Staff, Zoning and Planning Commission, City Council  | General City funds  |
|                          | Create PD overlay zones  | City Staff, Zoning and Planning Commission, City Council  | General City funds  |
|                          | Create Cultural Campus overlay zone  | City Staff, Zoning and Planning Commission, City Council  | General City funds  |
|                          | Adopt LEED-ND pre-requisites into City code  | City Staff, Zoning and Planning Commission, City Council  | General City funds  |
|                          | Support construction of new multi-family residential development within the City, within mixed use facilities and near transit   | City Staff, Zoning and Planning Commission, Developers  | Tax Increment Finance (TIF)/Business Improvement District (BID)/Special Service Area (SSA) funds, Illinois Tomorrow Corridor Planning Grant Program, Private funds  |
|                          | Revise development regulations to manage bulk and massing of structures  | City Staff, Zoning and Planning Commission, City Council  | General City funds  |
|                          | Implement actions set forth in the Downtown Plan (2006)  | City Staff, Zoning and Planning Commission, City Council, Developers, Elmhurst City Centre, Property Owners   | TIF/BID/SSA funds, Illinois Tomorrow Corridor Planning Grant Program, Illinois Transportation Enhancement Program (ITEP), Congestion Mitigation and Air Quality Improvement Program (CMAQ), Surface Transportation Program (STP), Private funds |
|                          | Devise developer incentives to help carry out aspects of this Plan (i.e. density bonuses for open space or affordable housing)   | City Staff, Zoning and Planning Commission, City Council  | General City funds  |
|                          | Designate a City-wide system of commercial and employment development nodes  | City Staff, Zoning and Planning Commission, City Council  | General City funds  |
|                          | Implement sub-area plans as funding and land becomes available for improvements  | City Staff, Zoning and Planning Commission, City Council, Developers, Spring Road Business Association, York and Vallette Business Association, Property Owners               | TIF/BID/SSA funds, Illinois Tomorrow Corridor Planning Grant Program, ITEP, CMAQ, STP, Private funds  |
| Transportation           | Facilitate congestion management study for major arterials within Elmhurst   | City Staff, City Council, Illinois Department of Transportation (IDOT)  | General City funds, IDOT, Transportation, Community, and System Preservation Program (FHWA)   |
|                          | Facilitate congestion management study for local roadways within Elmhurst  | City Staff, City Council  | General City funds, IDOT  |
|                          | Implement recommendations of local roadway congestion management study   | City Staff, IDOT  | City 5-year CIP, IDOT funds, Illinois Tomorrow Corridor Planning Grant Program, CMAQ  |
|                          | Construct signage designating safe bicycle routes  | City Staff, IDOT  | ITEP, CMAQ, IDOT, Safe Routes to School   |
|                          | Complete sidewalk network  | City Staff, IDOT  | TIF/BID/SSA funds, ITEP, Illinois Tomorrow Corridor Planning Grant Program, CMAQ, Affordable Financing of Public Infrastructure Program, Safe Routes to School  |
|                          | Provide incentives to businesses and employers to provide priority parking for car-poolers and vehicles utilizing alternative fuels  | City Staff, Employers/Businesses  | General City funds, CMAQ, Private funds   |
|                          | Conduct a feasibility study to understand where additional Pace bus service could be utilized, such as a connector system between the new hospital complex and Metra station | City Staff, City Council, Pace, Metra, Regional Transportation Authority  | General City funds, Pace, Metra, Regional Transportation Authority, Public Transit Capital Assistance Program   |
|                          | Update Capital Improvement Plan and Budget to plan for transportation capital improvements outlined in this Plan   | City Staff, City Council  | General City funds, City 5-Year Capital Improvement Program (CIP)   |
|                          | Work with Metra to implement station-area improvements   | City Staff, City Council, Metra   | ITEP, STP, Metra, Regional Transportation Authority, Public Transit Capital Assistance Program  |
|                          | Conduct a parking study to determine adequate parking needs and facilities in sub-areas  | City Staff, Zoning and Planning Commission, Spring Road Business Association, York and Vallette Business Association, City Council, Elmhurst Chamber of Commerce and Industry | General City funds  |
| Economic Development     | Identify districts for retail business expansion   | City Staff, Economic Development Commission   | General City funds  |
|                          | Work with retailers to site their businesses in Elmhurst   | City Staff, Economic Development Commission, Retailers  | General City funds, Private funds   |







|                                     | ACTION ITEM   | ORGANIZATION(S)   | POTENTIAL FUNDING SOURCE(S)   |
|-------------------------------------|---|---|---|
| <b>Economic Development (cont.)</b> | Modify and implement development regulations to allow for mixed use and transit-oriented development, specifically around the Metra station                 | City Staff, Zoning and Planning Commission, City Council  | Illinois Tomorrow Corridor Planning Grant Program   |
|                                     | Assess the need for additional TIF or SSA districts; implement as necessary   | City Staff, Economic Development Commission, City Council   | General City funds  |
|                                     | Update infrastructure as technology requires (i.e. telecommunications)  | City Staff  | General City funds, Private funds, Affordable Financing of Public Infrastructure Program, Business Development Public Infrastructure Program  |
|                                     | Review regulatory requirements for residential development and streamline process, as necessary   | City Staff, Economic Development Commission   | General City funds  |
| <b>Housing</b>                      | Perform assessment of existing housing stock to determine if existing supply meets future demand  | City Staff  | General City funds  |
|                                     | Develop affordable housing provision standards  | City Staff, Zoning and Planning Commission, City Council  | General City funds  |
|                                     | Create housing task force to coordinate infrastructure, land use, transportation, public facility and public service investments in new housing development | City Staff, Zoning and Planning Commission, Economic Development Commission, Elmhurst Chamber of Commerce and Industry, Property Owners | General City funds  |
|                                     | Develop a clearinghouse to collect and disseminate information about funding sources available for home purchasing and improvements                         | City Staff  | General City funds  |
|                                     | Develop criteria to evaluate structures for their historic significance and guide any subsequent preservation activities                                    | City Staff, Historic Preservation Commission  | General City funds, Historic Preservation Fund, National Trust Preservation Services Fund Program, Private funds  |
|                                     | Develop residential design guidelines to ensure compatibility of new and old housing stock, as well as relation to adjacent land uses                       | City Staff, Zoning and Planning Commission, Architectural Advisory Commission   | General City funds  |
|                                     | Ensure multimodal transportation opportunities through continuous provision of sidewalks and bicycle lanes  | City Staff, IDOT, Chicago Metropolitan Agency for Planning (CMAQ)   | ITEP, Illinois Tomorrow Corridor Planning Grant Program, CMAQ, STP  |
|                                     | Perform consistent property maintenance and code enforcement  | City Staff  | General City funds  |
|                                     | Encourage affordable housing development near transit and employment areas  | City Staff  | Illinois Tomorrow Corridor Planning Grant Program, CDBG, Regional Employer-Assisted Collaboration for Housing (REACH) Illinois, Illinois Energy Efficient Affordable Housing Construction Program |
| <b>Community Facilities</b>         | Provide the most cost effective delivery of public services (i.e. refuse collection, recycling management)  | City Staff, Utility Providers   | General City funds, Private funds   |
|                                     | Utilize permeable pavement in low volume street construction/improvements to minimize stormwater run-off  | City Staff  | TIF/BID/SSA funds, Private funds  |
|                                     | Promote co-location and stealth camouflage of telecommunications facilities   | City Staff, Utility Providers   | General City funds, Private funds   |
|                                     | Promote quality educational facilities and promote continuing education programs as feasible  | City Staff, Elmhurst College, Elmhurst Hospital, Elmhurst School District #205, Elmhurst Public Library, local private schools          | General City funds, Elmhurst College, Elmhurst Hospital, Workforce Development - Eliminating the Digital Divide, Live & Learn Construction Grant Program, Private funds                           |
|                                     | Develop a “street tree” plan that designates types, locations and maintenance of street trees   | City Staff  | General City funds, ITEP, Illinois Green Streets Initiative, CMAQ   |
|                                     | Expand City-wide recycling program  | City Staff  | General City funds, Schools Recycling Program grants, Illinois Recycling Grants Program   |
| <b>Natural Resources</b>            | Identify further conservation opportunities in Elmhurst   | City Staff, Elmhurst Park District, DuPage County Forest Preserve, The Nature Conservancy   | General City funds, Open Space Lands Acquisition and Development Program, Urban and Community Forestry Assistance Grant   |
|                                     | Protect environmentally sensitive areas   | DuPage Forest Preserve District, Elmhurst Park District, DuPage County, community groups  | Private funds, Open Space Lands Acquisition and Development Program, Urban and Community Forestry Assistance Grant  |
|                                     | Provide linkage between Salt Creek Greenway, York Woods, and Prairie Path   | City Staff, Elmhurst Park District, DuPage County   | ITEP, CMAQ, Private funds   |
|                                     | Develop and implement outreach program to residents residing in the 100-year floodplain   | City Staff, DuPage County, Army Corp of Engineers   | General City funds  |





|                           | ACTION ITEM   | ORGANIZATION(S)  | POTENTIAL FUNDING SOURCE(S)  |
|---------------------------|---|--|--|
| Natural Resources (cont.) | Maintain park and trail facilities  | City Staff, Elmhurst Park District, DuPage County, Illinois Prairie Path Corporation   | ITEP, Open Space Lands Acquisition and Development Program, Recreational Trails Program  |
| Sustainability            | Develop strategic sustainability plan for Elmhurst, as well as a set of “sustainability indicators” to track sustainability goals       | City Staff, Illinois Green Government Coordinating Council, City Council   | General City funds   |
|                           | Inventory and monitor greenhouse gas emissions to establish carbon footprint base-line  | City Staff, Illinois Green Government Coordinating Council   | General City funds   |
|                           | Develop a City-wide “green pricing program”   | City Staff, City Council, Illinois Green Government Coordinating Council   | General City funds, Energy Efficiency and Conservation Block Grant   |
|                           | Adopt LEED pre-requisites into City codes and ordinances  | City Staff, Zoning and Planning Commission, City Council, Illinois Green Government Coordinating Council   | General City funds   |
|                           | Utilize sustainable building materials in new construction and redevelopment  | City Staff, Illinois Green Government Coordinating Council, Developers   | TIF/BID/SSA funds, Illinois Energy Efficient Affordable Housing Construction Program, Private funds  |
|                           | Provide financial incentives to residents and businesses to decrease energy usage and encourage daily sustainable practices             | City Staff, Illinois Green Government Coordinating Council, City Council   | TIF/BID/SSA funds, General City funds, Energy Efficiency and Conservation Block Grant, Illinois Energy Efficient Affordable Housing Construction Program |
|                           | Provide technical assistance to residents and businesses wishing to incorporate sustainable practices                                   | City Staff, Illinois Green Government Coordinating Council   | General City funds, Energy Efficiency and Conservation Block Grant, Illinois Energy Efficient Affordable Housing Construction Program                    |
|                           | Continue to develop cultural and recreational programs designed to support, promote, and raise awareness of sustainability (Green Fest) | City Staff, Elmhurst Chamber of Commerce and Industry, Illinois Green Government Coordinating Council, Elmhurst Park District  | General City funds, Elmhurst College, Private funds  |
| Urban Design              | Develop Streetscape Improvement Plan  | City Staff   | General City funds   |
|                           | Develop Urban Design Guidelines   | City Staff, Zoning and Planning Commission   | General City funds   |
|                           | Revise City ordinances to reflect streetscape and urban design standards  | City Staff, Zoning and Planning Commission, City Council   | General City funds   |
|                           | Amend landscape code to reflect streetscape and urban design standards  | City Staff, Zoning and Planning Commission, City Council   | General City funds   |
|                           | Develop a Maintenance Plan for maintaining new improvements   | City Staff   | General City funds   |
|                           | Expand Façade Improvement Program to local business districts   | City Staff, Architectural Advisory Commission, Elmhurst Chamber of Commerce and Industry, Spring Road Business Association, York and Vallette Business Association                               | TIF/BID/SSA funds, Private funds   |
|                           | Design and implement gateways and wayfinding/branding signage   | City Staff, Architectural Advisory Commission, Elmhurst Chamber of Commerce and Industry   | ITEP, TIF/BID/SSA funds  |
|                           | Promote preservation of historic structures   | City Staff, Historic Preservation Commission, Elmhurst Chamber of Commerce and Industry, Illinois Historic Preservation Agency, Elmhurst City Centre   | Historic Preservation Fund, National Trust Preservation Services Fund Program, Private funds   |
|                           | Use landscaping to screen unattractive elements and soften development  | City Staff, Developers, Property Owners  | TIF/BID/SSA funds, ITEP, Illinois Green Streets Initiative, Community Development Block Grant (CDBG)   |
| Medium Term (6-10 Years)  |   |  |  |
| Land Use and Development  | Support construction of new multi-family residential development within the City, within mixed use facilities and near transit          | City Staff, Zoning and Planning Commission, City Council, Developers, Elmhurst City Centre   | TIF funds, Illinois Tomorrow Corridor Planning Grant Program, Private funds  |
|                           | Implement actions set forth in the Downtown Plan (2006)   | City Staff, Economic Development Commission, Zoning and Planning Commission, City Council, Developers, Elmhurst City Centre, Property Owners   | TIF/BID/SSA funds, Illinois Tomorrow Corridor Planning Grant Program, ITEP, STP, Private funds   |
|                           | Implement sub-area plans as funding and land becomes available for improvements   | City Staff, Economic Development Commission, Zoning and Planning Commission, City Council, Developers, Spring Road Business Association, York and Vallette Business Association, Property Owners | TIF/BID/SSA funds, Illinois Tomorrow Corridor Planning Grant Program, ITEP, STP, Private funds   |
|                           | Facilitate development of commercial and employment development nodes   | City Staff, Economic Development Commission, Businesses/Retailers  | TIF/BID/SSA funds, IDOT  |
| Transportation            | Implement recommendations of arterial congestion management study, specifically on York Road  | City Staff, IDOT   | CMAQ, STP, IDOT, Transportation, Community, and System Preservation Program (FHWA)   |





|                           | ACTION ITEM   | ORGANIZATION(S)   | POTENTIAL FUNDING SOURCE(S)  |
|---------------------------|---|---|--|
| Transportation<br>(cont.) | Work with Pace to add additional bus routes, as necessary   | City Staff, City Council, Pace, Regional Transportation Authority   | Pace, CMAQ, STP, IDOT, Public Transit Capital Assistance Program   |
|                           | Construct vehicular-separated bicycle lanes on major arterials  | City Staff, IDOT  | ITEP, Illinois Bicycle Path Program, CMAQ, Affordable Financing of Public Infrastructure Program, IDOT, Transportation, Community, and System Preservation Program (FHWA)  |
|                           | Constuct mid-block pedestrian linkages on local roads   | City Staff  | ITEP, CMAQ, Affordable Financing of Public Infrastructure Program, Transportation, Community, and System Preservation Program (FHWA)   |
|                           | Provide an urban street cross section (sidewalk, curb, gutter) to rural streets, if requested   | City Staff  | City 5-year CIP, Affordable Financing of Public Infrastructure Program   |
|                           | Update Capital Improvement Plan and Budget to plan for transportation capital improvements outlined in this Plan                              | City Staff  | General City funds   |
|                           | Improve vehicular access downtown across railroad tracks  | City Staff, IDOT  | ITEP, STP, IDOT, CREATE  |
|                           | Work with Metra to implement station-area improvements  | City Staff, City Council, Metra, Pace, Regional Transportation Authority, Elmhurst City Centre  | ITEP, STP, Metra, Public Transit Capital Assistance Program  |
|                           | Consolidate surface parking facilities and construct structured parking, where necessary  | City Staff, Developers, Spring Road Business Association, York and Vallette Business Association, Property Owners   | CMAQ, City 5-year CIP, Private funds   |
| Economic<br>Development   | Attract and work with targeted retailers to site their businesses in Elmhurst   | City Staff, Economic Development Commission, Retailers, Elmhurst Chamber of Commerce and Industry, Elmhurst City Centre   | General City funds, TIF/BID/SSA funds, Private funds   |
|                           | Develop a comprehensive marketing and branding plan for the City  | City Staff, Economic Development Commission, Elmhurst Chamber of Commerce and Industry, Elmhurst City Centre, Business District Associations  | General City funds   |
|                           | Assess the need for additional TIF or SSA districts; implement as necessary   | City Staff, Zoning and Planning Commission, Economic Development Commission, City Council   | General City funds   |
|                           | Update infrastructure as technology requires (i.e. telecommunications)  | City Staff  | General City funds, TIF/BID/SSA funds, Private funds, Affordable Financing of Public Infrastructure Program, Business Development Public Infrastructure Program  |
|                           | Pursue strategic partnerships to implement workforce development programs   | State and local employers, State of Illinois Department of Commerce and Economic Opportunity, Elmhurst College, Elmhurst Hospital, DuPage Economic Development Office (Worforce Development Division) | Illinois Department of Commerce and Economic Opportunity, Elmhurst Chamber of Commerce and Industry and Industry, Elmhurst College, Elmhurst Hospital, Transportation, Community, and System Preservation Program (FHWA) |
| Housing                   | Evaluate potential residential design guidelines  | City Staff, Zoning and Planning Commission, Architectural Advisory Commission, City Council   | General City funds   |
|                           | Ensure multimodal transportation opportunities through continuous provision of sidewalks and bicycle lanes                                    | City Staff, IDOT, CMAP  | ITEP, Illinois Tomorrow Corridor Planning Grant Program, CMAQ  |
|                           | Target and acquire properties in residential neighborhoods that could be transitioned to neighborhood-serving commercial and retail land uses | City Staff, Economic Development Commission   | TIF/BID/SSA funds  |
|                           | Perform consistent property maintenance and code enforcement  | City Staff  | General City funds   |
|                           | Encourage affordable housing development near transit and employment areas  | City Staff  | Illinois Tomorrow Corridor Planning Grant Program, CDBG, REACH Illinois  |
| Community<br>Facilities   | Provide the most cost effective delivery of public services (i.e. refuse collection, recycling management)                                    | City Staff, Utility Providers   | General City funds, Private funds  |
|                           | Utilize permeable pavement in low volume street construction/improvements to minimize stormwater run-off                                      | City Staff  | TIF/BID/SSA funds, General City funds, Private funds   |
|                           | Promote co-location and stealth camoflauge of telecommunications facilities   | City Staff, Utility Providers   | General City funds   |
|                           | Offer quality educational facilities and promote continuing education programs as feasible  | City Staff, Elmhurst College, Elmhurst Hospital, Elmhurst School District #205, Elmhurst Public Library   | General City funds, Elmhurst College, Elmhurst Hospital, Workforce Development - Eliminating the Digital Divide, Live & Learn Construction Grant Program, Private funds  |
|                           | Implement street tree plan  | City Staff, Developers, Spring Road Business Association, York and Vallette Business Association, Elmhurst City Centre, Property Owners   | ITEP, Illinois Gren Streets Initiative   |







|                          | ACTION ITEM   | ORGANIZATION(S)   | POTENTIAL FUNDING SOURCE(S)   |
|--------------------------|---|---|---|
| Natural Resources        | Protect environmentally sensitive areas   | DuPage Forest Preseve District, Elmhurst Park District, DuPage County, Community Groups   | Open Space Lands Acquisition and Development Program, Urban and Community Forestry Assistance Grant                                   |
|                          | Maintain park and trail facilities  | City Staff, Elmhurst Park District, DuPage County, Illinois Prairie Path Corporation  | ITEP, Open Space Lands Acquisition and Development Program, Recreational Trails Program   |
|                          | Implement regional connections of trail facilities  | City Staff, Elmhurst Park District, DuPage County   | CMAQ, Recreational Trails Program   |
|                          | As land becomes available, convert undevelopable (i.e. floodplain) lands to open space  | City Staff, Elmhurst Park District, DuPage County   | Private funds, Open Space Lands Acquisition and Development Program   |
| Sustainability           | Implement sustainability plan for Elmhurst; report on sustainability indicators annually  | City Staff, Illinois Green Government Coordinating Council, City Council  | General City funds, Private funds   |
|                          | Develop and regulate carbon footprint standards   | City Staff, Illinois Green Government Coordinating Council  | General City funds, CMAQ  |
|                          | Construct electric charging stations in parking lots for electric vehicles  | City Staff, Electric Vehicle Provider, Illinois Green Government Coordinating Council   | CMAQ, Energy Efficiency and Conservation Block Grant  |
|                          | Convert public and privately-ownded buses to electric or hybrid powered vehicles  | City Staff, Elmhurst School District #205, Pace, Private Transit Providers, Illinois Green Government Coordinating Council                          | CMAQ, Pace, Public Transit Capital Assistance Program   |
|                          | Implement a City-wide “green pricing program”   | City Staff, City Council, Illinois Green Government Coordinating Council  | General City funds, Energy Efficiency and Conservation Block Grant  |
|                          | Utilize sustainable building materials in new construction and redevelopment  | City Staff, Illinois Green Government Coordinating Council, Developers  | TIF/BID/SSA funds, Illinois Energy Efficient Affordable Housing Construction Program, Private funds                                   |
|                          | Provide financial incentives to residents and businesses to decrease energy usage and encourage daily sustainable practices             | City Staff, Illinois Green Government Coordinating Council  | TIF/BID/SSA funds, Energy Efficiency and Conservation Block Grant, Illinois Energy Efficient Affordable Housing Construction Program  |
|                          | Provide technical assistance to residents and businesses wishing to incorporate sustainable practices                                   | City Staff, Illinois Green Government Coordinating Council  | General City funds, Energy Efficiency and Conservation Block Grant, Illinois Energy Efficient Affordable Housing Construction Program |
|                          | Introduce hybrid cars to the police fleet   | City Staff, Police and Fire Commission, Electric/Hyrbid Vehicle Provider, Illinois Green Government Coordinating Council                            | General City funds, CMAQ  |
|                          | Install reflecting paving and cool roofs on top of City-owned buildings   | City Staff, Illinois Green Government Coordinating Council  | General City funds, Energy Efficiency and Conservation Block Grant, Private funds   |
|                          | Offer incentives for utility companies to use solar power and other renewable resources   | City Staff, Utility Providers, Illinois Green Government Coordinating Council   | Energy Efficiency and Conservation Block Grant, Private funds   |
|                          | Continue to develop cultural and recreational programs designed to support, promote, and raise awareness of sustainability (Green Fest) | City Staff, Elmhurst Chamber of Commerce and Industry, Illinois Green Government Coordinating Council, Elmhurst City Centre, Elmhurst Park District | General City funds, Elmhurst College, Private funds   |
|                          | Implement Streetscape Improvement Plan  | City Staff, IDOT, DuPage County, Spring Road Business Association, York and Vallette Business Association, Elmhurst City Centre, Developers         | TIF/BID/SSA funds, ITEP, Illinois Gren Streets Initiative, CMAQ   |
| Urban Design             | Implement Urban Design Guidelines   | City Staff, IDOT, DuPage County, Spring Road Business Association, York and Vallette Business Association, Elmhurst City Centre, Developers         | TIF/BID/SSA funds, ITEP, Illinois Gren Streets Initiative, CMAQ   |
|                          | Implement Maintenance Plan  | City Staff, IDOT, DuPage County, Spring Road Business Association, York and Vallette Business Association   | General City funds  |
|                          | Maintain gateways and wayfinding/branding signage   | City Staff, Elmhurst City Centre  | ITEP, TIF/BID/SSA funds   |
|                          | Promote preservation of historic structures   | City Staff, Historic Preservation Commission,Elmhurst Chamber of Commerce and Industry, Illinois Historic Preservation Agency, Elmhurst City Centre | Historic Preservation Fund, National Trust Preservation Services Fund Program, Private funds  |
|                          | Use landscaping to screen unattractive elements and soften development  | City Staff, Developers, Property Owners   | TIF/BID/SSA funds, ITEP, Illinois Gren Streets Initiative, CDBG   |
|                          |   |   |   |
| Long Term (10+ Years)    |   |   |   |
| Land Use and Development | Support construction of new multi-family residential development within the City, within mixed use facilities and near transit          | City Staff, Zoning and Planning Commission, City Council, Developers, Property Owners, Elmhurst City Centre   | TIF/BID/SSA funds, Illinois Tomorrow Corridor Planning Grant Program, Private funds   |





|                                  | ACTION ITEM   | ORGANIZATION(S)  | POTENTIAL FUNDING SOURCE(S)   |
|----------------------------------|---|--|---|
| Land Use and Development (cont.) | Implement actions set forth in the Downtown Plan (2006)   | City Staff, Economic Development Commission, Zoning and Planning Commission, City Council, Developers, Elmhurst City Centre, Property Owners   | TIF/BID/SSA funds, Illinois Tomorrow Corridor Planning Grant Program, ITEP, CMAQ, STP, Private funds  |
|                                  | Implement sub-area plans as funding and land becomes available for improvements   | City Staff, Economic Development Commission, Zoning and Planning Commission, City Council, Developers, Spring Road Business Association, York and Vallette Business Association, Property Owners | TIF/BID/SSA funds, Illinois Tomorrow Corridor Planning Grant Program, ITEP, CMAQ, STP, Private funds  |
|                                  | Facilitate development of commercial and employment development nodes   | City Staff, Economic Development Commission, Businesses/Retailers  | Private funds   |
|                                  | Construct supporting business park/employment development to take advantage of O'Hare Western Access, if constructed                          | City Staff, Economic Development Commission, Businesses/Retailers  | Private funds   |
| Transportation                   | Implement recommendations of arterial congestion management study   | City Staff, IDOT   | CMAQ, STP, IDOT   |
|                                  | Work with Pace to add additional bus routes, as necessary   | City Staff, City Council, Pace, Regional Transportation Authority  | CMAQ, Pace, STP, Public Transit Capital Assistance Program  |
|                                  | Provide an urban street cross section (sidewalk, curb, gutter) to rural streets, if requested   | City Staff   | City 5-year CIP, Affordable Financing of Public Infrastructure Program  |
|                                  | Update Capital Improvement Plan and Budget to plan for transportation capital improvements outlined in this Plan                              | City Staff   | City 5-year CIP   |
|                                  | Work with Metra to implement station-area improvements  | City Staff, City Council, Metra, Pace, Regional Transportation Authority, Elmhurst City Centre   | ITEP, STP, Metra, Public Transit Capital Assistance Program   |
|                                  | Consolidate surface parking facilities and construct structured parking, where necessary  | City Staff, Developers, Spring Road Business Association, York and Vallette Business Association, Property Owners  | CMAQ, City 5-year CIP, Private funds  |
| Economic Development             | Work with retailers to site their businesses in Elmhurst  | City Staff, Economic Development Commission, Elmhurst Chamber of Commerce and Industry, Elmhurst City Centre, Retailers  | General City funds, TIF/BID/SSA funds   |
|                                  | Assess the need for additional TIF or SSA districts; implement as necessary   | City Staff, Zoning and Planning Commission, Economic Development Commission, City Council  | General City funds  |
|                                  | Update infrastructure as technology requires (i.e. telecommunications)  | City Staff   | General City funds, TIF/BID/SSA funds, Private funds, Affordable Financing of Public Infrastructure Program, Business Development Public Infrastructure Program         |
| Housing                          | Review possible residential design guidelines   | City Staff, Zoning and Planning Commission, Architectural Advisory Commission  | General City funds  |
|                                  | Ensure multimodal transportation opportunities through continuous provision of sidewalks and bicycle lanes                                    | City Staff, IDOT, CMAP   | ITEP, Illinois Tomorrow Corridor Planning Grant Program, CMAQ   |
|                                  | Target and acquire properties in residential neighborhoods that could be transitioned to neighborhood-serving commercial and retail land uses | City Staff, Economic Development Commission  | TIF/BID/SSA funds, Private funds  |
|                                  | Perform consistent property maintenance and code enforcement  | City Staff   | General City funds  |
|                                  | Encourage affordable housing development near transit and employment areas  | City Staff   | Illinois Tomorrow Corridor Planning Grant Program, CDBG, REACH Illinois   |
| Community Facilities             | Provide the most cost effective delivery of public services (i.e. refuse collection, recycling management)                                    | City Staff, Utility Providers  | General City funds, Private funds   |
|                                  | Utilize permeable pavement in low volume street construction/improvements to minimize stormwater run-off                                      | City Staff   | TIF/BID/SSA funds, Private funds  |
|                                  | Promote co-location and stealth camouflage of telecommunications facilities   | City Staff, Utility Providers  | General City funds  |
|                                  | Offer quality educational facilities and promote continuing education programs as feasible  | City Staff, Elmhurst College, Elmhurst Hospital, Elmhurst School District #205, Elmhurst Public Library, local private schools   | General City funds, Elmhurst College, Elmhurst Hospital, Workforce Development - Eliminating the Digital Divide, Live & Learn Construction Grant Program, Private funds |
|                                  | Maintain street streets, as designated in street tree plan  | City Staff, Developers, Spring Road Business Association, York and Vallette Business Association, Elmhurst City Centre, Property Owners  | ITEP, Illinois Gren Streets Initiative  |





|                   | ACTION ITEM   | ORGANIZATION(S)   | POTENTIAL FUNDING SOURCE(S)  |
|-------------------|---|---|--|
| Natural Resources | Protect environmentally sensitive areas   | DuPage Forest Preseve District, Elmhurst Park District, DuPage County, Community Groups   | Open Space Lands Acquisition and Development Program, Urban and Community Forestry Assistance Grant  |
|                   | Maintain park and trail facilities  | City Staff, Elmhurst Park District, DuPage County, Illinois Prairie Path Corporation  | ITEP, Open Space Lands Acquisition and Development Program, Recreational Trails Program  |
| Sustainability    | Implement sustainability plan for Elmhurst; report on sustainability indicators annually  | City Staff, Illinois Green Government Coordinating Council  | General City funds, Private funds  |
|                   | Revise and regulate carbon footprint standards  | City Staff, Illinois Green Government Coordinating Council  | General City funds, CMAQ   |
|                   | Revise and implement a City-wide “green pricing program”  | City Staff, City Council, Illinois Green Government Coordinating Council  | General City funds, Energy Efficiency and Conservation Block Grant   |
|                   | Utilize sustainable building materials in new construction and redevelopment  | City Staff, Illinois Green Government Coordinating Council, Developers  | TIF/BID/SSA funds, Illinois Energy Efficient Affordable Housing Construction Program, Private funds  |
|                   | Provide financial incentives to residents and businesses to decrease energy usage and encourage daily sustainable practices             | City Staff, Illinois Green Government Coordinating Council  | TIF/BID/SSA funds, General City funds, Energy Efficiency and Conservation Block Grant, Illinois Energy Efficient Affordable Housing Construction Program |
|                   | Provide technical assistance to residents and businesses wishing to incorporate sustainable practices                                   | City Staff, Illinois Green Government Coordinating Council  | General City funds, Energy Efficiency and Conservation Block Grant, Illinois Energy Efficient Affordable Housing Construction Program                    |
|                   | Continue to develop cultural and recreational programs designed to support, promote, and raise awareness of sustainability (Green Fest) | City Staff, Elmhurst Chamber of Commerce and Industry, Illinois Green Government Coordinating Council, Elmhurst City Centre                         | General City funds, Elmhurst College, Private funds  |
| Urban Design      | Implement Streetscape Improvement Plan  | City Staff, IDOT, DuPage County, Spring Road Business Association, York and Vallette Business Association, Elmhurst City Centre, Developers         | TIF/BID/SSA funds, ITEP, Illinois Gren Streets Initiative, CMAQ  |
|                   | Implement Urban Design Guidelines   | City Staff, IDOT, DuPage County, Spring Road Business Association, York and Vallette Business Association, Elmhurst City Centre, Developers         | TIF/BID/SSA funds, ITEP, Illinois Gren Streets Initiative, CMAQ  |
|                   | Implement Maintenance Plan  | City Staff, IDOT, DuPage County, Spring Road Business Association, York and Vallette Business Association   | General City funds   |
|                   | Update and mplement gateways and wayfinding/branding signage  | City Staff, Elmhurst City Centre  | ITEP, TIF/BID/SSA funds  |
|                   | Promote preservation of historic structures   | City Staff, Historic Preservation Commission,Elmhurst Chamber of Commerce and Industry, Illinois Historic Preservation Agency, Elmhurst City Centre | Historic Preservation Fund, National Trust Preservation Services Fund Program, Private funds   |
|                   | Use landscaping to screen unattractive elements and soften development  | City Staff, Developers, Property Owners   | TIF/BID/SSA funds, ITEP, Illinois Gren Streets Initiative, CDBG  |

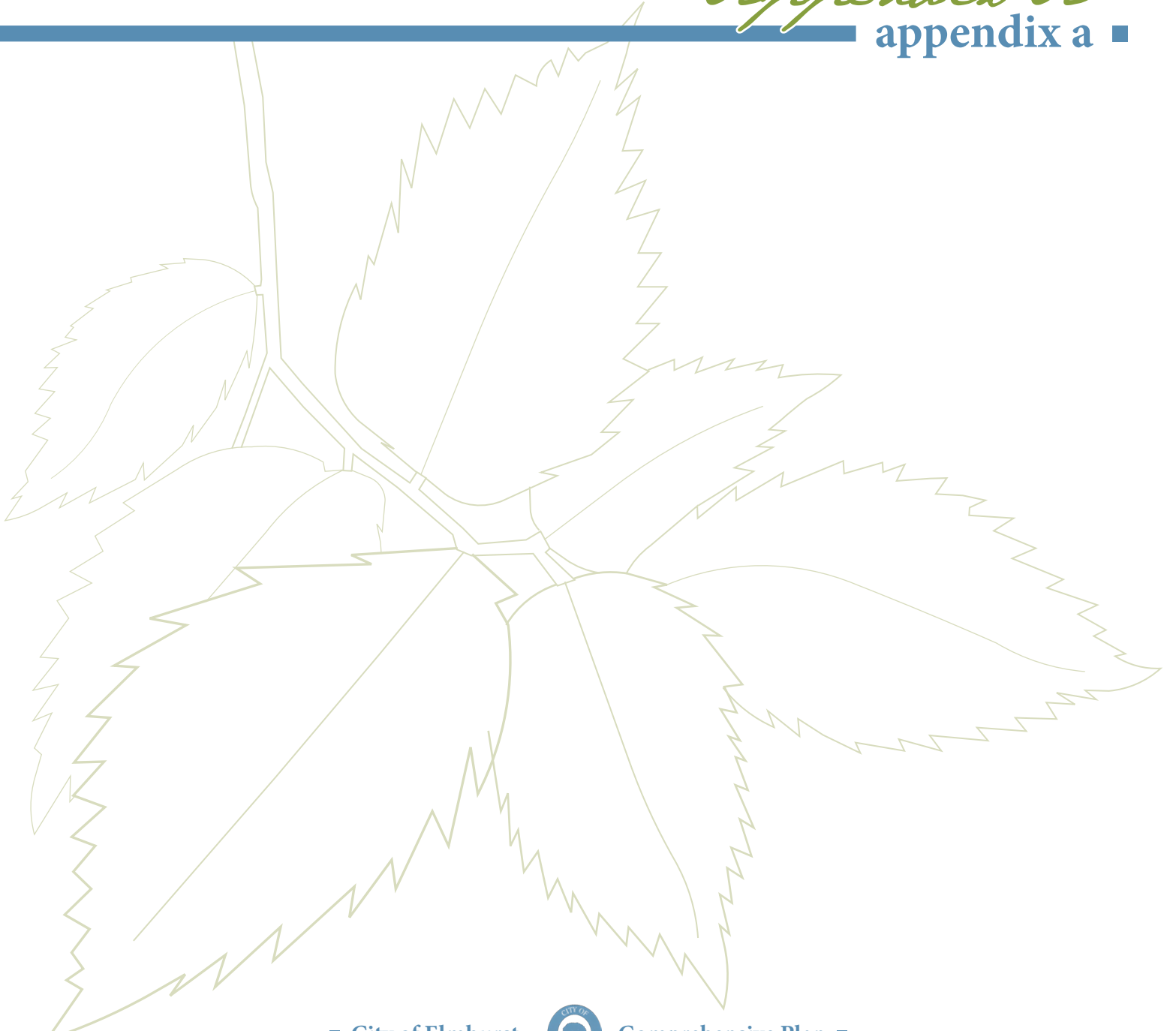






# *Appendix A*

## ■ appendix a ■





## PUBLIC PARTICIPATION

Preparation of the Elmhurst Comprehensive Plan included a high level of public involvement to ensure that the Plan is a true reflection of community aspirations. The planning process included the following major steps:

- **Phase 1: Citizen Outreach and Vision:** Activities focused on garnering citizens' views regarding current and future needs of the community through interviews and community workshops. A series of interviews were conducted in December 2006 to support this phase.
- **Phase 2: Community Scan:** A document was produced analyzing existing conditions of physical, socio-economic, community facilities and services, environmental and related features of the community, including an examination of internal and external factors influencing the city's future (Community Scan Report, July 2007; HNTB). Three public workshops, along with workshops with students of York High School, Immaculate Conception High School, and Elmhurst College, were held in January and February 2007 with the public to learn about additional community issues and opportunities. The Community Scan was brought before the Zoning and Planning Commission in May 2007.
- **Phase 3: Imagining the Future:** This step provided a preliminary draft of the future framework for the city, including detailed sub-area plans for nine geographies. A series of four workshops with the public and City staff were conducted October through December 2007 to receive community input on the future visioning plans (Imagining the Future: Preliminary Community-wide and Sub-area Plans, April 2008; HTNB). The draft framework and Plan were brought before the Zoning and Planning Commission in April 2008, followed by three public presentations throughout April and May 2008 to receive final community comments.
- **Phase 4: Vision Program Documentation:** This document represents the culmination of the previous three phases. Following a rigorous community assessment and evaluation of the preliminary plan, the final Comprehensive Plan was developed for community review and adoption and includes the community's preferred future land use framework, policy framework, and recommended implementation activities. The updated Comprehensive Plan will serve as a guide for Elmhurst's development over the next ten to fifteen years.

A complete listing of public participation events is listed below:

### Phases 1 and 2:

- 12.06: Key person interviews conducted
- 12.14.06: Comprehensive Plan Program Update
- 01.17.07: Public workshop at York High School
- 01.24.07: Public workshop at Emerson Elementary
- 02.05.07: Public workshop at York High School
- 02.05.07: Public workshop at Immaculate Conception High School
- 02.07.07: Public workshop at Jackson Elementary
- 02.15.07: Public workshop at Elmhurst College
- 03.08.07: Presentation to Zoning and Planning Commission
- 05.10.07: Presentation to Zoning and Planning Commission/Vision Summit
- 06.14.07: Presentation to Zoning and Planning Commission/Vision Summit
- 08.22.07: Community Vision Meeting at York High School
- 08.29.07: Community Vision Meeting at Conrad Risher School
- 09.05.07: Community Vision Meeting at Jackson School

### Phase 3:

- 10.30.07: SketchPlan workshop with City staff
- 11.28.07: Public SketchPlan workshop
- 12.05.07: Public SketchPlan workshop
- 12.13.07: SketchPlan workshop with Zoning and Planning Commission
- 04.10.08: Presentation to Zoning and Planning Commission
- 04.17.08: Public presentation at Jackson School
- 04.23.08: Public presentation at Emerson School
- 05.13.08: Public presentation at Edison School
- 08.14.08: Comprehensive Plan Program Update
- 08.14.08: Presentation to Zoning and Planning Commission
- 08.18.08: Presentation to City Council
- 08.21.08: Comprehensive Plan Program Update
- 08.26.08: Comprehensive Plan Program Update
- 09.04.08: Comprehensive Plan Program Update
- 09.09.08: Comprehensive Plan Program Update

### Phase 4:

- 10.23.08: Presentation to Zoning and Planning Commission



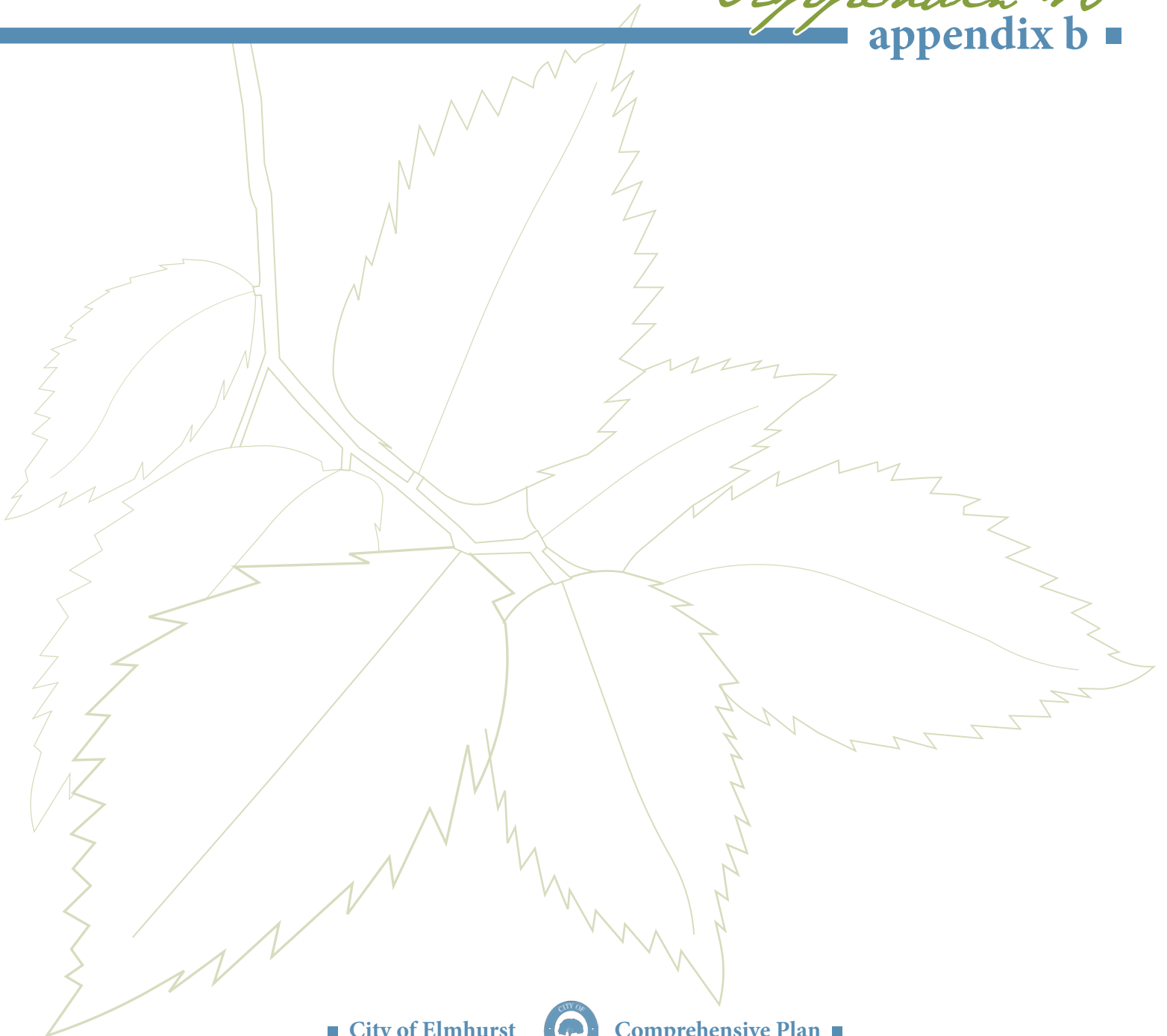








# *Appendix B* ■ appendix b ■





## SKETCHPLANBUILDER™ WORKSHOPS

Community involvement in early steps of the planning process brought focus to several locations in the City requiring particular thought and consensus to determine a desired future. The Elmhurst Community Scan Report prepared in July 2007 identified nine (9) community sub-areas which were examined in more detail. Of those nine, four were chosen (highlighted in bold below) for more detailed community discussion as part of the sub-area planning exercise because these four areas received the most discussion in the early steps of the planning process:

1. **Spring Road Business District**
2. **York/Vallette Business District**
3. North Avenue / Route 83 Area
4. Elmhurst Hospital (Berteau location)
5. **North York Street and Grand Avenue Corridors**
6. **Lake Street Corridor**
7. Elmhurst Employment District (area west of York Street and north of Lake Street)
8. South Riverside Drive Corridor
9. Yorkfield Area



The HNTB team utilized its technology tool SketchPlan-Builder™ for the exercise in these workshops. SketchPlan-Builder™ is based on Geographic Information Systems (GIS) technology and allows participants to create alternative land-use and development ideas for

the future of the community. The tool provides the capability to “report” on the outcome and potential impacts of land uses choices in areas such as of household and employment growth, trip generation and tax revenues. Its purpose is to establish a higher level of informed decision making in the planning process.

Public workshops were conducted with a broad cross-section of residents and business owners invited to develop future “scenarios” of the type and intensity of development most desirable in each of the four selected sub-areas. Attendees at each meeting were divided into three small groups that worked together to create future scenarios. In addition, workshops were held with City staff and the Zoning and Planning Commission.

The options generated at these workshops provided input into the development of the Future Land Use Framework and Sub-Area Plans for inclusion in this Plan. While the future land use framework included in the Plan is more generalized, the detailed concepts developed during the SketchPlanBuilder™ workshops fostered valuable discussion and insight into community preferences for key areas.

### Public Workshops

A wide range of issues were discussed by each group and several interesting ideas were generated. While each group developed its own scenario and future recommendations, several common themes emerged from their work. At the same time, there were also areas where the groups had significantly different proposals. The SketchPlan workshop participants and a summary of the development concepts generated in the workshops are provided below. Figures 1 through 4 present the results of the concepts.

### Sketch Plan Workshop Participants

|                   |                   |
|-------------------|-------------------|
| Todd Benson       | Brian Black       |
| Joanne Brundage   | Anne Callen       |
| Ray Cocco         | Ellen Cortopassi  |
| John DeVries      | Pete DiCianni     |
| Monica Fichtner   | Louis Goebel      |
| Bob Gorsky        | Michael Horne     |
| Andrea Hutchinson | George Hutchinson |
| Jason Janes       | Diane McGinnis    |
| Dare Messina      | Lisa Miceli       |
| Craig Nelson      | Kevin O’Keefe     |
| Jim Patchett      | Paula Pezza       |
| John Quigley      | Jim Rogers        |
| Susan Somers      | Sharon Sullivan   |
| Sue Whitworth     |                   |

### Spring Road Business District

Land use recommendations proposed by the six groups for the Spring Road Business District sub-area are identified below and illustrated in Figure 1:



- Preserve as a neighborhood scale commercial corridor.
- In general, maintain existing development pattern south of the Prairie Path.
- Consider two-three story mixed use (office or residential above commercial) north of the Prairie Path – mixed use redevelopment was proposed for both sides of Spring Road by different groups.
- Provide more parking, especially if the area is developed with more intense uses. The following areas were proposed for additional parking:
  1. On the south side of the Prairie Path east of Spring Road (similar to the existing parking area on the west side).
  2. Two single-family parcels west of Spring Road to extend the existing parking lot to Eggleston Avenue.
  3. Single-family homes behind the commercial uses east of Spring Road, especially south of Eggleston Avenue.
- Preserve the charming, traditional feel of the Spring Road Business District.
- Establish appropriate streetscape improvements.
- Offer facade maintenance and/or renovation incentives.

### York and Vallette Business District

Land use recommendations proposed by the six groups for the York and Vallette Business District sub-area are identified below and illustrated in Figure 2:

- Redevelop the southwest corner of the York and Vallette intersection with an integrated, higher density mixed use development pattern in a “streetwall” configuration. Buildings up to roughly five stories in height can be located near the intersection with lower heights (up to three stories) near the railroad.
- The northwest corner is underutilized and could be redeveloped in the future for mixed use.
- The southeast corner is already slated for new commercial development. It should reflect quality design consistent with the desired future image of the district
- Some participants proposed redevelopment of the northeast corner; others proposed facade uplift to create a consistent image with the other redeveloped corners.
- Several different uses were proposed for the commercial parcels north of the Prairie Path. The proposals ranged from maintaining existing commercial uses to redevelopment as mixed use with ground level commercial (uses such as ice cream shop/coffee shop), condominiums, townhomes and single-family homes.

Most groups recommended a change for the area.

- Most expressed the need to maintain the City parking lot although one group proposed commercial development along the street in front of the parking lot
- Buildings should be brought closer to the street and parking should be provided in interior/rear lots.
- Create stronger pedestrian connections and development orientation to the Prairie Path.

### North York Street and Grand Avenue Corridors

Land use recommendations proposed by the six groups for the North York Road Corridor sub-area are identified below and illustrated in Figures 3a and 3b:

- Consolidate parcels on the west side of York Street (between Grand Avenue and the utility easement up to the west side of Addison Avenue) to create opportunities for larger scale retail users.
- Convert isolated single-family residential uses on the east side of York between Crestview and the power easement into commercial uses.
- The limited depth (approximately 130 feet) of the commercial parcels fronting on the east side of York Street in this area makes it difficult to accommodate commercial centers and associated parking. A few groups proposed extending the commercial development to cover the entire block with sensitive design to minimize impact on the adjoining residential area. Most groups however favored limiting commercial development to the half-block fronting York Street without disturbing the existing residential neighborhood.
- Lake Street and I-290 interchange area should be redeveloped as a “gateway” into Elmhurst. Consider higher quality commercial uses (such as hotels compared to hardware store etc.) for the area; promote high quality design to create and attractive entry.
- For the area south of I-290 several groups proposed redevelopment of parcels with marginal commercial uses into stronger, more viable commercial development. One group proposed higher-density mixed use development.
- Most groups made recommendations for improving corridor appearance through measures such as signage control, buried utility lines and architectural and site design guidelines.

## Lake Street Corridor

Recommendations for this corridor were primarily focused on the stretch between York and Walnut Streets where existing commercial uses are challenged due to difficult access conditions. Land use recommendations proposed by the six groups for the Lake Street sub-area are identified below and illustrated in Figures 4a and 4b:

- Several different land uses were proposed for the south side of Lake Street between York and Walnut. Some thought that the confusing and indirect access in the area makes it challenging to support retail uses and therefore recommended commercial service and/or office uses. Others recommended multi-family residential. Yet others proposed improving access and promoting commercial uses to take advantage of the high visibility location.
- West of Walnut Street, Lake Street should be maintained as a commercial corridor.
- The single-family homes near the Grand Avenue intersection should be combined and redeveloped into commercial with direct Lake Street access.
- Explore the feasibility of providing two-way access on Lake Street between Walnut and York Streets.
- Streetscape/urban design improvements should be implemented along the corridor – controlled signage, landscaping and facade upgrades of buildings.

## City Staff Workshop

A SketchPlan workshop was conducted with City staff representing different departments. This workshop provided valuable insight and ideas regarding future development patterns within Elmhurst. The land use concepts developed in this workshop are presented in Figures 5 and 6 and key recommendations are summarized below.

## Spring Road Business District

- The commercial uses north of the Prairie Path could be redeveloped into mixed use buildings two-three stories in height in the future.
- The vacant parcel behind Roberto's restaurant should be developed as a commercial use associated with the restaurant.
- Additional parking could be provided by acquiring single-family homes on Eggleston behind the commercial parcels east of Spring Road.

## York and Vallette Business District

- Commercial parcels north of the Prairie Path should be converted into residential townhomes and/or single family homes.
- The southwest corner should be redeveloped into an

integrated mixed use development.

- Mixed use redevelopment was proposed for the remaining corners as well in the future. One group did not expect the northwest corner to be redeveloped.

## North York Street and Grand Avenue Corridors

- Consolidate parcels on the west side of York Street between the utility easement and Grand Avenue to create a large parcel suitable for big box retail development.
- Redevelop scattered single family homes on the east side of York north of I-290 into commercial uses.
- Extend commercial development to the entire block (instead of half-block) on the east side of York Street to increase the lot area available for commercial development.
- Promote retail uses near the I-290 interchange and commercial service uses farther south.

## Lake Street Corridor

- Promote multi-family development on Lake Street between York and Walnut Streets.
- Promote commercial uses along the rest of the corridor. Because of the auto-oriented character of Lake Street, these commercial uses will be accessed mainly by automobiles and they should be designed to be easily accessible for vehicular traffic.

## Zoning and Planning Commission Workshop

A SketchPlan workshop was conducted with the Zoning and Planning Commission. The land use concepts developed in this workshop are presented in Figure 7 through Figure 9, and key recommendations are summarized below.

## Spring Road Business District

- The commercial uses north of the Prairie Path could be redeveloped into neighborhood commercial and/or mixed use buildings in the future, creating a consistent frontage treatment.
- Mixed use redevelopment along both sides of Spring Road south of the Prairie Path should be encouraged. Single family uses should remain on the remainder of these blocks, with only existing commercial or parking uses allowed to extend further off Spring Road.
- Lots along Eggleston Avenue should be redeveloped for residential use, potentially including townhome or condominium uses. Alternatively, mixed use development could extend further east on the north side of Eggleston.
- Additional parking could be provided by acquiring single-family homes on Eggleston behind the commercial parcels east of Spring Road.





### **York and Vallette Business District**

- Commercial parcels north of the Prairie Path should be converted into residential townhomes and/or single family homes.
- The southwest corner should be redeveloped into an integrated mixed use development.
- Mixed use redevelopment was proposed for the remaining corners as well in the future, although one group preferred that neighborhood commercial uses remain on the northeast corner and at the existing shopping center on the northwest corner.
- The municipal parking lot should remain in use.

### **North York Street and Grand Avenue Corridors**

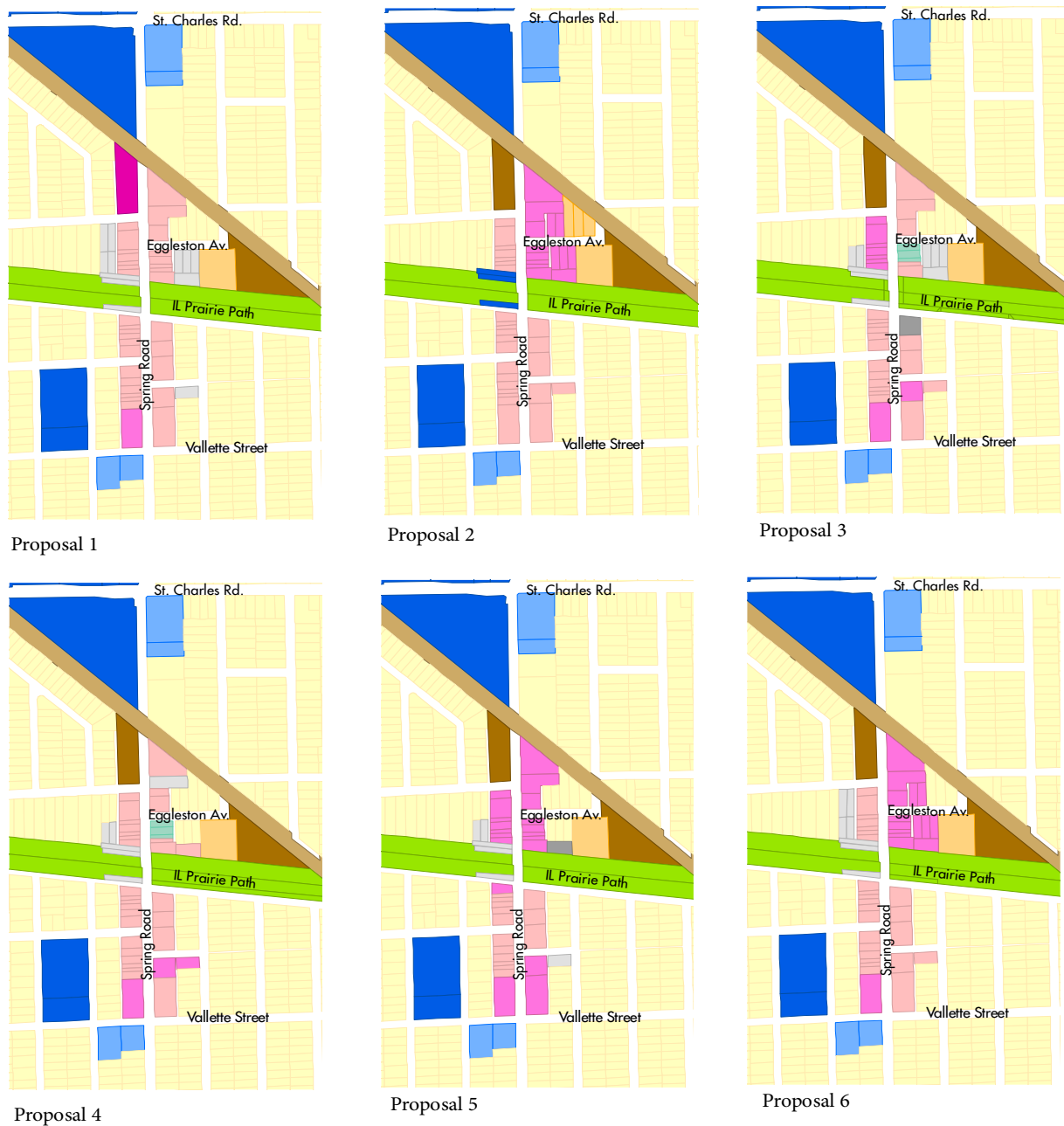
- Consolidate parcels on the west side of York Street between the utility easement and Grand Avenue to create a large parcel suitable for big-box retail development. One group advocated extending further west and potentially vacating Addison Avenue, while the other group indicated light industrial uses west of Addison Avenue.
- Redevelop scattered single family homes on the east side of York north of I-290 into commercial uses.
- One group advocated extending commercial development to the entire block (instead of half-block) on the east side of York Street to increase the lot area available for commercial development (between I-290 and the utility easement).
- South of I-290, encourage more consistent commercial frontage. One group advocated potentially extending commercial uses east of York Street in this area to create a lot depth of up to 300 feet.

### **Lake Street Corridor**

- Promote mixed use development on Lake Street between York and Walnut Streets, incorporating residential, commercial and entertainment (recreation) uses.
- Promote commercial uses along the rest of the corridor. Because of the auto-oriented character of Lake Street, these commercial uses will be accessed mainly by automobiles and they should be designed to be easily accessible for vehicular traffic. One group suggested a potential mixed use redevelopment on the south side of Lake Street just east of the Oaklawn intersection, a deep site that abuts the Wagner Community Center to the west and Berens Park to the south.
- Redevelop the corner of Lake Street and Grand Avenue for commercial uses accessible from Lake Street.

## APPENDIX B - FIGURES 1-6: SKETCH PLAN PROPOSALS

**Figure 1:** Proposals for the Spring Road Business District sub-area



### Future Land Use

|  |                             |                          |
|--|-----------------------------|--------------------------|
| Single Family Residential              | Institutional               | General Industrial       |
| Duplex/Townhomes                       | Neighborhood Commercial     | Business Park            |
| Multi-Family Residential (2-3 stories) | Community Commercial        | Open Space               |
| Multi-Family Residential (>3 stories)  | Downtown Retail             | Forest Preserve          |
| Mobile Homes                           | Mixed Use (up to 3 stories) | Parking                  |
| Public                                 | Mixed Use (> 3 stories)     | Transportation/Utilities |
|  | General Office              | Vacant                   |



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Feet

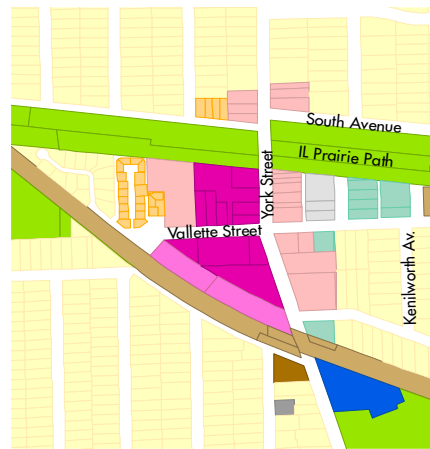


## APPENDIX B - FIGURES 1-6: SKETCH PLAN PROPOSALS

**Figure 2:** Proposals for the York/Vallette Business District sub-area



Proposal 1



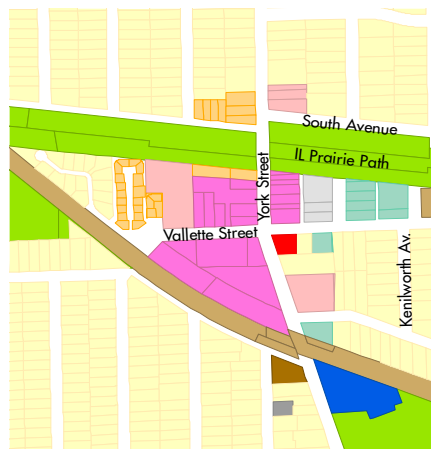
Proposal 2



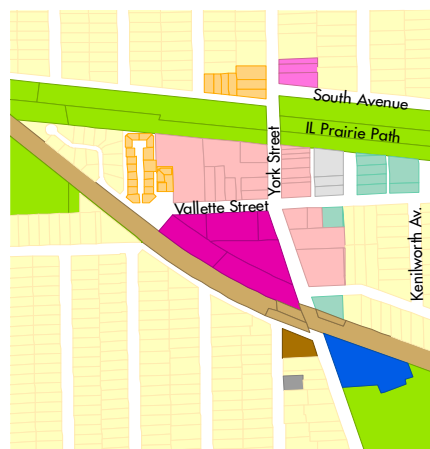
Proposal 3



Proposal 4



Proposal 5



Proposal 6

### Future Land Use

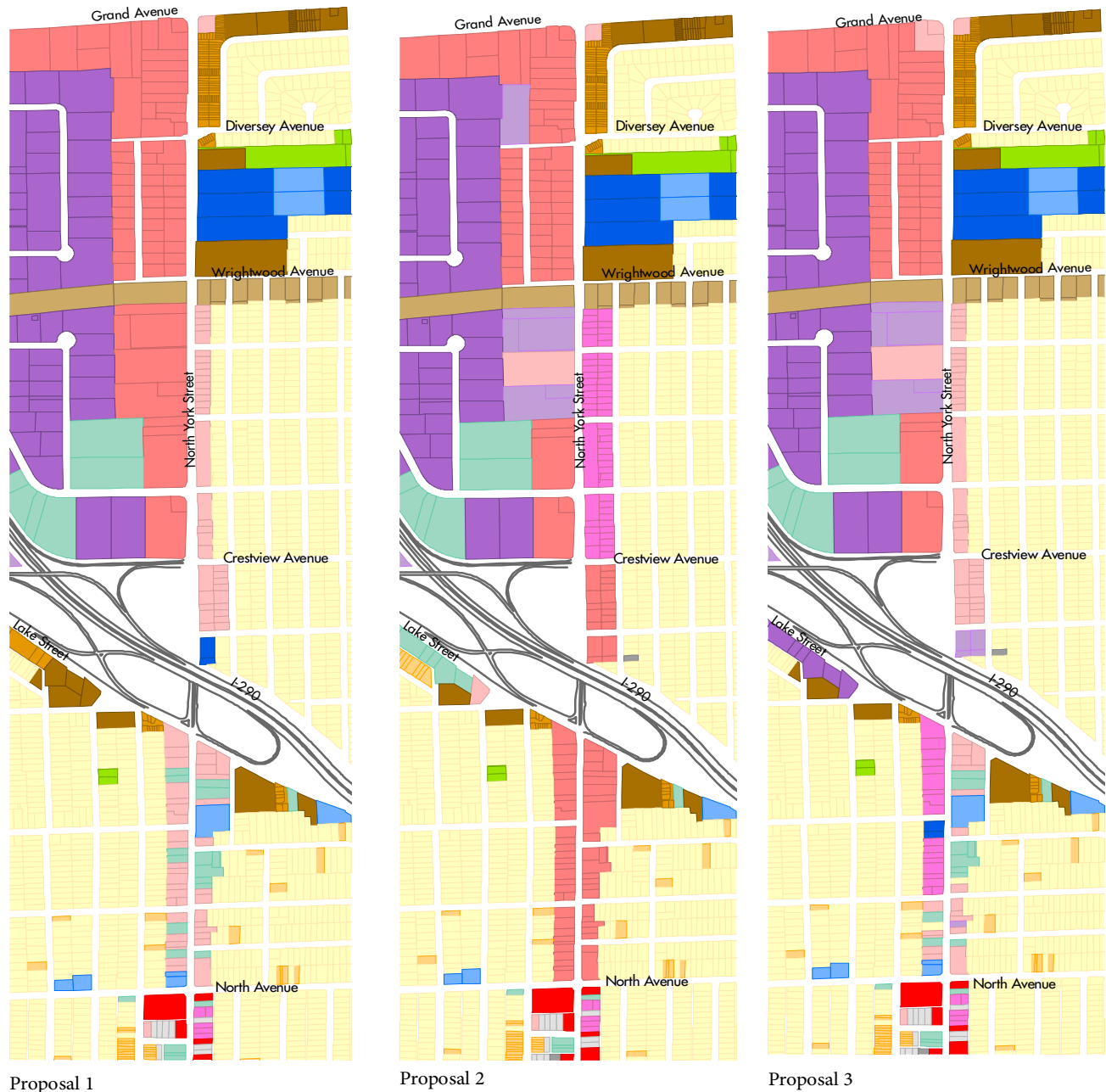
- Single Family Residential
- Duplex/Townhomes
- Multi-Family Residential (2-3 stories)
- Multi-Family Residential (>3 stories)
- Mobile Homes
- Public
- Institutional
- Neighborhood Commercial
- Community Commercial
- Downtown Retail
- Mixed Use (up to 3 stories)
- Mixed Use (> 3 stories)
- General Office
- General Industrial
- Business Park
- Open Space
- Forest Preserve
- Parking
- Transportation/Utilities
- Vacant



0 500 1,000  
Feet

## APPENDIX B - FIGURES 1-6: SKETCH PLAN PROPOSALS

**Figure 3a:** Proposals for the North York Street Corridor



### Future Land Use

|  |                             |                          |
|--|-----------------------------|--------------------------|
| Single Family Residential              | Institutional               | General Industrial       |
| Duplex/Townhomes                       | Neighborhood Commercial     | Business Park            |
| Multi-Family Residential (2-3 stories) | Community Commercial        | Open Space               |
| Multi-Family Residential (>3 stories)  | Downtown Retail             | Forest Preserve          |
| Mobile Homes                           | Mixed Use (up to 3 stories) | Parking                  |
| Public                                 | Mixed Use (> 3 stories)     | Transportation/Utilities |
|  | General Office              | Vacant                   |



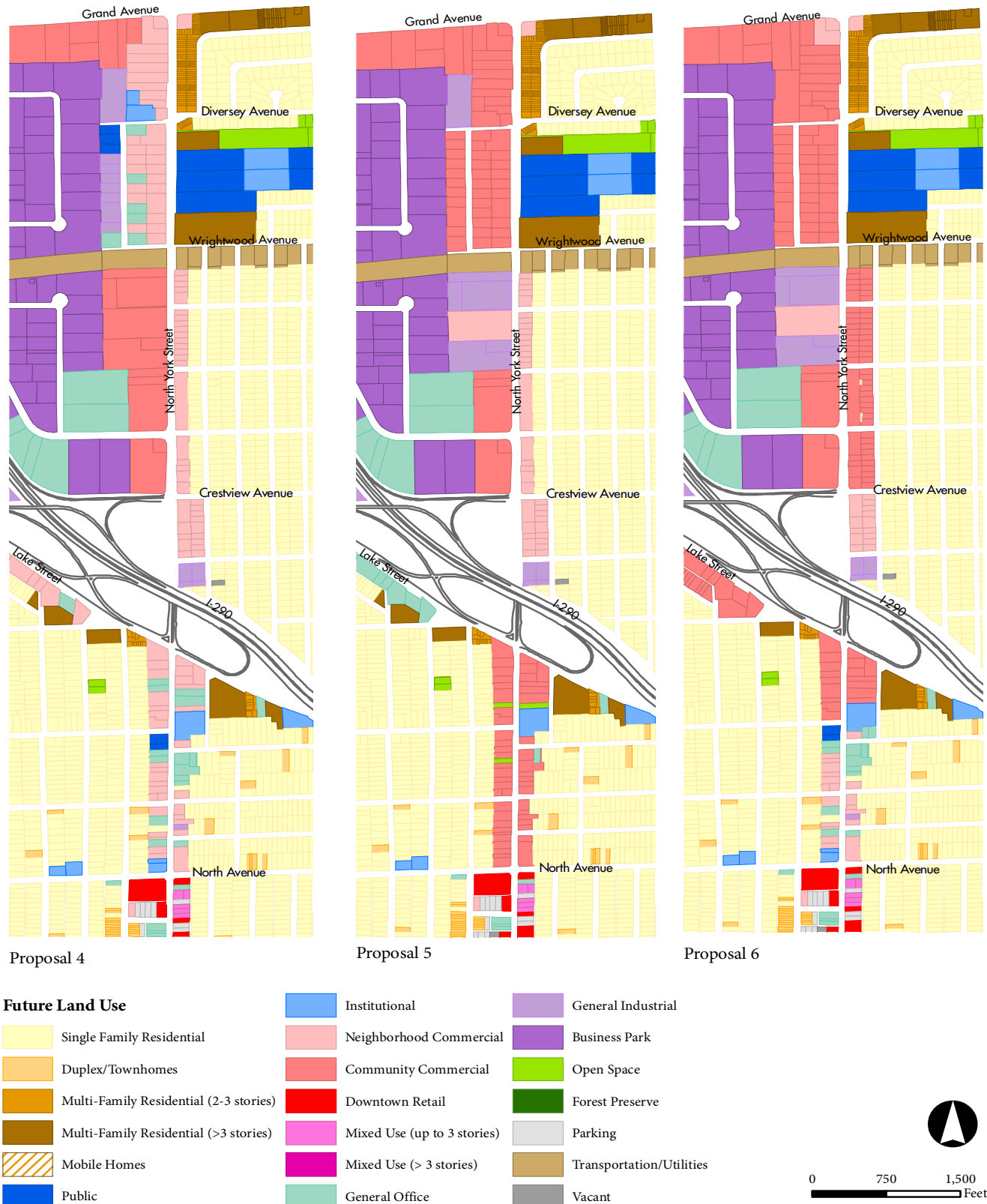
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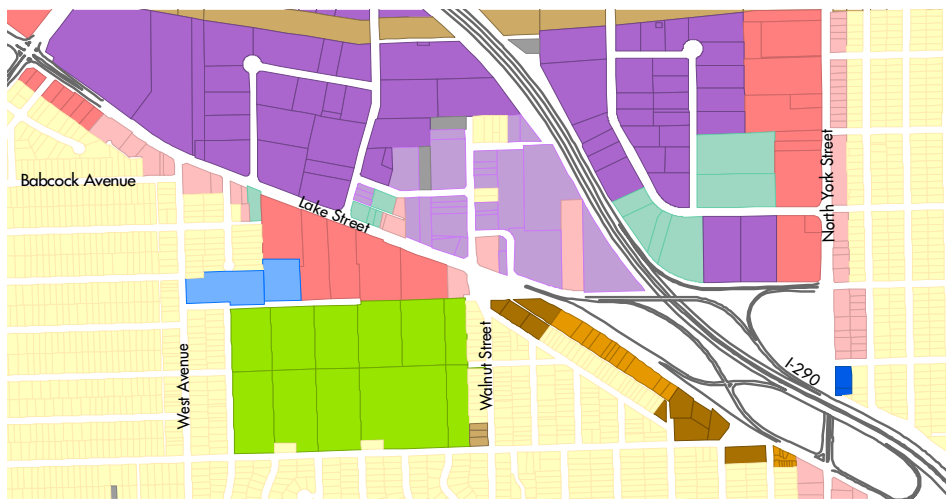
## APPENDIX B - FIGURES 1-6: SKETCH PLAN PROPOSALS

**Figure 3b:**Proposals for the North York Street Corridor

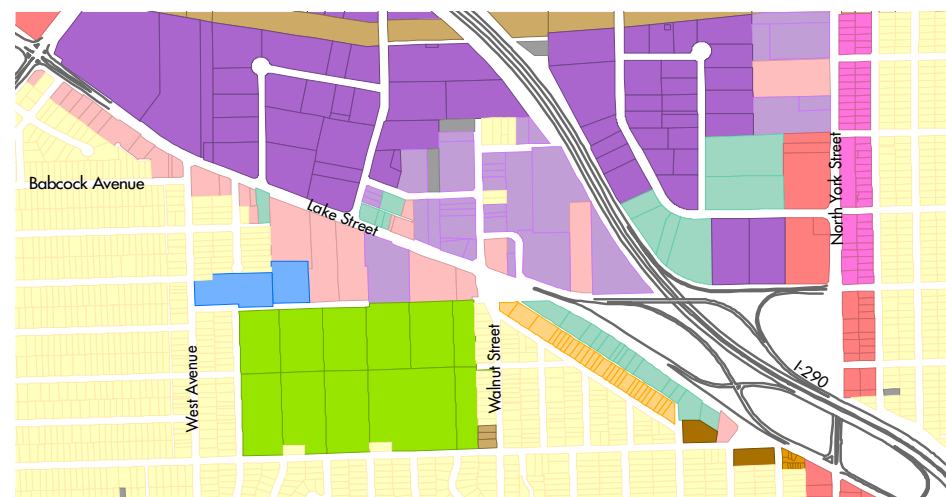


## APPENDIX B - FIGURES 1-6: SKETCH PLAN PROPOSALS

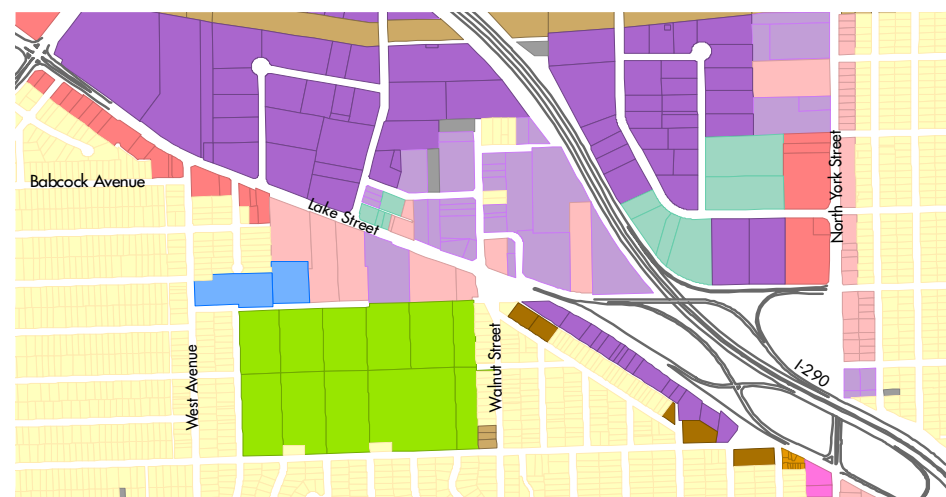
**Figure 4a: Proposals for the Lake Street Corridor**



Proposal 1



Proposal 2



Proposal 3

### Future Land Use

- Single Family Residential
- Duplex/Townhomes
- Multi-Family Residential (2-3 stories)
- Multi-Family Residential (>3 stories)
- Mobile Homes
- Public
- Institutional
- Neighborhood Commercial
- Community Commercial
- Downtown Retail
- Mixed Use (up to 3 stories)
- Mixed Use (> 3 stories)
- General Office
- General Industrial
- Business Park
- Open Space
- Forest Preserve
- Parking
- Transportation/Utilities
- Vacant

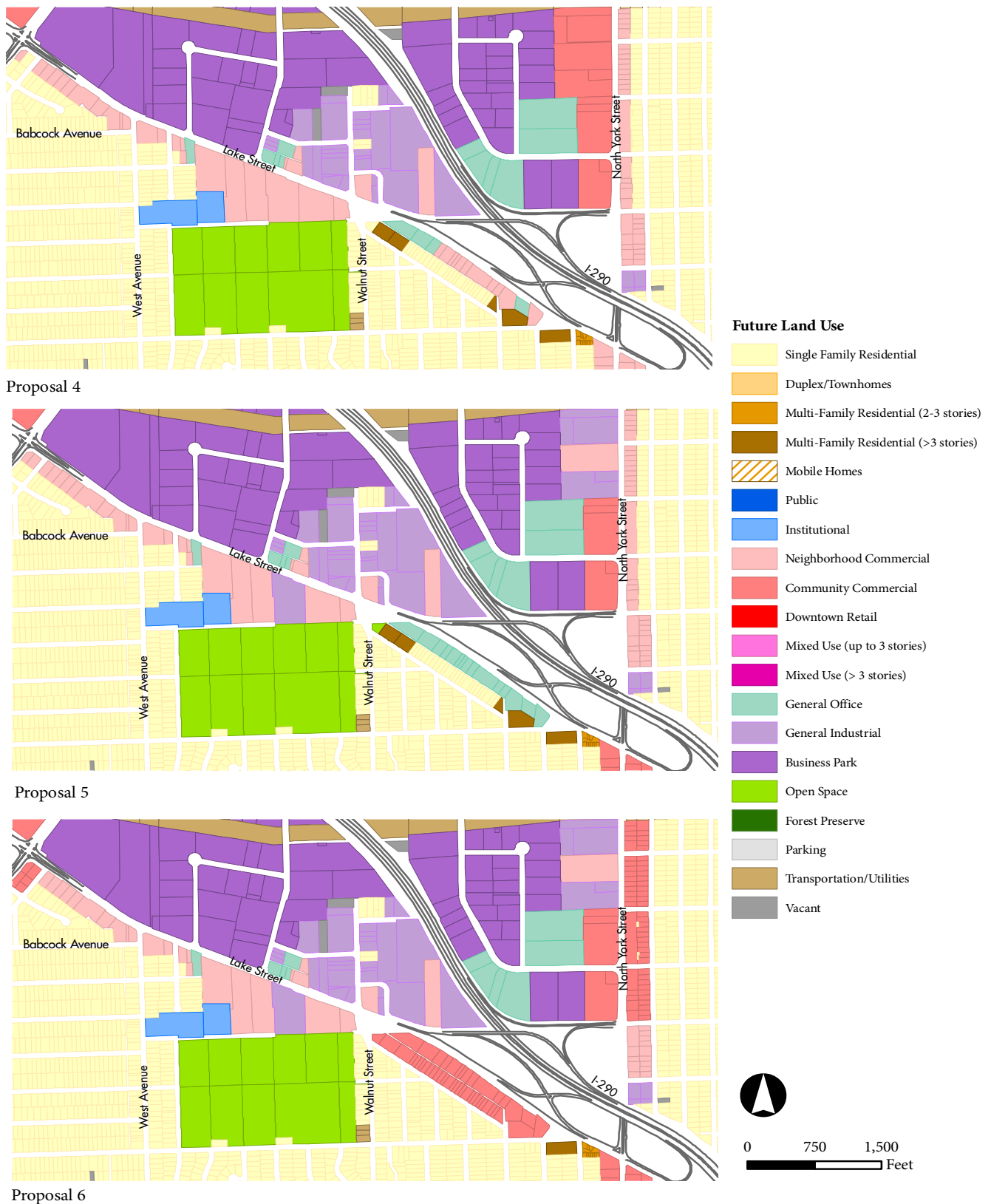


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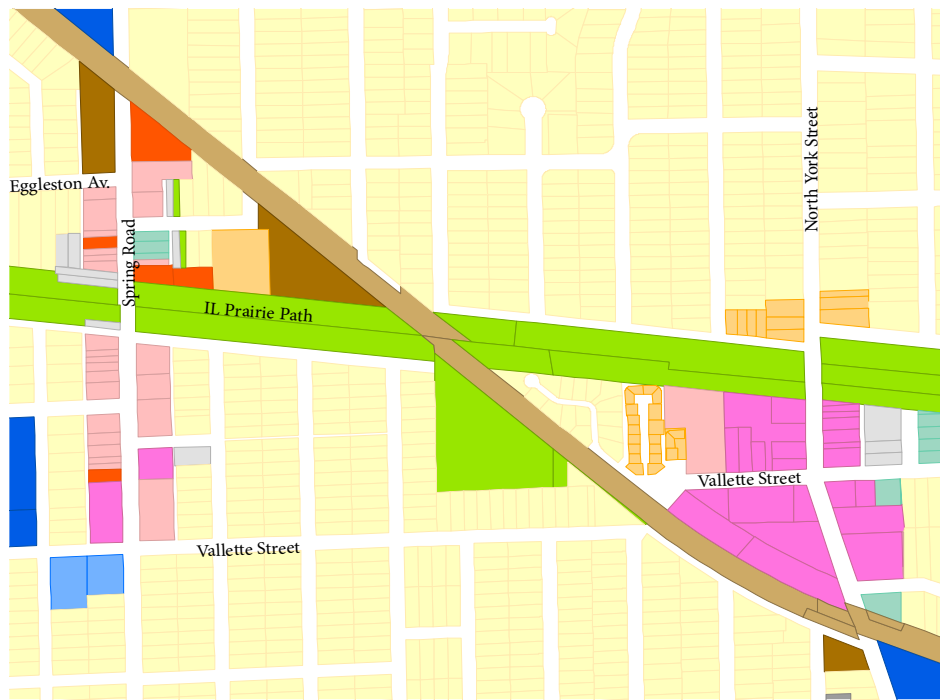
## APPENDIX B - FIGURES 1-6: SKETCH PLAN PROPOSALS

**Figure 4b:** Proposals for the Lake Street Corridor

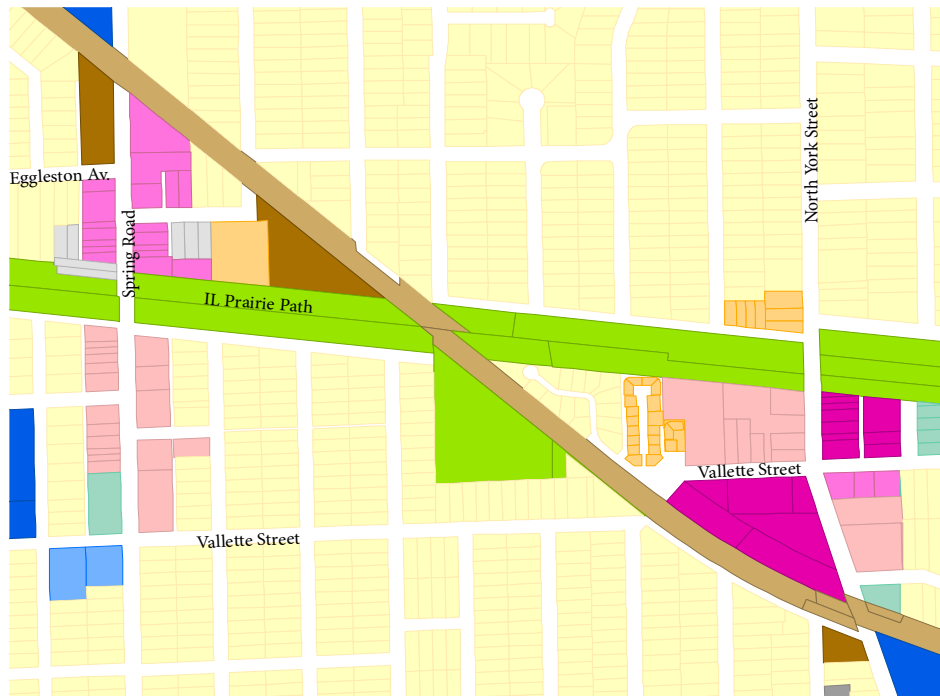


## APPENDIX B - FIGURES 1-6: SKETCH PLAN PROPOSALS

**Figure 5:** Future Land Use Concept for Spring Road and York/Vallette Business Districts



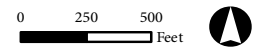
Proposal by Group 1



Proposal by Group 2

### Future Land Use

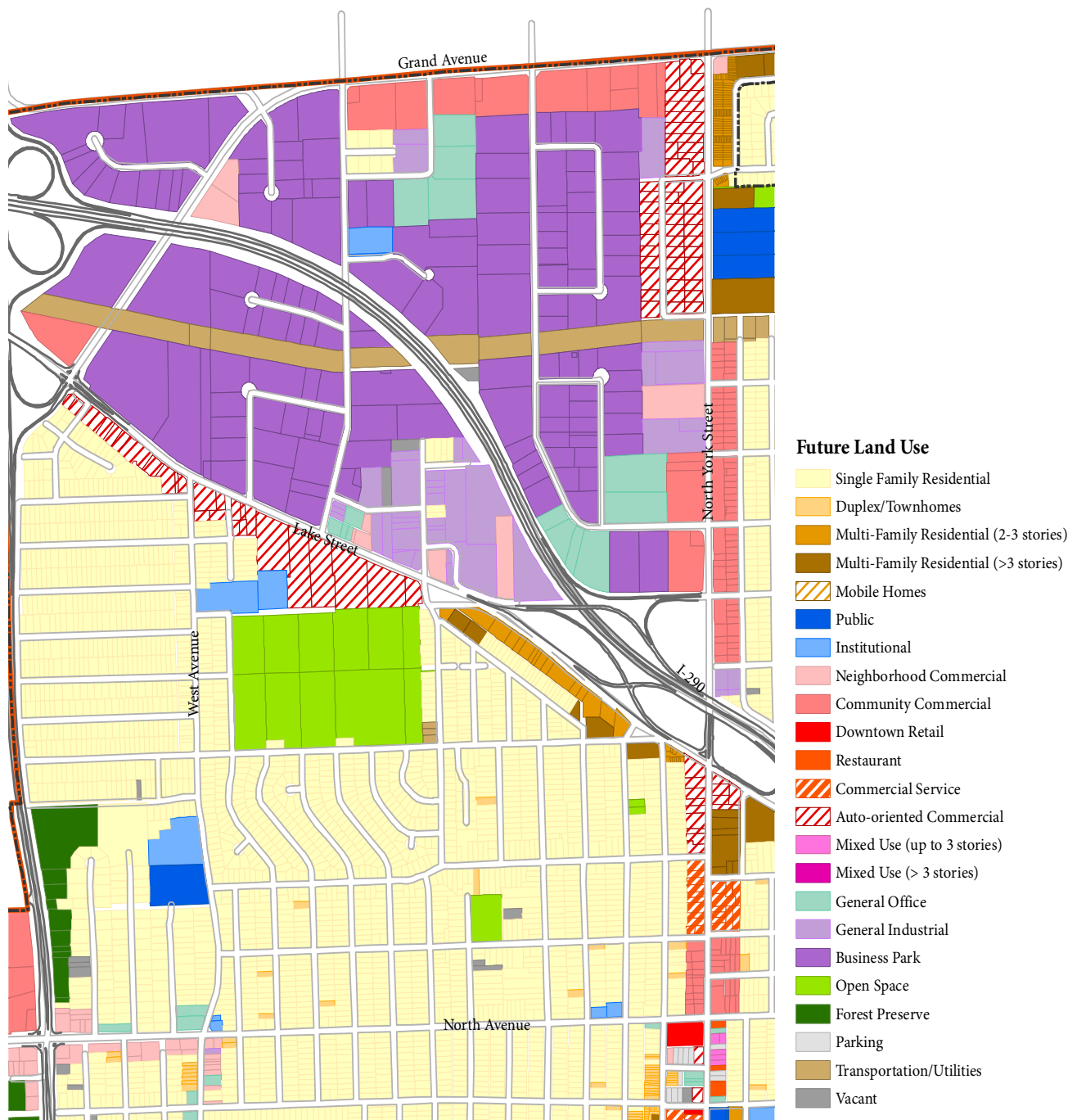
- Single Family Residential
- Duplex/Townhomes
- Multi-Family Residential (2-3 stories)
- Multi-Family Residential (>3 stories)
- Mobile Homes
- Public
- Institutional
- Neighborhood Commercial
- Community Commercial
- Downtown Retail
- Restaurant
- Commercial Service
- Auto-oriented Commercial
- Mixed Use (up to 3 stories)
- Mixed Use (> 3 stories)
- General Office
- General Industrial
- Business Park
- Open Space
- Forest Preserve
- Parking
- Transportation/Utilities
- Vacant





## APPENDIX B - FIGURES 1-6: SKETCH PLAN PROPOSALS

**Figure 6:** Future Land Use Concept for North York Street Corridor and Lake Street Corridor



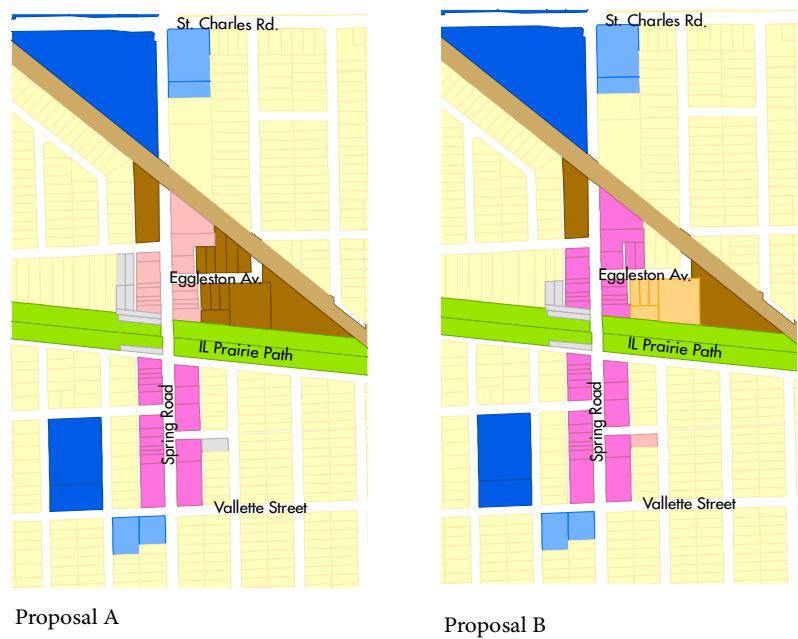
Note: This concept was developed by both groups together

0 750 1,500  
Feet



# APPENDIX B - FIGURES 7-9: SKETCH PLAN PROPOSALS

**Figure 7:** Proposals for the Spring Road Business District sub-area



**Figure 7:** Proposals for the York/Vallette Business District sub-area



**Future Land Use**

- Single Family Residential
- Duplex/Townhomes
- Multi-Family Residential (2-3 stories)
- Multi-Family Residential (>3 stories)
- Mobile Homes
- Public

- Institutional
- Neighborhood Commercial
- Community Commercial
- Downtown Retail
- Mixed Use (up to 3 stories)
- Mixed Use (> 3 stories)
- General Office

- General Industrial
- Business Park
- Open Space
- Forest Preserve
- Parking
- Transportation/Utilities
- Vacant



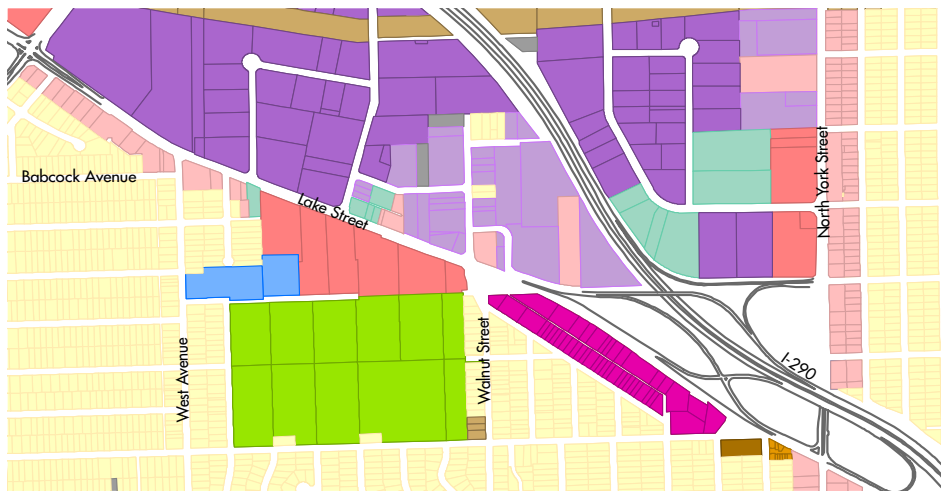
## APPENDIX B - FIGURES 7-9: SKETCH PLAN PROPOSALS

**Figure 8:** Proposals for the North York Street Corridor

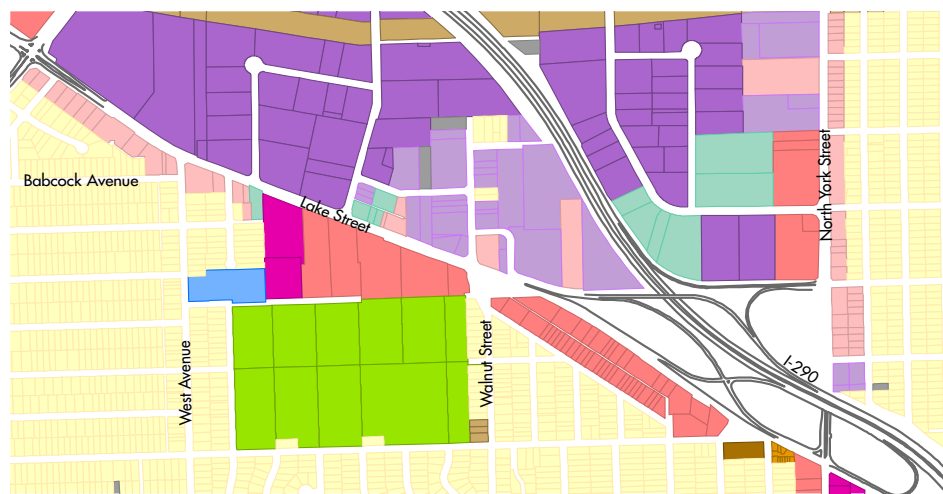


## APPENDIX B - FIGURES 7-9: SKETCH PLAN PROPOSALS

**Figure 9:** Proposals for the Lake Street Corridor



Proposal A



Proposal B

### Future Land Use

- Single Family Residential
- Duplex/Townhomes
- Multi-Family Residential (2-3 stories)
- Multi-Family Residential (>3 stories)
- Mobile Homes
- Public
- Institutional
- Neighborhood Commercial
- Community Commercial
- Downtown Retail
- Mixed Use (up to 3 stories)
- Mixed Use (> 3 stories)
- General Office
- General Industrial
- Business Park
- Open Space
- Forest Preserve
- Parking
- Transportation/Utilities
- Vacant



0 750 1,500  
Feet





**MARKET ASSESSMENT**  
**CITY OF ELMHURST**

April 2007

By  
GOODMAN WILLIAMS GROUP  
Chicago, Illinois

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### ADDENDA

- Claritas Opportunity Analysis

## I. INTRODUCTION AND CONCLUSIONS

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### Background to the Assignment

HNTB Corporation has been retained by the City of Elmhurst to update its comprehensive plan. As part of this planning process, HNTB has contracted with Goodman Williams Group to assess the current and future development environment in Elmhurst. Goodman Williams Group has identified areas that may be subject to development pressure or land use changes over the next ten years and suggested development opportunities that already exist or may emerge. This report presents overviews of the residential, retail, industrial, and office markets.

### Methodology

As part of this analysis, Goodman Williams Group completed the following tasks in the winter of 2006/2007:

- Interviewed business owners, civic leaders, and representatives of the real estate industry.
- Met with the Elmhurst Economic Development Commission to discuss issues of concern and interest.
- Analyzed current demographic and household characteristics as well as population and employment projections to gain an understanding of future demand for various land uses.
- Visited residential and commercial developments in Elmhurst and surrounding communities to determine their competitive market positions.
- Inventoried proposed residential and commercial developments that are likely to be built in the foreseeable future.

The preliminary findings and recommendations by land use are summarized below, and more detailed information is presented in the remaining sections of this report. These findings are intended to inform the comprehensive planning process as it moves forward.

### Summary of Findings and Recommendations

**Residential.** Elmhurst has a number of impressive assets that will continue to make it a desirable community in which to live, including quality schools, outstanding recreational and cultural opportunities, and a central location within the Chicago metropolitan area. Notwithstanding the current softness in the housing market, the availability of appropriate sites and regulatory restrictions, rather than lack of market support, will be the biggest constraints to new residential development in Elmhurst over the next decade. Opportunities exist for a variety of housing types to be developed over the next ten years, including single-family detached homes, townhomes, and multifamily units. With the completion of several new age-restricted senior developments, demand from that segment of the market has largely been satisfied.

**Retail.** In recent years, the city's economic development staff has done an admirable job of enhancing the variety of retail and service offerings in City Centre. New restaurants and specialty retailers serve the growing downtown population, other Elmhurst residents, students, workers and visitors. Efforts to recruit and assist business should continue in City Centre as well as in the Vallette and York and Spring Road business districts. Other commercial corridors will also see some additional retail activity in future years. Market support for up to 200,000 square feet of additional retail, restaurant, and service uses is likely over the next ten years.

If larger sites can be assembled on one or more of the City's visible, well-trafficked commercial arteries, Elmhurst could support several additional large-format retailers, particularly in the electronics and discount department store categories. Careful planning will be needed to ensure that this type of development does not negatively impact surrounding neighborhoods.

Given the importance of the automobile dealerships to Elmhurst's financial health, continued attention should be given to this sector of the retail base. Meeting the needs of the dealerships and their customers will help ensure their on-going success.

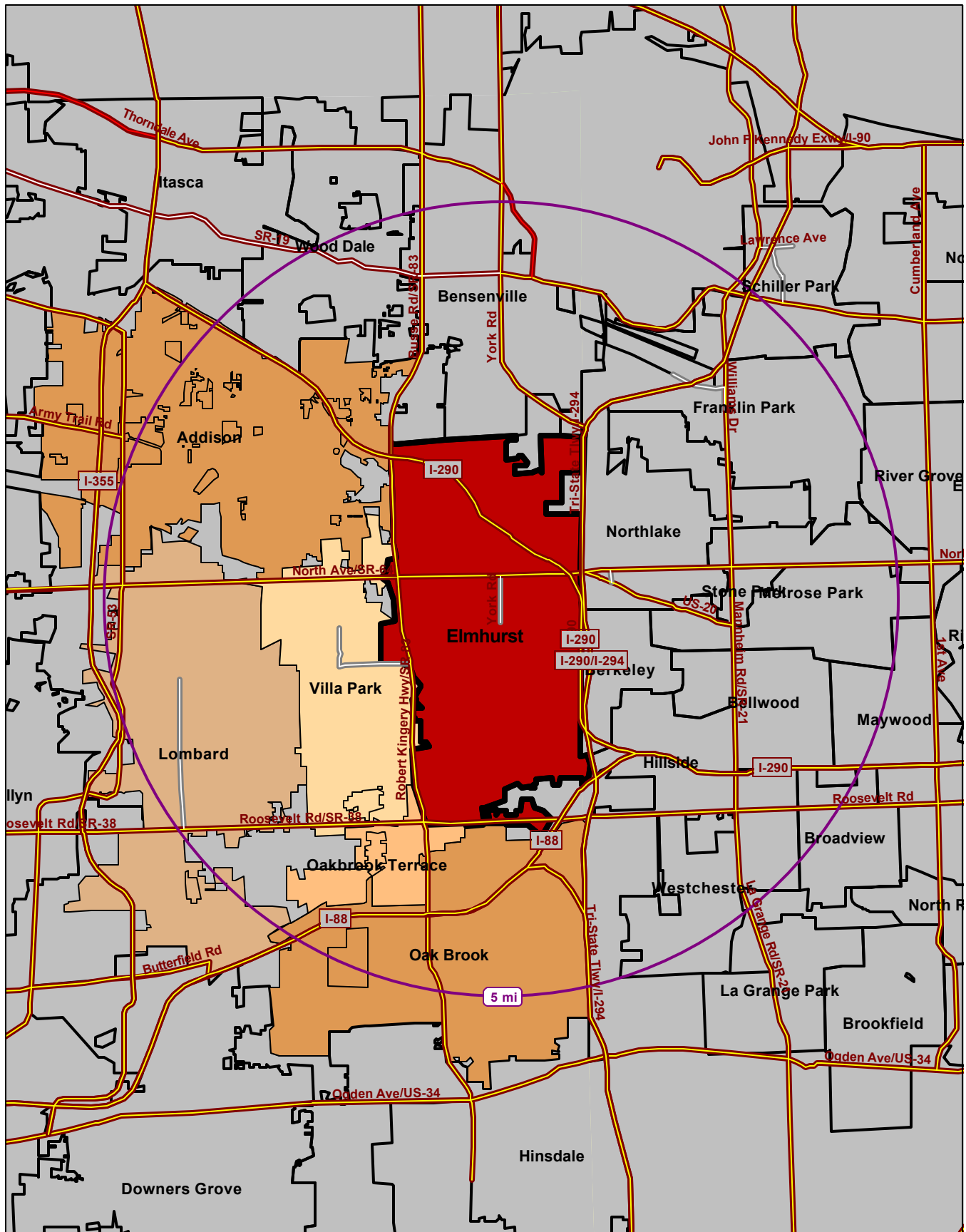
**Office and Industrial.** The cluster of businesses in the Lake and Grand industrial area is an important economic engine for Elmhurst, boosting the tax base and bringing employees into the community. It provides a place for smaller businesses seeking comparatively affordable and flexible space in an outstanding location. The types of tenants located here—primarily small manufacturing, distribution, and service companies—are appropriate in this setting, and demand for space in these buildings should remain high for the foreseeable future. Consideration should be given to “branding” and marketing this area, perhaps as the Elmhurst Business Park. Most of the future development activity will involve building replacement and upgrading. There is not likely to be a significant net addition to the square footage within this area.

In addition to the office uses located in the industrial area, a number of professional and service businesses are located in City Centre and other commercial corridors in Elmhurst. These firms typically occupy small, freestanding office buildings or space in mixed-use buildings. Growth of these small office-using firms is, however, often tied to major population increases, which are not projected for Elmhurst.

A significant increase in the demand for office space in Elmhurst over the next decade is unlikely, particularly if the growing space requirements of Elmhurst Memorial Hospital and Elmhurst College can be met within their respective campus expansions. There will, however, be some net increase in office space to serve residents and local businesses that could amount to 75,000 square feet over a ten-year period.



# Location Map



Map produced by Goodman Williams Group

## II. SOCIOECONOMIC ANALYSIS

---

### Location

Elmhurst is located in the geographic heart of the Chicago metropolitan area and enjoys unparalleled access to the regional transportation network. The city is situated 15 miles west of downtown Chicago at the confluence of Interstates 290, 294, and 88 in eastern DuPage County. O'Hare International Airport is approximately ten miles northeast of downtown Elmhurst.

I-290, which parallels the eastern boundary of Elmhurst, divides Cook and DuPage Counties. Interchanges at St. Charles Road and North Avenue (Route 64) provide major entry points into Elmhurst. Route 83 is roughly coterminous with Elmhurst's western boundary, separating it from the community of Villa Park. Butterfield Road (Route 56) is major east-west arterial located in the southern part of Elmhurst. Roosevelt Road (Route 38) is a major east-west arterial that serves as the southern boundary of Elmhurst. The accompanying map shows the locations of these key roadways that serve Elmhurst and this portion of the Chicago metropolitan area.

### Population Trends

Elmhurst is a mature residential community that grew rapidly in the decades following World War II. The 2000 Census reported a population of 42,762, a 1.7% increase from the 1990 total. Fueled by significant new multifamily development, Scan/US estimates Elmhurst's 2006 population to be 43,842, an increase of 2.5% from 2000. This estimate exceeds the conservative projection for 2030 made by the Northeastern Illinois Planning Commission (NIPC) in 2000. Significant population growth is also projected for Lombard, Addison and Oakbrook Terrace.

| POPULATION TRENDS |                    |                            |                                  |                       |                           |
|-------------------|--------------------|----------------------------|----------------------------------|-----------------------|---------------------------|
|                   | 2000<br>Population | Estimated<br>2006 Estimate | Estimated<br>2000-2006<br>Growth | % Change<br>2000-2006 | NIPC 2030<br>Projections* |
| Addison           | 35,914             | 37,914                     | 2,000                            | 5.57%                 | 38,561                    |
| <b>Elmhurst</b>   | <b>42,762</b>      | <b>43,842</b>              | <b>1,080</b>                     | <b>2.53%</b>          | <b>43,075</b>             |
| Lombard           | 42,322             | 44,618                     | 2,296                            | 5.43%                 | 50,618                    |
| Oak Brook         | 8,702              | 8,739                      | 37                               | 0.43%                 | 9,613                     |
| Oakbrook Terrace  | 2,300              | 2,730                      | 430                              | 18.70%                | 4,447                     |
| Villa Park        | 22,075             | 23,292                     | 1,217                            | 5.51%                 | 22,991                    |

*\*Made in 2000*

*Source: U.S. Census, Scan/US for estimates, and Northeastern Illinois Planning Commission for projections.*

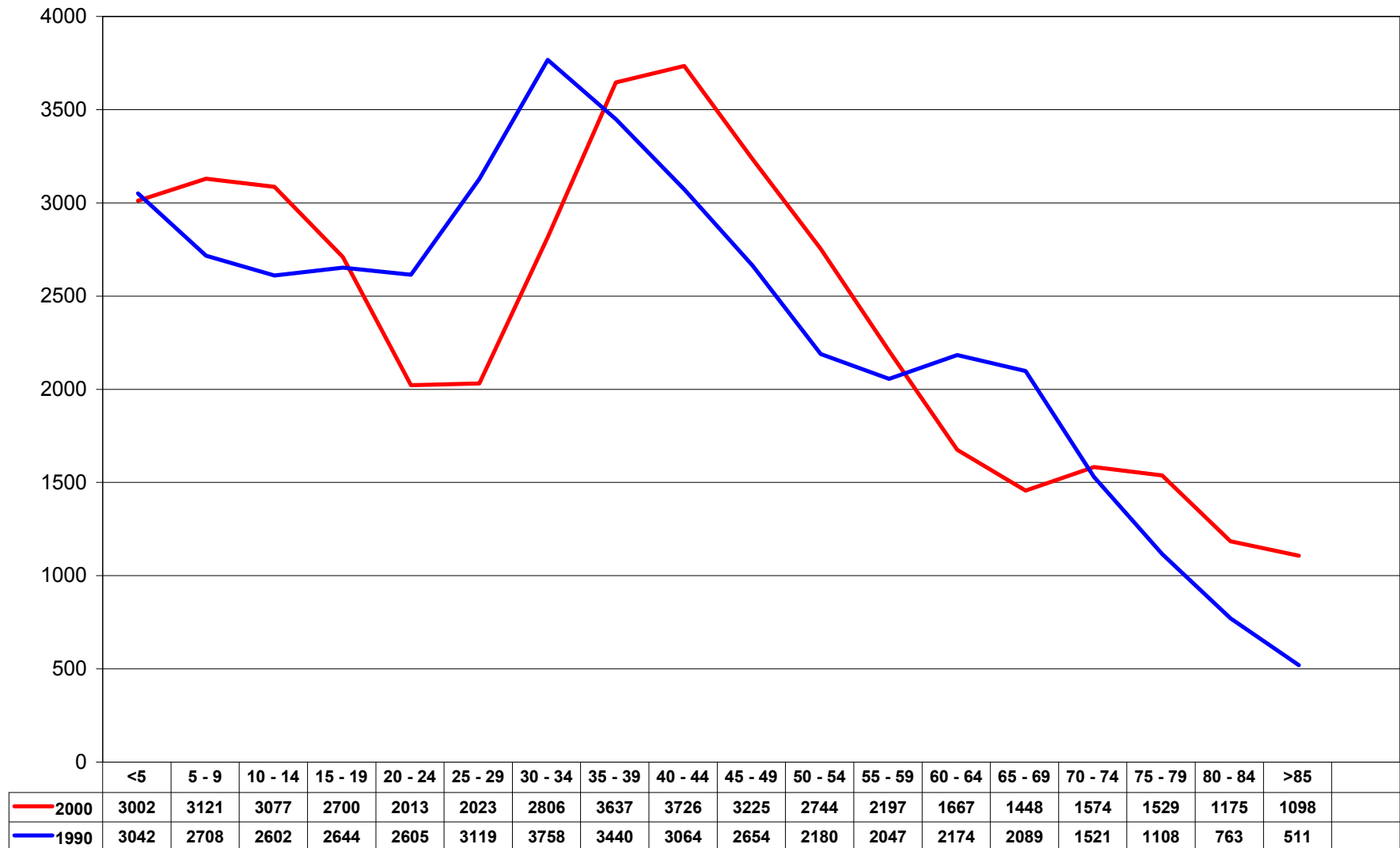
### Demographic Characteristics

The following table presents selected demographic characteristics from the 2000 Census for Elmhurst and DuPage County. Elmhurst can be characterized as a family-oriented community with an average household size of 2.6 persons. The population is predominantly white, with small percentages of Asian and Hispanic residents.

The age distribution graph on the following page illustrates a number of demographic shifts in the Elmhurst population from 1990 to 2000, including an increase in the number of school-aged children, the aging of the 35-59 cohort, a decrease in the number of 60 to 70 year olds, and an increase in older seniors.

| SELECT DEMOGRAPHIC AND HOUSEHOLD CHARACTERISTICS<br>2000 CENSUS |               |      |          |      |
|---|---------------|------|----------|------|
|   | DuPage County |      | Elmhurst |      |
| <b>Persons</b>  | 904,161       | 100% | 42,762   | 100% |
| <b>Hispanic or Latino</b>                                       | 81,366        | 9%   | 1,717    | 4%   |
| <b>Race</b>   |               |      |          |      |
| White alone   | 759,924       | 84%  | 39,940   | 93%  |
| Black or African American alone                                 | 27,600        | 3%   | 400      | 1%   |
| Asian alone   | 71,252        | 8%   | 1,568    | 4%   |
| <b>Households</b>   | 325,601       | 100% | 15,627   | 100% |
| Family Households   | 234,354       | 72%  | 11,233   | 72%  |
| Average HH Size   | 2.7           |      | 2.6      |      |
| Source: 2000 Census   |               |      |          |      |

### Elmhurst Population Distribution by Age





## Household Incomes

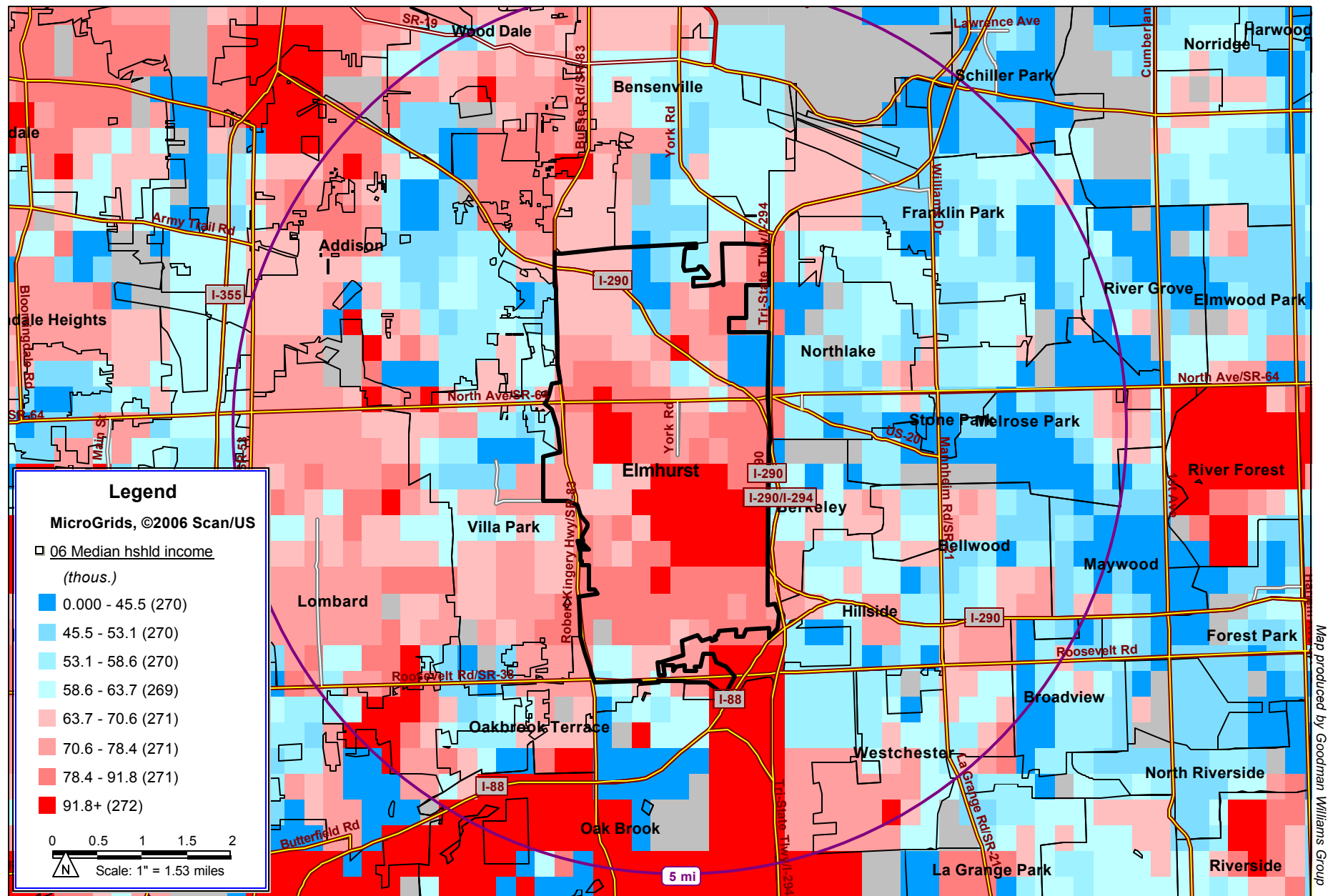
Elmhurst is a relatively affluent community, with an estimated median household income of \$78,281. As shown in the table below, 35.9% of Elmhurst households are estimated to have incomes above \$100,000. Only 11.3% of households have incomes below \$25,000.

| <b>2006 ESTIMATED HOUSEHOLD INCOMES<br/>ELMHURST</b> |                   |                |
|--|-------------------|----------------|
|  | <u>Households</u> | <u>Percent</u> |
| Less than \$15,000                                   | 881               | 5.3%           |
| \$15,000 to \$24,999                                 | 994               | 6.0%           |
| \$25,000 to \$34,999                                 | 957               | 5.8%           |
| \$35,000 to \$49,999                                 | 1,949             | 11.7%          |
| \$50,000 to \$74,999                                 | 3,173             | 19.1%          |
| \$75,000 to \$99,999                                 | 2,689             | 16.2%          |
| \$100,000 to \$149,999                               | 3,336             | 20.1%          |
| \$150,000 to \$249,999                               | 1,911             | 11.5%          |
| \$250,000 to \$499,999                               | 505               | 3.0%           |
| \$500,000 or more                                    | 218               | 1.3%           |
| Total  | 16,613            | 100.0%         |
| Median household income                              | \$78,281          |                |
| <u>Source: Claritas</u>                              |                   |                |

As shown on the following map, more middle-income households are found to the north of Elmhurst, in communities such as Northlake and Bensenville, adjacent to O'Hare. The communities located east of I-294 in western Cook County also do not have household incomes comparable to those in Elmhurst. Nor does Elmhurst's neighbor to the west, Villa Park. More of the high-income households in this part of the metropolitan area are found to the south and southwest of Elmhurst in the communities of Oak Brook, Oakbrook Terrace, and Glen Ellyn.

# Median Household Income

Scan/US, Inc.



04/06/07

## Metra Commuter Station

Metra's Union Pacific West Line provides commuter rail service between Geneva and Ogilvie Transportation Center in downtown Chicago, with a stop in downtown Elmhurst. According to Metra, weekday passenger boardings in 2002 averaged 1,785 riders, making it the busiest station along the route. There are 27 inbound trains and 28 outbound trains that stop at Elmhurst's Station each weekday. There are 10 inbound and 10 outbound trains on Saturdays and 9 inbound and 9 outbound trains on Sundays and holidays.

| <b>Metra's Union Pacific West Line<br/>Weekday Station Passenger Boardings Over Time</b> |               |               |               |               |               |
|--|---------------|---------------|---------------|---------------|---------------|
| <b>Station</b>   | <b>1993</b>   | <b>1995</b>   | <b>1997</b>   | <b>1999</b>   | <b>2002</b>   |
| Geneva   | 1,370         | 1,623         | 1,607         | 1,642         | 1,698         |
| West Chicago   | 495           | 520           | 518           | 499           | 585           |
| Winfield   | 540           | 495           | 538           | 538           | 449           |
| Wheaton  | 2,188         | 2,027         | 1,990         | 1,865         | 1,655         |
| College Ave.   | 970           | 1,031         | 973           | 981           | 840           |
| Glen Ellyn   | 1,948         | 1,844         | 1,949         | 1,889         | 1,665         |
| Lombard  | 1,261         | 1,211         | 1,285         | 1,269         | 1,213         |
| Villa Park   | 1,055         | 973           | 1,015         | 949           | 914           |
| <b>Elmhurst</b>  | <b>1,730</b>  | <b>1,768</b>  | <b>1,805</b>  | <b>1,776</b>  | <b>1,785</b>  |
| Berkeley   | 201           | 201           | 205           | 194           | 162           |
| Bellwood   | 205           | 173           | 196           | 205           | 221           |
| Melrose Park   | 166           | 168           | 117           | 149           | 109           |
| Maywood  | 117           | 132           | 95            | 84            | 93            |
| River Forest   | 327           | 407           | 375           | 406           | 390           |
| Oak Park   | 1,307         | 1,910         | 1,237         | 1,038         | 960           |
| Kedzie   | 42            | 32            | 44            | 18            | 36            |
| Ogilvie  | 12,758        | 13,299        | 12,770        | 12,383        | 11,594        |
| <b>Total UP-W</b>  | <b>26,680</b> | <b>27,814</b> | <b>26,719</b> | <b>25,885</b> | <b>24,369</b> |
| <b>Source: Metra</b>   |               |               |               |               |               |



### III. RESIDENTIAL MARKET OVERVIEW

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#### Characteristics of the Housing Stock

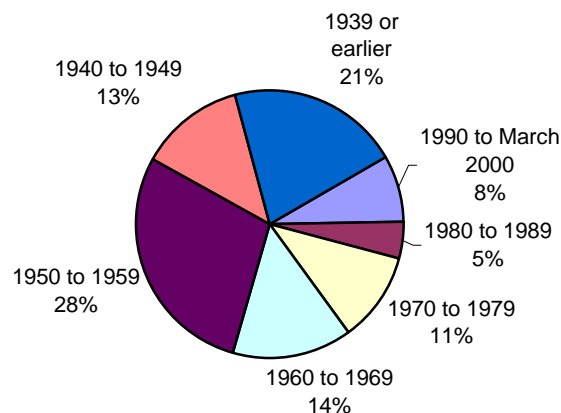
According to the 2000 Census, approximately 83% of Elmhurst's 15,627 occupied housing units were owner-occupied, with the majority of those units being single-family detached homes. Buildings with five or more units comprise 16.9% of Elmhurst's housing stock.

| PROFILE OF ELMHURST HOUSING STOCK |        |         |
|-----------------------------------|--------|---------|
|                                   | Number | Percent |
| Total Housing Units               | 16,252 |         |
| Occupied Units                    | 15,627 | 100.0%  |
| Owner-Occupied                    | 13,017 | 83.3%   |
| Renter-Occupied                   | 2,610  | 16.7%   |
| Single-Family Detached            | 12,564 | 77.3%   |
| Single-Family Attached            | 518    | 3.2%    |
| 2-4 Units                         | 406    | 2.5%    |
| 5 or More Units                   | 2,745  | 16.9%   |

Source: 2000 Census.

The housing stock in Elmhurst was built primarily prior to 1960, with 21% of the homes in the community built before 1939 and another 41% between 1940 and 1960. As shown in the chart below, this community has continued to see a fair amount of housing development in recent decades.

**Elmhurst Housing Stock By Year Constructed**



Source: 2000 Census



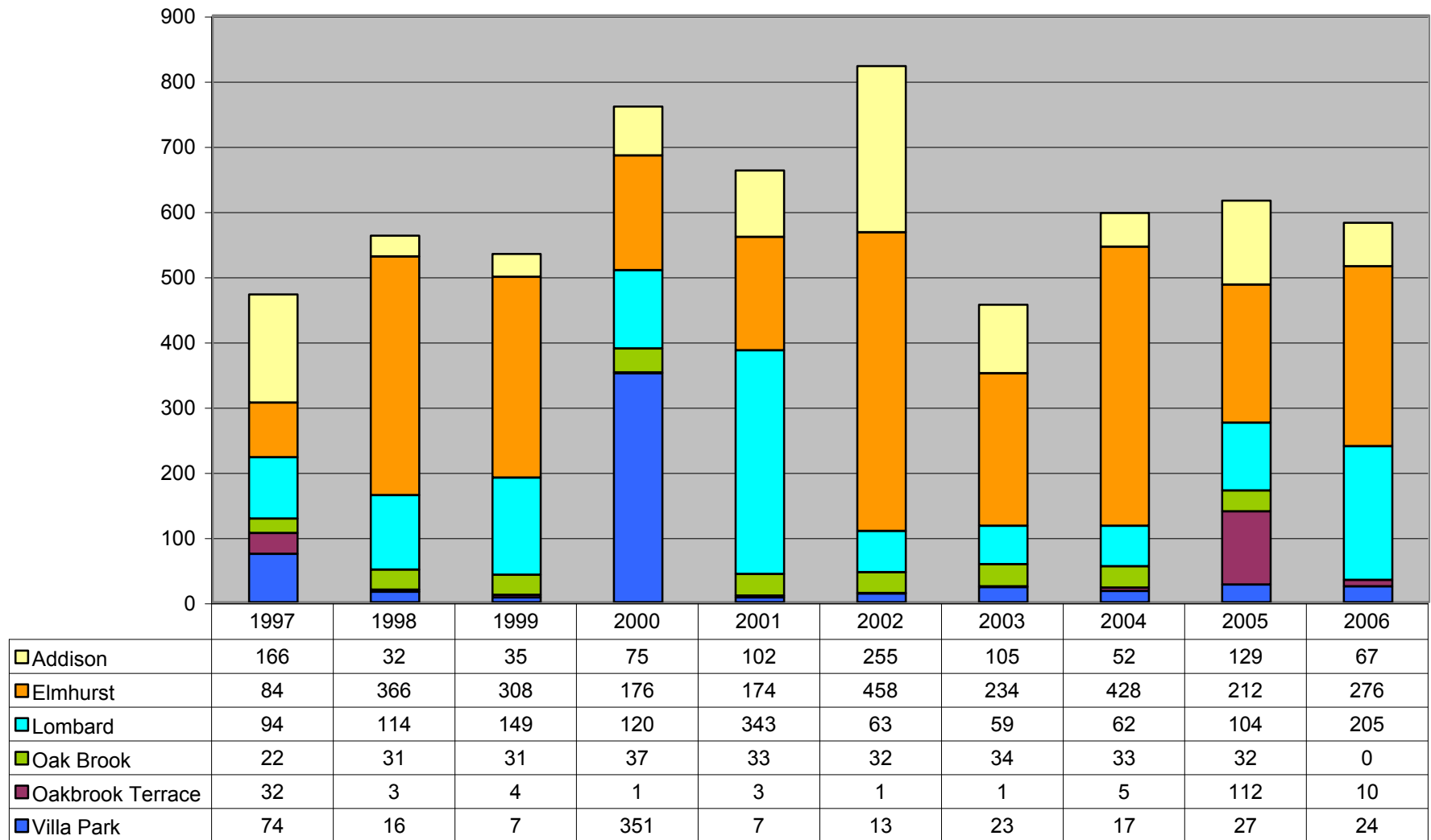
## Recent permit activity

The following table tracks permit activity from 1997 through 2006. Over this ten-year period, a total of 2,716 new units were permitted and presumably built, an annual average of 271.6 units per year. Eighty-six percent of the total units permitted were for single-family homes. As will be discussed later, many of the building permits for single-family homes represent replacement housing.

| <b>ELMHURST RESIDENTIAL BUILDING PERMITS</b> |  |   |                     |
|--|--|---|---------------------|
|  | <b><u>Single Family</u></b><br><b><u>Units</u></b> | <b><u>Multi Family</u></b><br><b><u>Units</u></b> | <b><u>Total</u></b> |
| 1997   | 84   | 0   | 84                  |
| 1998   | 198  | 168   | 366                 |
| 1999   | 254  | 54  | 308                 |
| 2000   | 152  | 24  | 176                 |
| 2001   | 174  | 0   | 174                 |
| 2002   | 458  | 0   | 458                 |
| 2003   | 234  | 0   | 234                 |
| 2004   | 305  | 123   | 428                 |
| 2005   | 212  | 0   | 212                 |
| 2006   | 252  | 24  | 276                 |
| <b>Total</b>                                 | <b>2,323</b>                                       | <b>393</b>  | <b>2,716</b>        |
| <b>Annual Average</b>                        | <b>232.3</b>                                       | <b>39.3</b>                                       | <b>271.6</b>        |
| Source: U.S. Census                          |  |   |                     |

As the chart on the following tables shows, Elmhurst has generally issued more permits, and therefore seen more development, than its neighboring communities over the last decade. Lombard, with an annual average of 131.3 permitted units, and Addison, with an average of 101.8 permitted units, have also seen significant residential development in the past decade.

## Permits Issued By Elmhurst and Surrounding Communities



Source: U.S. Census

Note: The permit data from the U.S. Census is not consistent with permit information obtained from the City of Elmhurst. For consistency sake, data from the Census was used for each community.

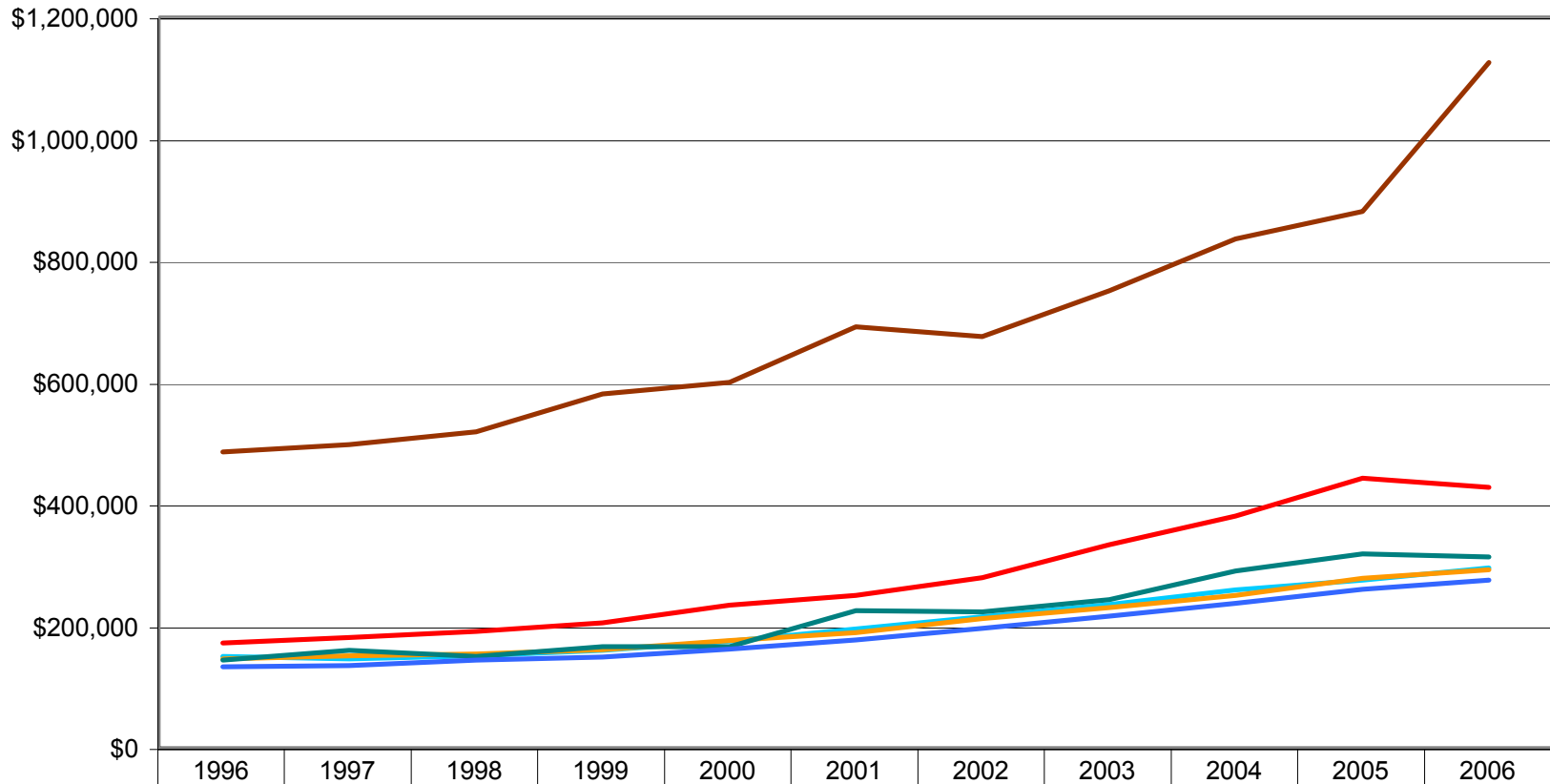
## Data from Multiple Listing Service

The tables on the following pages provide information compiled by the Multiple Listing Service of Northern Illinois, and include only homes sold by Realtors. In 2006, a total of 448 single-family detached homes were sold in Elmhurst, with a median price of \$427,000. These numbers reflect the larger slowdown in the national and regional housing markets. The 2006 median price in Elmhurst reflects a drop of 3.5% from the previous year, based on a 43 fewer sales. Elmhurst's median sales price for single family homes has been consistently higher than that of its neighboring communities with the exception of Oak Brook.

In 2006, the median sales price of single-family attached homes, a category that includes townhouses and condominiums, was \$258,000, a 5.3% increase over 2005. These median prices do not include new residential projects where units are being sold directly by the developer. Newly constructed units, particularly those built in downtown Elmhurst, have been selling for much higher prices. As shown on the accompanying table, the median price in Elmhurst has been higher than those of Addison, Lombard and Villa Park, but lower than those of Oak Brook and Oakbrook Terrace.

| ELMHURST RESIDENTIAL SALES: 2001-2005        |              |                           |              |                           |
|--|--------------|---------------------------|--------------|---------------------------|
| SF Detached                                  |              |                           | SF Attached  |                           |
| <u>Year</u>                                  | <u>Units</u> | <u>Median Sales Price</u> | <u>Units</u> | <u>Median Sales Price</u> |
| 2001   | 557          | \$250,000                 | 81           | \$150,000                 |
| 2002   | 624          | \$278,800                 | 100          | \$219,500                 |
| 2003   | 607          | \$333,000                 | 97           | \$229,000                 |
| 2004   | 559          | \$380,000                 | 95           | \$327,000                 |
| 2005   | 491          | \$442,500                 | 107          | \$245,000                 |
| 2006   | 448          | \$427,000                 | 83           | \$258,000                 |
| Total  | 3,286        |                           | 563          |                           |
| Annual Average                               | 548          |                           | 94           |                           |
| Source: Multiple Listing Service of Illinois |              |                           |              |                           |

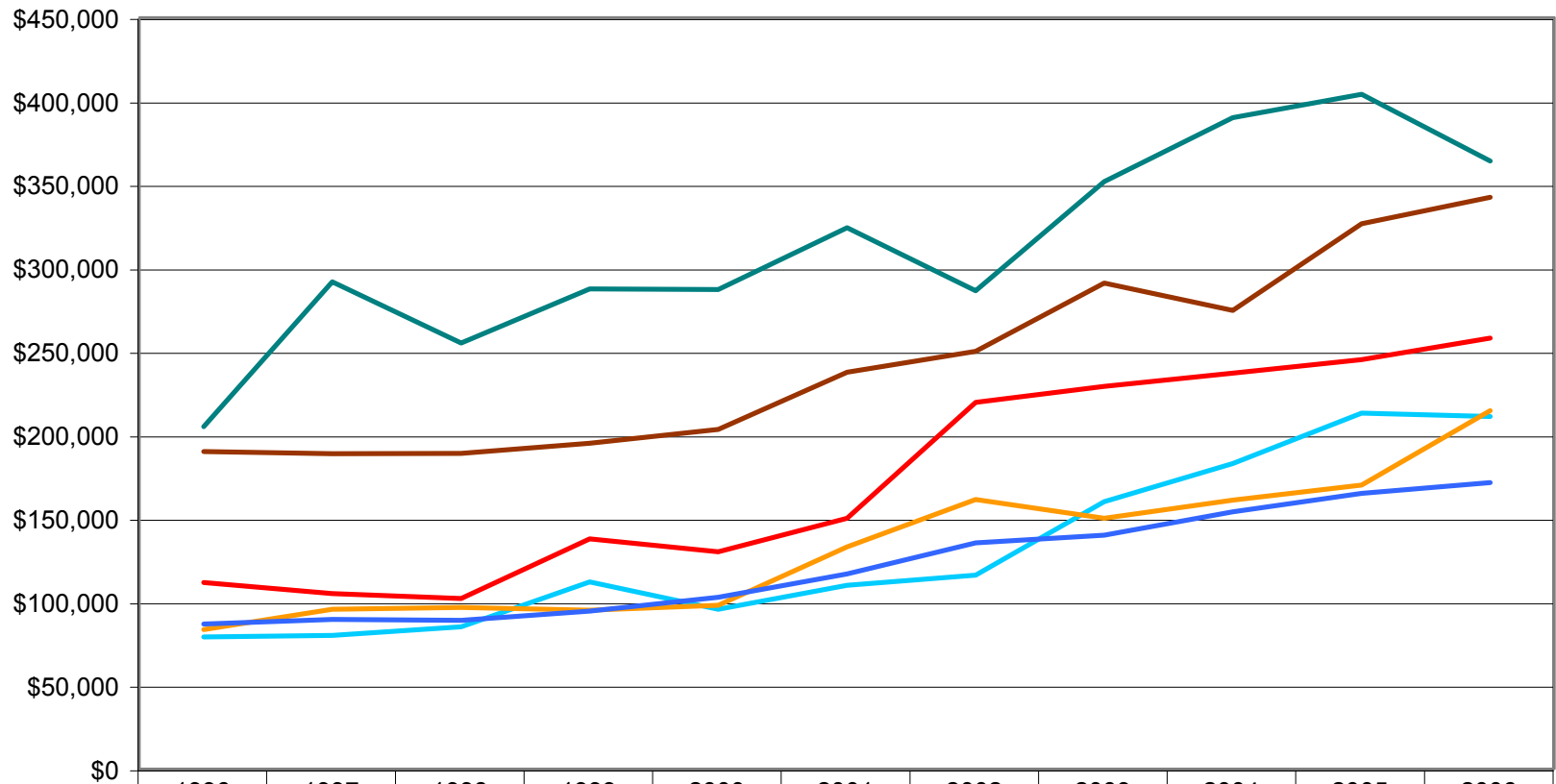
### Median Sales Price of Detached Residential Units



Source: Multiple Listing Service of Northern Illinois



### Median Sale Price of Attached Residential Units



|                  | 1996      | 1997      | 1998      | 1999      | 2000      | 2001      | 2002      | 2003      | 2004      | 2005      | 2006      |
|------------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|
| Addison          | \$79,000  | \$80,000  | \$85,000  | \$112,000 | \$95,500  | \$110,000 | \$115,950 | \$160,000 | \$182,900 | \$213,000 | \$211,000 |
| Elmhurst         | \$111,500 | \$105,000 | \$102,000 | \$137,750 | \$130,000 | \$150,000 | \$219,500 | \$229,000 | \$237,000 | \$245,000 | \$258,000 |
| Lombard          | \$83,500  | \$95,500  | \$96,750  | \$95,000  | \$98,000  | \$133,000 | \$161,341 | \$150,000 | \$161,000 | \$170,000 | \$214,500 |
| Oak Brook        | \$190,000 | \$188,750 | \$189,000 | \$195,000 | \$203,250 | \$237,500 | \$250,000 | \$291,000 | \$274,500 | \$326,500 | \$342,250 |
| Oakbrook Terrace | \$205,000 | \$291,650 | \$255,000 | \$287,500 | \$287,000 | \$324,000 | \$286,250 | \$351,750 | \$390,000 | \$404,000 | \$364,000 |
| Villa Park       | \$86,750  | \$89,500  | \$89,000  | \$94,500  | \$102,700 | \$116,750 | \$135,250 | \$140,000 | \$153,950 | \$165,000 | \$171,500 |

Source: Multiple Listing Service of Northern Illinois

## New Multifamily Residential Development

In the past fifteen years, Elmhurst has added 386 units to its downtown housing stock. Redevelopment began in the early 1990s with the development of two apartment rental projects. Development continued in the 2000s with condominium and townhouse developments that have been met with strong market acceptance. The following provides a brief summary of the residential projects recently built in downtown Elmhurst:

- Two rental apartment buildings were developed in downtown Elmhurst in the 1990s: ***Elmhurst Place***, a 90-unit high-rise developed in 1991 by Walsh Partners, and ***Charlestown Place***, a 20-unit building also developed by Walsh Partners in 1994.



Elmhurst Place



Charlestown Place

- ***Market Square*** was developed by Gammonley Group in 2001 on the west side of Addison, south of Third Street. This project included 48 condominium units and 26 townhomes.



Market Square

- **Park Elm**, a 24-unit condominium development, was built in 2001 by Homewerks Development Company at 111 Larch Street.
- **Museum Square**, a development with 43 condominium units and 13 townhomes was built in 2002 by Morningside Group and Teng Companies at Cottage Hill Avenue and Adeline Street.



Museum Square

- **Crescent Court**, located on York Street just south of the Metra Station, was developed by Morningside Group in 2005. The first phase of this project included 66 condominium units and sold out in just eight days. The second phase included 56 condominium units that were sold through a lottery within one month. The project included shared public parking, a public park extension of the downtown streetscape elements and adaptive reuse of the existing bank building.



Crescent Court

Other new residential developments in Elmhurst are described below.

- Elmhurst College is currently building a new residence hall behind the Hammerschmidt Chapel, which will be 85,000 square feet and will accommodate 170 beds in “semi-suite style” units. Occupancy is scheduled for Fall 2008.
- ***Emerald Towers at Essex Place*** is an 82-unit condominium complex by Hartz Construction located near Roosevelt Road in the southern portion of Elmhurst. The project has been developed in three phases of 24, 28, and 30 units. Marketing for the first phase began in March of 2000. Marketing of the units in the third phase continues, and as of February 2007, a total of 61 units have been sold with an average price of \$310,420.

## Senior Housing

There are currently five senior housing developments located in Elmhurst. As shown in the table below, these developments include 546 independent living units and 442 skilled nursing units. Two new senior developments are planned, but construction has not yet begun. ***Park Place*** is planned to be built on Euclid Avenue near Butterfield Road and will include 185 independent living units, 37 assisted units, 16 memory assisted units, and 32 skilled nursing beds. ***Elmhurst Pointe*** will offer 32 independent living units near Elmhurst’s City Centre at 111 West Third Street. ***Lexington Square***, an existing development, also has plans to add 85 assisted living units. These new units will bring Elmhurst’s total senior housing inventory to 763 independent living units, 138 assisted living units, and 474 skilled nursing beds.

| <b>Summary of Senior Housing in Elmhurst</b> |                           |                        |                               |
|--|---------------------------|------------------------|-------------------------------|
|  | <b>Unit Types</b>         |                        |                               |
|  | <b><u>Independent</u></b> | <b><u>Assisted</u></b> | <b><u>Skilled Nursing</u></b> |
| <b>Planned:</b>                              |                           |                        |                               |
| Park Place                                   | 185                       | 53                     | 32                            |
| Elmhurst Pointe                              | 32                        | 0                      | 0                             |
| Lexington Square                             | <u>0</u>                  | <u>85</u>              | <u>0</u>                      |
| Total Planned                                | 217                       | 138                    | 32                            |
| <b>Existing:</b>                             |                           |                        |                               |
| Lexington Square                             | 362                       | 0                      | 150                           |
| Elmbrook Centre                              | 0                         | 0                      | 180                           |
| Elmhurst Extended Care                       | 0                         | 0                      | 112                           |
| Greencastle                                  | 80                        | 0                      | 0                             |
| Liberty Village                              | <u>104</u>                | <u>0</u>               | <u>0</u>                      |
| Total Existing                               | 546                       | 0                      | 442                           |
| <b>TOTAL:</b>                                | <b>763</b>                | <b>138</b>             | <b>474</b>                    |
| <b>Source: City of Elmhurst</b>              |                           |                        |                               |



## Single-Family Replacement

The City of Elmhurst has issued a total of 1,180 residential demolition permits in the past six years. Most of these are for obsolete or smaller single family homes that are being replaced with larger homes.

| <b>Demolition Permits By Year</b> |                |
|-----------------------------------|----------------|
| <b>Year</b>                       | <b>Permits</b> |
| 2000                              | 135            |
| 2001                              | 113            |
| 2002                              | 151            |
| 2003                              | 206            |
| 2004                              | 256            |
| 2005                              | 179            |
| 2006                              | 140            |
| Total                             | 1,180          |
| Source: City of Elmhurst          |                |

## Residential Conclusions and Opportunities

Elmhurst has a number of impressive assets that will continue to make it a desirable community in which to live, including quality schools, outstanding recreational and cultural opportunities, and a central location within the Chicago metropolitan area. Notwithstanding the current softness in the housing market, the availability of appropriate sites and regulatory restrictions, rather than lack of market support, will be the biggest constraints to new residential development in Elmhurst over the next decade. Opportunities exist for a variety of housing types, including single-family detached homes, townhomes, and multifamily units, as discussed below.

**Single-Family Homes.** Unless undeveloped properties in unincorporated areas are annexed or significant industrial parcels are rezoned, large-scale new single-family residential subdivisions in the community are unlikely. New homes will continue to be built on individual lots, oftentimes replacing smaller, less functional homes. Over the past 10 years, Elmhurst has permitted an annual average of 232 new single-family homes. Development of new single-family homes, accompanied by demolition of older homes, is likely to continue, although the pace can be expected to slow over the next ten years.

**Townhomes.** Attached townhomes are a sought-after housing type in desirable communities such as Elmhurst where single-family home prices are high. Townhomes can serve as a useful buffer between single-family neighborhoods and commercial development while providing more variety in the housing stock. This type of residential product is a popular choice for younger households with few or no children. Typical densities for high-end townhomes in suburban Chicago are 12 - 15 units per acre. In Elmhurst, demand for townhomes remains strong and numerous townhome developments could be supported if appropriate sites become available.

**Multifamily Housing.** Elmhurst's new multifamily developments have generally met with strong market acceptance. Buyers typically include households in the 55 to 74 age category who own a home in the community and may be looking to downsize. Younger households, typically made up of one or two wage-earners and no children, have also been attracted to the downtown area, given its transit options and commercial amenities. These developments can be single-use residential buildings or mixed-use buildings with residential units above ground-floor commercial. Over the course of the next ten years, some of this housing demand may be satisfied by rental buildings, depending on development economics.

**Senior Housing.** Developers recognized that Elmhurst has a shortage of senior housing options in the community, and have responded with a variety of new projects that will add 217 independent units and 138 assisted-living units. It is very likely that these new units will satisfy demand for this product in the foreseeable future. However, some new units may be added over a ten-year period.

The following table summarizes potential residential market opportunities in Elmhurst over the next ten years.

| <b>POTENTIAL RESIDENTIAL DEVELOPMENT OPPORTUNITIES</b> |                                 |                                 |
|--|---------------------------------|---------------------------------|
| <u>Housing Type</u>                                    | <u>Annual Average<br/>Units</u> | <u>Ten-Year<br/>Total Units</u> |
| Single-Family  | 100                             | 1,000                           |
| Net New Single Family                                  | 5                               | 50                              |
| Townhome   | 20                              | 200                             |
| Multifamily  | 25                              | 250                             |
| Senior Housing   | 5                               | 50                              |
| Source: Goodman Williams Group.                        |                                 |                                 |

## IV. RETAIL MARKET OVERVIEW

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### Retail Concentrations in Elmhurst

Elmhurst has a Downtown commercial area, known as City Centre, as well as two smaller commercial nodes located along the Illinois Prairie Path (Spring Road and the York/Vallette area). Other community-scale shopping centers are located along Route 83 at the western end of the City and in the southern portion of Elmhurst near Butterfield and York. Commercial uses also extend along York Street north of North Avenue. The following paragraphs briefly describe these commercial areas.

**City Centre** stretches along York Road and Addison Street between North Avenue (IL Rte 64) on the north and Church Street on the south. Major retailers include a Jewel-Osco, CVS Pharmacy, Walgreen's, Ace Hardware, and approximately 222 specialty retailers and service businesses. Nearly 40 restaurants, coffee shops, and other food establishments offer a variety of dining options. The renovated York Theatre and the 14-lane Lucky Strike bowling alley are among the entertainment options. A summary table of the types of businesses in Elmhurst City Centre appears on the following page.

The City of Elmhurst has recently released a request for proposals for a site known as the Hahn Street Project. The site is comprised of 2.72 acres on Hahn Street between Addison Avenue and York Street. The city is seeking a mixed-use, destination-oriented development that includes a public parking deck, retail, and public open space.

The intersection of **Vallette and York Streets** is a neighborhood-serving commercial district with a variety of free-standing establishments and smaller strip shopping centers. Some sites appear to be under-utilized. Most of the businesses are located south of the Illinois Prairie Path, a former railroad right-of-way now used for recreational purposes.

**The Spring Road business district** is anchored by several well-established restaurants and other local retail and service businesses.

**Elmhurst Crossing** is a community shopping center located at Route 83 and St. Charles Road. It has approximately 350,000 square feet of retail space and is anchored by a Sears Essentials, Dominick's, and Kohl's. Other stores in this center include Pier 1 and Petco. The City of Elmhurst participated in the development of this center by contributing city-owned property and establishing a Tax Increment Financing (TIF) district.

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**SUMMARY OF ELMHURST CITY CENTRE BUSINESSES BY CATEGORY**

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| <b><u>Category</u></b>                         | <b><u>No. of<br/>Establishments</u></b> | <b><u>Percent of<br/>Total</u></b> |
|--|---|------------------------------------|
| Professional Service                           | 35                                      | 12.6%                              |
| Medical/Dental                                 | 40                                      | 14.4%                              |
| Miscellaneous Services                         | 33                                      | 11.9%                              |
| Financial Institution                          | 6                                       | 2.2%                               |
| Cleaners/Tailors                               | 7                                       | 2.5%                               |
| Hair Salon/Spa                                 | 30                                      | 10.8%                              |
| Public Building                                | 5                                       | 1.8%                               |
| Non-profit Organization                        | 7                                       | 2.5%                               |
| Automotive                                     | <u>5</u>                                | <u>1.8%</u>                        |
| <b><i>Subtotal: Services</i></b>               | <b>168</b>                              | <b>60.6%</b>                       |
| Gift/Specialty                                 | 25                                      | 9.0%                               |
| Specialty Food/Drink                           | 4                                       | 1.4%                               |
| Clothing/Accessories                           | 10                                      | 3.6%                               |
| Jewelry  | 3                                       | 1.1%                               |
| Home Improvement                               | 4                                       | 1.4%                               |
| Home Furnishings                               | 7                                       | 2.5%                               |
| Pharmacy                                       | 3                                       | 1.1%                               |
| Grocery/Convenience                            | <u>2</u>                                | <u>0.7%</u>                        |
| <b><i>Subtotal: Retail</i></b>                 | <b>58</b>                               | <b>20.9%</b>                       |
| Restaurant                                     | 40                                      | 14.4%                              |
| Museum/Cultural Attraction/School              | 9                                       | 3.2%                               |
| Entertainment/Recreation                       | <u>2</u>                                | <u>0.7%</u>                        |
| <b><i>Subtotal: Cultural/Entertainment</i></b> | <b>51</b>                               | <b>18.4%</b>                       |
| <b>Total</b>                                   | <b>277</b>                              | <b>100.0%</b>                      |

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Source: Elmhurst City Centre and Goodman Williams Group

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**Route 83 at North Avenue** is a major intersection with five restaurants, a furniture store, a banquet hall and a Courtyard by Marriott. Additional retail space is currently under development, and more retail opportunities may exist; however, floodplain restrictions on the west side of Route 83 in this area significantly limit future redevelopment opportunities.

At the intersection of **Butterfield Road and York Street** near the Elmhurst Memorial Center for Health, are several shopping centers with tenants that include Jewel Food Store, Ace Hardware, and a handful of smaller retailers and restaurants.

Commercial development also extends along **North York Street** north of City Centre, with a variety of strip centers and service businesses. As will be demonstrated, a cluster of car dealerships located along Lake Street and Grand Avenue contribute significantly to the City's tax base.

### **Competitive Retail Environment**

To identify additional retail opportunities within Elmhurst, it is necessary to understand the competitive environment and identify the major retail concentrations where residents of Elmhurst and adjacent communities typically shop. The locations of the major shopping centers and free-standing big-box retailers in this market are shown on the accompanying map and are discussed below.

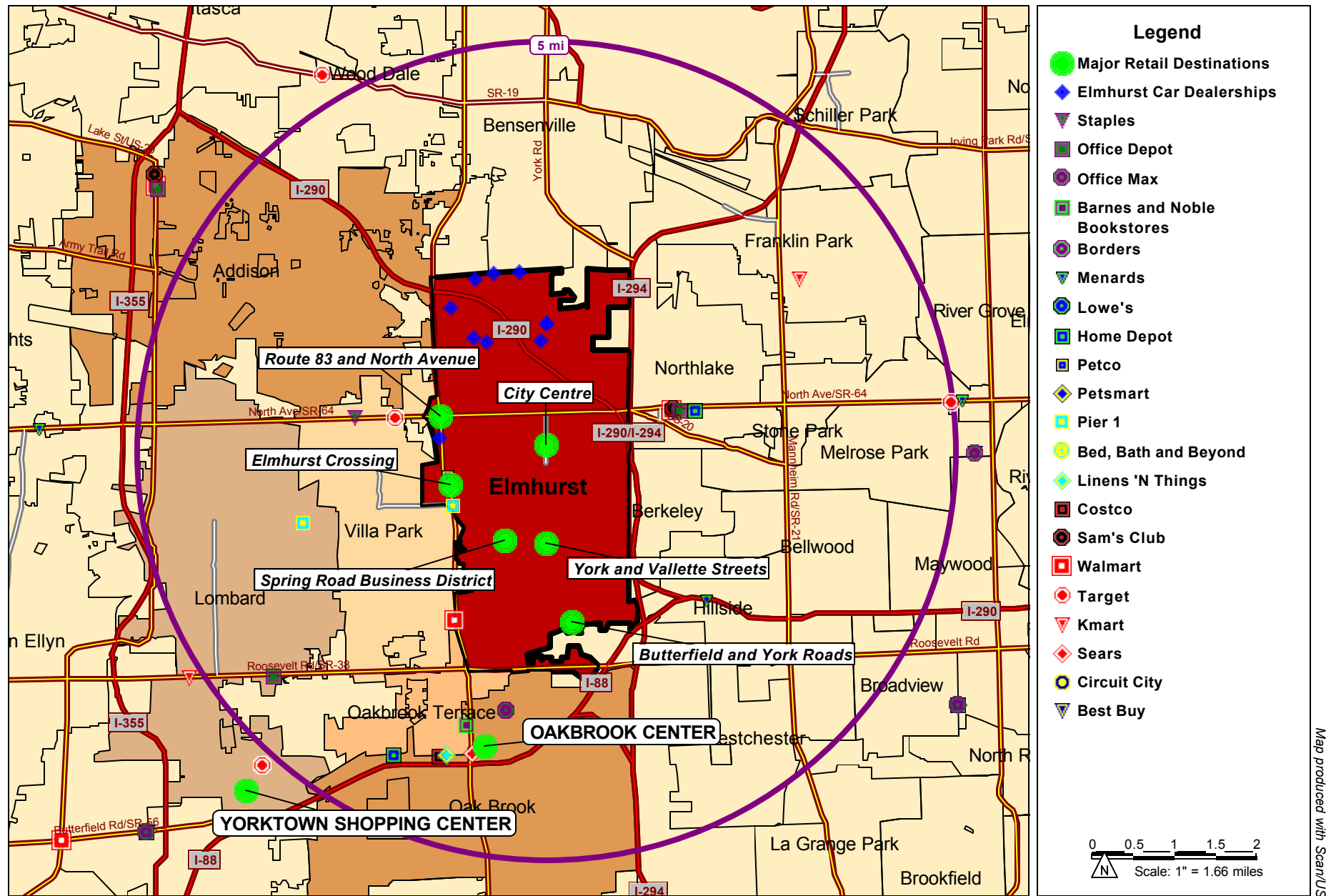
**Oakbrook Center** is one of the most successful regional malls in the Chicago market. It is located less than four miles south of downtown Elmhurst at the intersection of Route 83 and 22<sup>nd</sup> Street. First constructed in 1962, Oakbrook Center has undergone several expansions and renovations, and now contains nearly 1.4 million square feet of gross leaseable area. Its anchors include Lord & Taylor, Macy's, Neiman Marcus, Nordstrom, Bloomingdales Home Store, and Sears. In late 2000, Oakbrook Center changed owners, as Rodamco North American NV, a Dutch company, acquired Oakbrook Center's previous owner, Chicago-based Urban Shopping Centers Inc. In 2004, General Growth Properties acquired a half-interest in the mall and took over management responsibilities.

**Yorktown Mall**, another major regional center with 1.7 million square feet of retail space, is located three miles west of Oakbrook Center at the intersection of Highland Avenue and Butterfield Road in Lombard. Yorktown is anchored by Carson Pirie Scott, JC Penney, Von Maur, and Target, and serves a more middle-market clientele than Oakbrook Center. The mall is currently undergoing a major redevelopment that includes the addition of The Shops on Butterfield, a 200,000-square-foot lifestyle center. This new addition is currently under construction and is expected to open in 2007.

Other concentrations of large format retailers can be found off of I-88 in Oak Brook just north of Oakbrook Center; on **Butterfield Road** in Lombard and Downers Grove; on North Avenue in Villa Park and Northlake; and on **Roosevelt Road** in Lombard, Villa Park and Oakbrook Terrace. A number of retailers are also located on **Lake Street** in Addison. Table 7 lists a complete inventory of the major retailers found at these and other locations.

# Competitive Retail Environment

Scan/US, Inc.



03/30/07

## RETAILERS BY CATEGORY

| <u>Retail Category</u>                | <u>Store Name</u> | <u>Address</u>                | <u>Distance (mi)*</u> |
|---------------------------------------|-------------------|-------------------------------|-----------------------|
| <b>Discount Department Stores</b>     |                   |                               |                       |
|                                       | Kmart             | 10205 Grand Ave               | Franklin Park 3.7     |
|                                       | Kmart             | 345 W Roosevelt Road          | Lombard 5.1           |
|                                       | Sears             | 265 S Route 83                | Elmhurst 1.2          |
|                                       | Sears             | 2 Oakbrook Center             | Oak Brook 3.8         |
|                                       | Target            | 50 E North Avenue             | Villa Park 1.9        |
|                                       | Target            | 850 W North Ave               | Melrose Park 4.9      |
|                                       | Target            | 60 Yorktown Shopping Center   | Lombard 5.1           |
|                                       | Target            | 401 Irving Park Rd            | Wood Dale 5.4         |
|                                       | Target            | 800 Broadview Village Square  | Broadview 5.9         |
|                                       | Wal-Mart          | 137 W North Avenue            | North Lake 1.6        |
|                                       | Wal-Mart          | 900 S Route 83                | Villa Park 2.4        |
|                                       | Wal-Mart          | 1050 N Rohlwing Road          | Addison 5.7           |
| <b>Warehouse Clubs</b>                |                   |                               |                       |
|                                       | Sam's Club        | 141 W North Avenue            | Northlake 1.7         |
|                                       | Sam's Club        | 1006 Rohlwing Road            | Addison 5.8           |
|                                       | Costco            | 1901 W 22nd Street            | Oak Brook 4.0         |
| <b>Electronics Stores</b>             |                   |                               |                       |
|                                       | Best Buy          | 1334 Winston Plaza            | Melrose Park 5.2      |
|                                       | Best Buy          | 1038 N Rohlwing Road          | Addison 5.7           |
|                                       | Best Buy          | 1432 Butterfield Road         | Downers Grove 6.7     |
|                                       | Circuit City      | 2900 Highland Avenue          | Downers Grove 5.8     |
| <b>Home Accessories and Furniture</b> |                   |                               |                       |
|                                       | Linens N Things   | 17 W 22nd Street              | Oakbrook Terrace 3.9  |
|                                       | Bed Bath & Beyond | 1548 Butterfield Road         | Downers Grove 6.7     |
|                                       | Pier 1 Imports    | 355 S Route 83                | Elmhurst 1.3          |
|                                       | Pier 1 Imports    | 2830 S Highland Aveue         | Lombard 3.1           |
| <b>Pet Supplies</b>                   |                   |                               |                       |
|                                       | Petco             | 199 S Route 83                | Elmhurst 1.3          |
|                                       | PETsMART          | 500 Broadview Village Square  | Broadview 5.8         |
|                                       | PETsMART          | 1550 Butterfield Rd           | Downers Grove 6.7     |
| <b>Home Improvement Stores</b>        |                   |                               |                       |
|                                       | Home Depot        | 37 W North                    | Northlake 1.8         |
|                                       | Home Depot        | 17w734 22nd Street            | Oakbrook Terrace 4.1  |
|                                       | Home Depot        | 700 Broadview Village Square  | Broadview 5.9         |
|                                       | Home Depot        | 2000 Butterfield Road         | Downers Grove 6.7     |
|                                       | Menards           | 101 N Wolf Road #4            | Hillside 2.7          |
|                                       | Menards           | 8311 W. North Ave             | Melrose Park 5.1      |
|                                       | Menards           | 521 E. North Ave              | Glendale Heights 6.2  |
| <b>Book Stores</b>                    |                   |                               |                       |
|                                       | Barnes & Noble    | 1 S 550 Route 83              | Oakbrook Terrace 3.1  |
|                                       | Borders           | 1500 16th Street, Suite D     | Oak Brook 3.2         |
| <b>Office Supply Stores</b>           |                   |                               |                       |
|                                       | Office Depot      | 53 W North Avenue             | Northlake 1.7         |
|                                       | Office Depot      | 511 E Roosevelt Road          | Lombard 4.3           |
|                                       | Office Depot      | 1020 N Rohlwing Road          | Addison 5.7           |
|                                       | Office Depot      | 120 Ogden Avenue              | Downers Grove 6.8     |
|                                       | Office Max        | 1500 16th Street, Suite C     | Oak Brook 3.2         |
|                                       | Office Max        | 1060 Winston Plaza            | Melrose Park 5.2      |
|                                       | Office Max        | 1000 Broadbiew Village Square | Broadview 5.9         |
|                                       | Office Max        | 1516A Butterfield Road        | Downers Grove 6.8     |
|                                       | Staples           | 304 W North Ave               | Villa Park 2.4        |

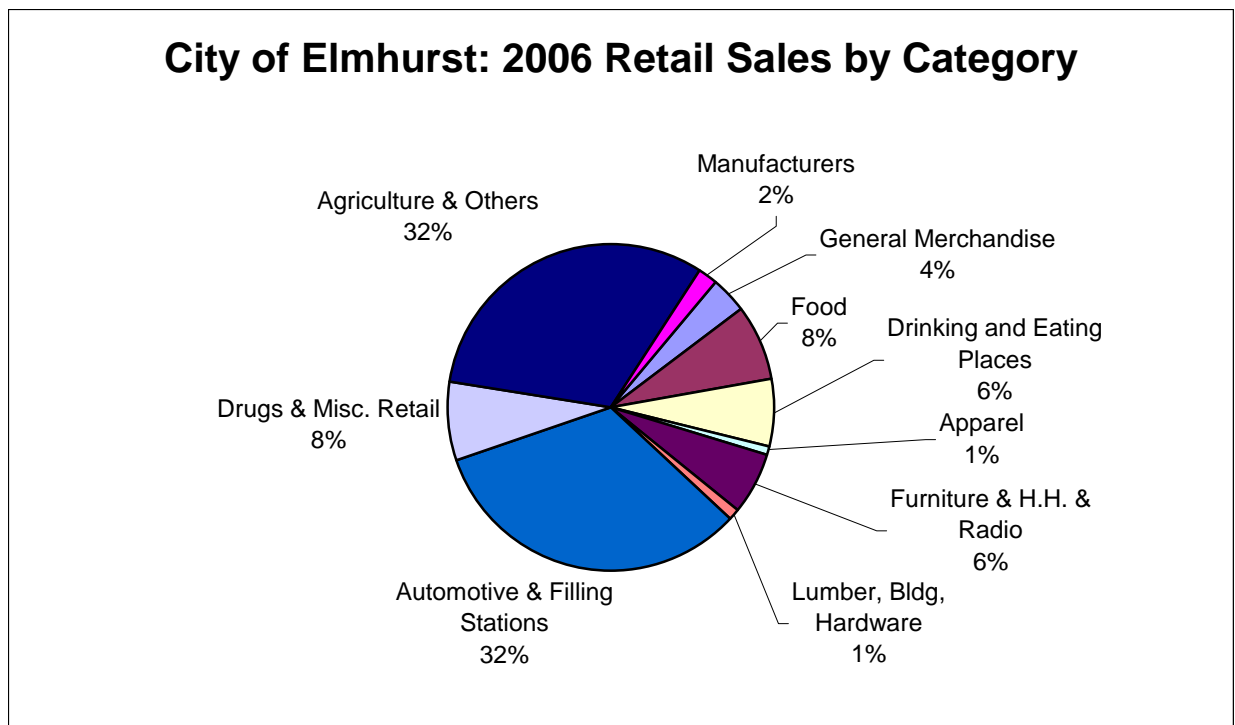
\*Distance from 1st and York in Downtown Elmhurst

Sources: Goodman Williams Group based on information from retailers' web sites and Shopping Center Directory.

## Trends in Retail Sales Tax Receipts

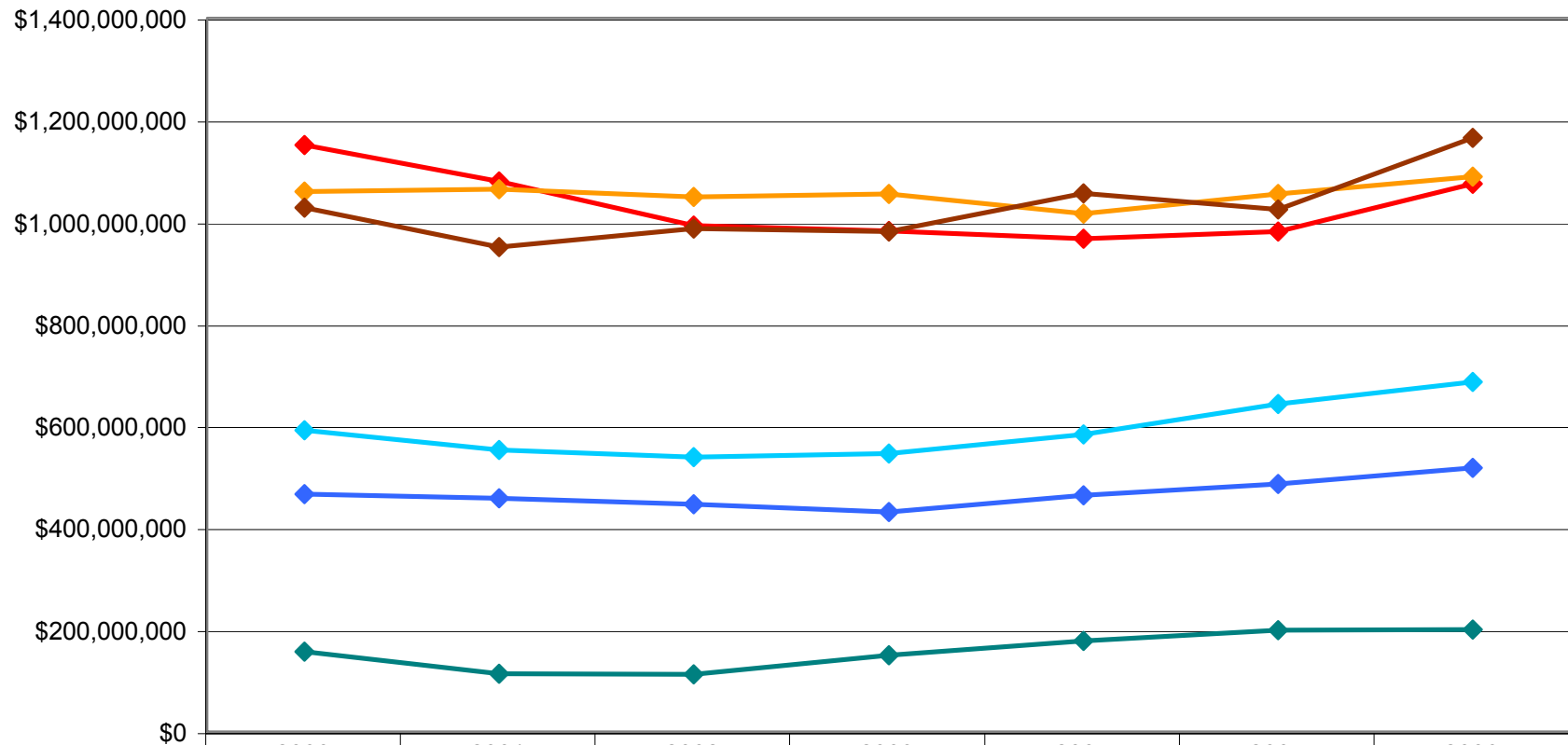
The graph on the following page shows taxable retail sales from 2000 through 2006 for the communities of Addison, Elmhurst, Lombard, Oak Brook, Oakbrook Terrace, and Villa Park. Oak Brook, Lombard, and Elmhurst all generated more than \$1 billion in taxable retail sales in 2006. Elmhurst's cluster of car dealerships, rather than a regional mall, is responsible for the community's high level of sales tax revenue.

The financial impact of the automobile dealerships in Elmhurst is revealed when 2006 taxable retail sales for the city are broken down by category. As shown in the pie chart below, the Automotive and Filling Stations category comprises 32% of the total taxable retail sales in the community.





### ANNUAL TAXABLE RETAIL SALES



|                  | 2000            | 2001            | 2002            | 2003            | 2004            | 2005            | 2006            |
|------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| Addison          | \$590,706,736   | \$552,251,387   | \$538,009,577   | \$545,846,264   | \$583,407,823   | \$642,458,111   | \$685,488,364   |
| Elmhurst         | \$1,150,458,407 | \$1,079,647,036 | \$992,578,208   | \$981,858,698   | \$966,945,667   | \$981,171,739   | \$1,074,003,752 |
| Lombard          | \$1,059,448,288 | \$1,063,566,536 | \$1,049,352,736 | \$1,054,180,542 | \$1,016,484,525 | \$1,055,095,808 | \$1,088,865,350 |
| Oak Brook        | \$1,027,340,915 | \$951,029,305   | \$986,789,805   | \$980,931,364   | \$1,055,797,522 | \$1,024,245,149 | \$1,164,957,187 |
| Oakbrook Terrace | \$156,952,774   | \$113,932,664   | \$112,845,747   | \$149,711,832   | \$178,285,883   | \$199,183,057   | \$200,623,830   |
| Villa Park       | \$466,142,693   | \$458,274,295   | \$445,640,114   | \$430,794,179   | \$463,835,436   | \$486,082,652   | \$516,894,124   |

Source: Illinois Department of Revenue

## **Retail Analysis**

To determine the potential for additional retail development in Elmhurst, we first performed an opportunity (or gap) analysis, which compares the expenditure potential and retail sales estimates within a specified area. For this exercise, we used the City of Elmhurst as our market area. The estimates were provided by Claritas, a data firm used by many national retailers.

The expenditure potential figures are based on estimates of what households typically spend for various types of retail items, using sources such as the Consumer Expenditure Survey. These estimates of demand are then compared to retail sales estimates (the supply).

If the expenditure potential exceeds the sales estimates in a particular category, dollars are being “leaked” to other communities, indicating a potential opportunity for additional retail development that can capture those dollars. When the opposite is true, and sales estimates exceed expenditure potential, the existing stores in that category are attracting patrons from outside the community. While additional retail developments are still possible in that case, it is indicative of a more competitive market, and new projects would have to be carefully analyzed relative to the competition and the business strategies of individual retailers.

A summary of this retail opportunity analysis is shown on the following page. Claritas’ more detailed analysis is contained in the Addenda to this report. The retail categories where the gap numbers appear in black indicate more expenditure potential than sales, and thus potential opportunity to capture dollars that are being leaked. The red numbers indicate a surplus of sales.

## Retail Opportunity Analysis for the City of Elmhurst

|   | City of Elmhurst                         |                                 |                                     |
|---|--|---------------------------------|-------------------------------------|
|   | <u>Demand</u><br>(Expenditure Potential) | <u>Supply</u><br>(Retail Sales) | <u>Opportunity</u><br>(Gap/Surplus) |
| Total Retail Sales<br>(Incl Eating & Drinking Places) | 840,129,112                              | 1,074,534,653                   | (234,405,541)                       |
| Motor Vehicle and Parts Dealers                       | 152,046,762                              | 508,168,912                     | (356,122,150)                       |
| Furniture and Home Furnishings                        | 25,970,540                               | 28,581,250                      | (2,610,710)                         |
| Electronics and Appliance                             | 21,371,966                               | 13,952,169                      | 7,419,797                           |
| Building Material, Garden Equip                       | 102,926,068                              | 139,264,710                     | (36,338,642)                        |
| Food and Beverage                                     | 92,136,696                               | 116,174,269                     | (24,037,573)                        |
| Health and Personal Care                              | 40,413,363                               | 36,056,050                      | 4,357,313                           |
| Gasoline Stations                                     | 77,893,516                               | 34,004,275                      | 43,889,241                          |
| Clothing and Clothing Accessories                     | 44,088,026                               | 13,657,330                      | 30,430,696                          |
| Sporting Goods, Hobby, Book, Music                    | 17,218,859                               | 22,071,270                      | (4,852,411)                         |
| Sportng Goods, Hobby, Musical Inst                    | 11,617,739                               | 15,217,312                      | (3,599,573)                         |
| Book, Periodical and Music                            | 5,601,120                                | 6,853,958                       | (1,252,838)                         |
| General Merchandise                                   | 105,759,353                              | 66,335,301                      | 39,424,052                          |
| Miscellaneous Store Retailers                         | 23,292,869                               | 23,197,225                      | 95,644                              |
| Florists  | 1,794,810                                | 3,394,159                       | (1,599,349)                         |
| Office Supplies, Stationery, Gift                     | 9,690,545                                | 10,434,496                      | (743,951)                           |
| Used Merchandise                                      | 2,077,958                                | 1,161,327                       | 916,631                             |
| Other Miscellaneous Store Retailers                   | 9,729,556                                | 8,207,243                       | 1,522,313                           |
| NonStore Retailers                                    | 53,626,274                               | 15,469,476                      | 38,156,798                          |
| Foodservice and Drinking Places                       | 83,384,820                               | 57,602,416                      | 25,782,404                          |
| FullService Restaurants                               | 37,729,644                               | 14,444,474                      | 23,285,170                          |
| LimitedService Eating Places                          | 34,731,236                               | 34,564,126                      | 167,110                             |
| Special Foodservices                                  | 6,945,434                                | 7,299,624                       | (354,190)                           |
| Drinking Places Alcoholic Beverages                   | 3,978,506                                | 1,294,192                       | 2,684,314                           |

### 2006 Demographics

|                         |          |
|-------------------------|----------|
| Population              | 44,945   |
| Households              | 16,613   |
| Median Household Income | \$78,281 |

Claritas' RMP data is derived from two major sources of information. The demand data is derived from the Consumer Expenditure Survey (CE Survey), which is fielded by the U.S. Bureau of Labor Statistics (BLS). The supply data is derived from the Census of Retail Trade (CRT), which is made available by the U.S. Census.

The difference between demand and supply represents the opportunity gap or surplus available for each retail outlet in the specified reporting geography. When the demand is greater than (less than) the supply, there is an opportunity gap (surplus) for that retail outlet. For example, a positive value signifies an opportunity gap, while a negative value signifies a surplus.

Source: Goodman Williams Group based on data from Claritas, Inc.

While overall sales in Elmhurst exceed the expenditure potential, the following categories might represent opportunities for additional retail development:

- ***Electronics and Appliance.*** A retailer such as Best Buy might find this market appealing, although the \$7.4 million “opportunity” is not sufficient in and of itself to support a new 30,000 to 45,000-square-foot store. The nearest Best Buy is located in Melrose Park, just over five miles from Elmhurst’s City Centre.
- ***Clothing and Clothing Accessories.*** While this category shows more than \$30 million in leakage, national retailers that are located in Oakbrook Center would be unlikely to open a store in Elmhurst. Typically, mall tenants have prohibitions in their leases that restrict the opening of new stores within a five-mile radius. That restriction, however, would have no effect on the ability or interest of smaller locally owned, independent apparel and accessory stores from opening in Elmhurst.
- ***General Merchandise.*** This category includes both traditional department stores as well as discounters like Target and Meijer. Although no traditional department stores would locate in Elmhurst, given its proximity to Oakbrook Center, it is possible that a discounter might find this market attractive if an appropriate site were identified. Target has a store on North Avenue in Villa Park, which serves the Elmhurst market, but other discount department stores might be interested. A Meijer, for example, typically contains 175,000 – 225,000 square feet and would need a site of approximately 20 acres.
- ***Foodservice and Drinking Places.*** The Full Service Restaurant portion of this category shows an opportunity of \$23.3 million. If we assume a healthy \$400 per square foot in sales, this excess expenditure potential could theoretically support more than 58,000 square feet of additional restaurant space. While this calculation seems aggressive, it is likely that Elmhurst could support a number of new restaurants to serve area residents, workers, and students.

## **Retail Conclusions and Opportunities**

In recent years, the city’s economic development staff has done an admirable job of enhancing the variety of retail and service offerings in City Centre. New restaurants and specialty retailers serve the growing downtown population, other Elmhurst residents, students, workers and visitors. Efforts to recruit and assist business should continue in City Centre as well as in the Vallette and York, and Spring Road business districts. Focus should be on independent or regional retailers in the following categories:



- Restaurants
- Specialty food and beverage
- Gifts and specialty items
- Toys and hobbies
- Home improvement and accessories
- Apparel and accessories

Some of the older strip centers in the York and Vallette area, as well as on North York, could benefit from physical enhancements, such as façade improvements, better signage, and more landscaping, as well as selective re-tenanting. On underutilized parcels, where appropriate, consideration should be given to redevelopment scenarios that include mixed-use buildings or townhouse developments.

If larger sites can be assembled on one or more of the City's visible, well-trafficked commercial arteries, Elmhurst could support several additional large-format retailers, particularly in the electronics and discount department store categories. Careful planning will be needed to ensure that this type of development does not negatively impact surrounding neighborhoods.

Given the importance of the automobile dealerships to Elmhurst's financial health, continued attention should be given to this sector of the retail base. Meeting the needs of the dealerships and their customers will help ensure their on-going success.

The following table summarizes potential retail market opportunities in Elmhurst over the next ten years. The square footage estimates represent net new retail space in the City, not the total square footage of retail activity.

| <b>POTENTIAL RETAIL MARKET OPPORTUNITIES</b> |   |   |
|--|---|---|
| <u>Category</u>                              | <u>Annual Average<br/>(Square Feet)</u> | <u>Ten-Year Total<br/>(Square Feet)</u> |
| Big Box - Electronics                        | -                                       | 45,000                                  |
| Big-Box - Discount Dept.                     | -                                       | 225,000                                 |
| Smaller Format Retail                        | 10,000                                  | 100,000                                 |
| Restaurant                                   | 5,000                                   | 50,000                                  |
| Services                                     | 5,000                                   | 50,000                                  |
| <u>Source: Goodman Williams Group</u>        |   |   |

## V. OFFICE AND INDUSTRIAL MARKET OVERVIEW

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### Overview of Elmhurst Employers

DuPage County is one of the major employment centers in the Chicago region, with large-scale office developments, distribution centers, and regional malls located along the major Interstates. Elmhurst has an employment base of more than 28,000 private-sector jobs. In addition, Elmhurst residents benefit from their proximity to major employment centers located elsewhere in the County. As shown on the following table, the largest sources of private-sector employment in the community are in the Health Services and Wholesale Trade categories. Manufacturing comprises 9.1% of the total.

| <b>2006 PRIVATE SECTOR EMPLOYMENT IN ELMHURST AND DUPAGE COUNTY</b> |                                   |                |                                |                |
|---|-----------------------------------|----------------|--------------------------------|----------------|
|   | <u>City of</u><br><u>Elmhurst</u> | <u>Percent</u> | <u>DuPage</u><br><u>County</u> | <u>Percent</u> |
| ALL INDUSTRIES BY NAICS CATEGORIES                                  | 28,169                            | 100.0%         | 533,701                        | 100.0%         |
| MANUFACTURING (31-33)   | 2,569                             | 9.1%           | 58,878                         | 11.0%          |
| WHOLESALE TRADE (42)  | 3,886                             | 13.8%          | 52,027                         | 9.7%           |
| RETAIL TRADE (44-45)  | 2,292                             | 8.1%           | 68,734                         | 12.9%          |
| TRANSPORTATION & WAREHOUSING (48-49)                                | 624                               | 2.2%           | 22,897                         | 4.3%           |
| INFORMATION (51)  | 1,233                             | 4.4%           | 13,226                         | 2.5%           |
| FINANCE & INSURANCE (52)  | 966                               | 3.4%           | 35,630                         | 6.7%           |
| REAL ESTATE & RENTAL & LEASING (53)                                 | 696                               | 2.5%           | 10,304                         | 1.9%           |
| PROFESSIONAL, SCIENTIFIC & TECH. SVCS. (54)                         | 1,937                             | 6.9%           | 48,134                         | 9.0%           |
| MNGMT. OF COMPANIES & ENTERPRISES (55)                              | 1,011                             | 3.6%           | 15,892                         | 3.0%           |
| ADMIN. & SUP. & WASTE MGMT. & REMED. SVCS. (56)                     | 775                               | 2.8%           | 52,521                         | 9.8%           |
| EDUCATIONAL SERVICES (61)   | 773                               | 2.7%           | 10,729                         | 2.0%           |
| HEALTH CARE & SOCIAL ASSISTANCE (62)                                | 5,940                             | 21.1%          | 45,623                         | 8.5%           |
| ARTS, ENTERTAINMENT & RECREATION (71)                               | 119                               | 0.4%           | 5,255                          | 1.0%           |
| ACCOMMODATIONS & FOOD SERVICES (72)                                 | 1,733                             | 6.2%           | 39,114                         | 7.3%           |
| OTHER SERVICES (except PUBLIC ADMIN.) (81)                          | 1,147                             | 4.1%           | 20,054                         | 3.8%           |

Source: Illinois Bureau of Employment Security.

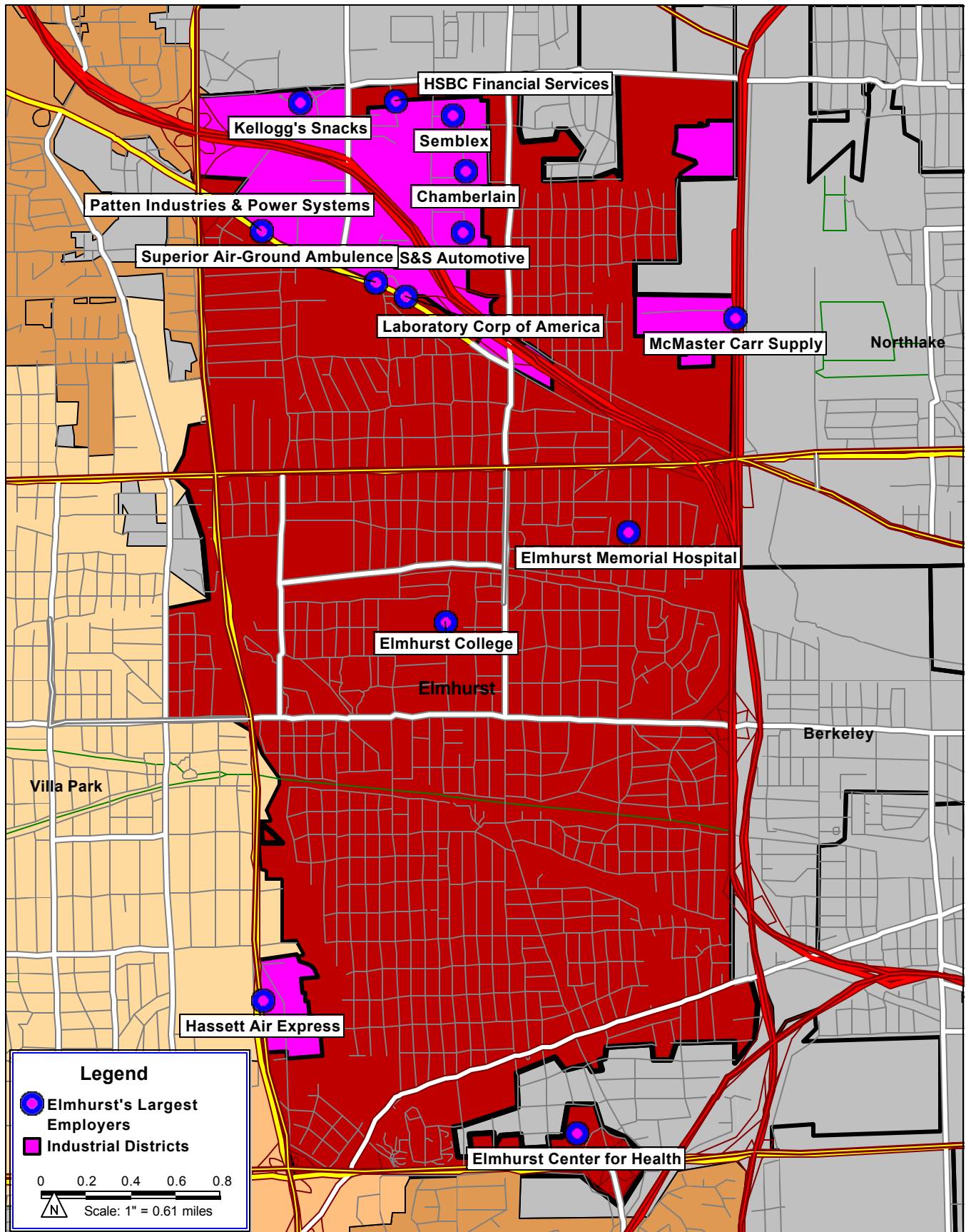
The following table lists the employers in Elmhurst with more than 200 workers. Topping the list is Elmhurst Memorial Hospital, which is planning to build a new hospital facility on the grounds of the Elmhurst Memorial Center for Health on South York Road near Roosevelt Road. It is anticipated that the existing hospital facility at 200 North Berteau Avenue will continue to be used for medical purposes, although a residential redevelopment of the site would be possible from a market standpoint.

| <b>MAJOR EMPLOYERS IN ELMHURST</b>   |                         |                            |
|--|-------------------------|----------------------------|
| <u>Employer</u>  | <u>Address</u>          | <u>Number of Employees</u> |
| Elmhurst Memorial Hospital   | 200 N Berteau Avenue    | 2,400                      |
| HSBC Financial Services  | 961 Weigel Drive        | 1,800                      |
| McMaster Carr Supply   | 600 County Line Road    | 850                        |
| Patten Industries & Power Systems  | 635 / 615 W Lake Street | 800                        |
| Elmhurst College   | 190 S Prospect Avenue   | 500                        |
| Chamberlain  | 845 N Larch Avenue      | 330                        |
| Hassett Air Express  | 877 S Rte 83            | 300                        |
| S & S Automotive, Inc  | 740 N Larch             | 300                        |
| Laboratory Corp of America   | 321 W Lake Street       | 250                        |
| Superior Air-Ground Ambulance  | 395 W Lake Street       | 250                        |
| Semplex  | 199 W Diversey Avenue   | 225                        |
| Kellogg's Snacks   | 545 W Lamont Road       | 200                        |
| <u>Source: Illinois Department of Commerce and Economic Opportunity &amp; Illinois Services Directory 2006</u> |                         |                            |

Elmhurst College, one of the City's other major institutions, is also moving forward with expansion plans. In addition to building residence halls, the 2007 Master Plan includes an overhaul of the Science Center and a new performing arts center.

As shown on the following map, most of the remaining large employers are concentrated in the industrial area north of Lake Street and west of York Street.

# Largest Employers in Elmhurst



Map produced by Goodman Williams Group



## Lake and Grand Industrial Area

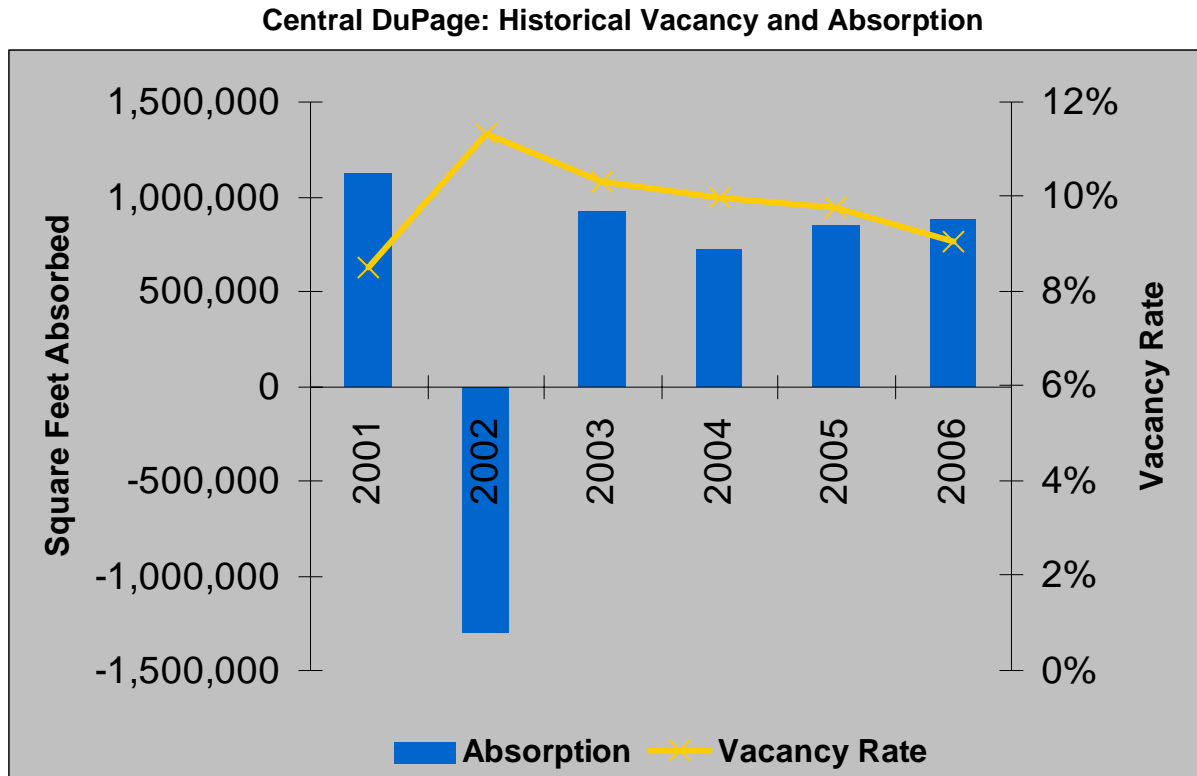
Elmhurst has a base of smaller industrial and office buildings, most of which are located north of Lake Street and west of York Street. This area is not developed or organized as a cohesive industrial park; rather, it is a collection of tenant- and owner-occupied buildings involved in light manufacturing and service businesses. These companies enjoy the advantages of proximity to the expressway system, O'Hare airport, a large and diverse labor pool, as well as several hotels.

Many of the industrial buildings in this area were built in the 1970s. While not state-of-the-art with regard to ceiling heights and building systems, they are, for the most part, functional and well maintained. Most of the buildings are 15,000 to 40,000 square feet in size. Typical rental rates are \$5.50 to \$7.00 per square foot on a net basis (exclusive of taxes and operating expenses). These 1970s-era buildings are typically priced at \$60 to \$80 per square foot. The following table provides a current sample of industrial space available for lease in Elmhurst.

| ELMHURST AVAILABLE INDUSTRIAL SPACE |                             |                              |                   |                   |
|-------------------------------------|-----------------------------|------------------------------|-------------------|-------------------|
| <u>Property Name</u>                | <u>Space Available (SF)</u> | <u>Rental Rate (SF/Year)</u> | <u>Lease Type</u> | <u>Year Built</u> |
| 1000 N County Line Rd               | 50,000-250,000              | \$7.25                       | NNN               | 2007              |
| 474-506 Wrightwood                  | 2,850-3,218                 | \$8.75-8.86                  | G                 | 1972              |
| 475-539 Wrightwood                  | 2,134-2,275                 | \$8.75-9.28                  | G                 | 1973              |
| 727 N Church Road                   | 13,984                      | \$12.50                      | NNN               | 1978              |
| 736-776 Industrial Drive            | 2,400-10,800                | \$7.50-8.25                  | G                 | N/A               |
| 770 N Church Road                   | 1,645-2,237                 | \$11-\$11.50                 | IG/MG             | 1988              |
| 857 Larch Avenue                    | 37,330                      | \$5.50                       | NNN               | N/A               |
| 867 Addison Road                    | 1,300                       | \$12.00                      | MG                | N/A               |
| 934 N Church Road                   | 25,000                      | \$5.95                       | NNN               | 1978              |
| 940 Industrial Drive                | 32,000                      | \$5.35                       | NNN               | 1970              |
| Source: LoopNet                     |                             |                              |                   |                   |

## Industrial Market Trends

Industrial buildings in Elmhurst are a desirable commodity for smaller users. The vacancy rate in Elmhurst is estimated to be less than 5%, well below that of the larger Central DuPage market. Historical data from Colliers, Bennett & Kahnweiler (CBK) shows that while the vacancy rate has been falling in Central DuPage County, it currently stands at 9.1%. Overall, the entire Chicago industrial market has a reported vacancy rate of 8.8%



Source: Colliers, Bennett & Kahnweiler

## Office and Industrial Conclusions and Opportunities

The cluster of businesses in the Lake and Grand industrial area are an important economic engine for Elmhurst, boosting the tax base and bringing employees into the community. It provides a place for smaller businesses seeking comparatively affordable and flexible space in an outstanding location. The types of tenants located here—primarily small manufacturing, distribution, and service companies—are appropriate in this setting, and demand for space in these buildings should remain high for the foreseeable future.

As appropriate, attention should be paid to any unmet infrastructure needs in this area. Non-conforming uses, or those that do not contribute to the business environment, should be eliminated over time. Thought should be given to “branding” and marketing this area as the Elmhurst Business Park. Most of the future development activity will involve building replacement and upgrading. There is not likely to be a significant net addition to the square footage within this area.

### **Local-Serving Office Market**

In addition to the office uses located in the industrial area, a number of professional businesses are located in City Centre and other commercial corridors in Elmhurst. These office users typically serve the local population and include:

- Medical and dental professionals
- Financial institutions
- Attorneys and accountants
- Insurance and real estate companies
- Educational support
- Non-profit organizations

These firms may occupy small, freestanding office buildings or space in mixed-use buildings. A significant increase in the demand for office space in Elmhurst over the next decade is unlikely, particularly if the growing space requirements of Elmhurst Memorial Hospital and Elmhurst College can be met within their respective campus expansions. There will, however, be some net increase in office space to serve residents and local businesses. Over a ten-year period, we estimate net new demand for office space of approximately 75,000 square feet, or 7,500 on an annual basis.

## ADDENDA

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## Retail Opportunity Analysis for the City of Elmhurst

|   | City of Elmhurst                        |                             |                               |
|---|---|-----------------------------|-------------------------------|
|   | Demand<br>(Consumer<br>Expenditures \$) | Supply<br>(Retail Sales \$) | Opportunity<br>Gap/Surplus \$ |
| Total Retail Sales<br>(Incl Eating & Drinking Places) | 840,129,112                             | 1,074,534,653               | (234,405,541)                 |
| Motor Vehicle and Parts Dealers                       | 152,046,762                             | 508,168,912                 | (356,122,150)                 |
| Automotive Dealers                                    | 127,333,289                             | 491,845,193                 | (364,511,904)                 |
| Other Motor Vehicle Dealers                           | 12,282,002                              | 2,296,116                   | 9,985,886                     |
| Automotive Parts/Accsrs, Tire                         | 12,431,471                              | 14,027,603                  | (1,596,132)                   |
| Furniture and Home Furnishings                        | 25,970,540                              | 28,581,250                  | (2,610,710)                   |
| Furniture   | 13,634,020                              | 14,925,512                  | (1,291,492)                   |
| Home Furnishing                                       | 12,336,520                              | 13,655,738                  | (1,319,218)                   |
| Electronics and Appliance                             | 21,371,966                              | 13,952,169                  | 7,419,797                     |
| Appliances, TVs, Electronics                          | 16,044,358                              | 13,181,890                  | 2,862,468                     |
| Household Appliances                                  | 3,679,974                               | 3,066,462                   | 613,512                       |
| Radio, Television, Electronics                        | 12,364,384                              | 10,115,428                  | 2,248,956                     |
| Computer and Software                                 | 4,422,391                               | 770,279                     | 3,652,112                     |
| Camera and Photographic Equipment                     | 905,217                                 |                             | 905,217                       |
| Building Material, Garden Equip                       | 102,926,068                             | 139,264,710                 | (36,338,642)                  |
| Building Material and Supply Dealers                  | 93,530,082                              | 137,838,804                 | (44,308,722)                  |
| Home Centers  | 36,706,316                              |                             | 36,706,316                    |
| Paint and Wallpaper                                   | 2,575,886                               | 2,452,777                   | 123,109                       |
| Hardware  | 7,058,776                               | 6,351,671                   | 707,105                       |
| Other Building Materials Dealers                      | 47,189,104                              | 129,034,356                 | (81,845,252)                  |
| Building Materials, Lumberyards                       | 16,551,348                              | 44,002,157                  | (27,450,809)                  |
| Lawn, Garden Equipment, Supplies                      | 9,395,986                               | 1,425,906                   | 7,970,080                     |
| Outdoor Power Equipment                               | 1,356,403                               |                             | 1,356,403                     |
| Nursery and Garden Centers                            | 8,039,583                               | 1,425,906                   | 6,613,677                     |
| Food and Beverage                                     | 92,136,696                              | 116,174,269                 | (24,037,573)                  |
| Grocery   | 82,994,580                              | 106,724,194                 | (23,729,614)                  |
| Supermarkets, Grocery (Ex Conv)                       | 78,790,051                              | 103,573,271                 | (24,783,220)                  |
| Convenience   | 4,204,529                               | 3,150,923                   | 1,053,606                     |
| Specialty Food  | 2,763,035                               | 1,991,518                   | 771,517                       |
| Beer, Wine and Liquor                                 | 6,379,081                               | 7,458,557                   | (1,079,476)                   |
| Health and Personal Care                              | 40,413,363                              | 36,056,050                  | 4,357,313                     |
| Pharmancies and Drug                                  | 34,491,232                              | 33,147,018                  | 1,344,214                     |
| Cosmetics, Beauty Supplies, Perfume                   | 1,448,010                               | 1,456,965                   | (8,955)                       |
| Optical Goods   | 1,924,650                               | 109,401                     | 1,815,249                     |
| Other Health and Personal Care                        | 2,549,471                               | 1,342,666                   | 1,206,805                     |
| Gasoline Stations                                     | 77,893,516                              | 34,004,275                  | 43,889,241                    |
| Gasoline Stations With Conv                           | 58,590,424                              | 27,929,825                  | 30,660,599                    |
| Other Gasoline Stations                               | 19,303,092                              | 6,074,450                   | 13,228,642                    |

## Retail Opportunity Analysis for the City of Elmhurst

|                                     | City of Elmhurst                        |                             |                               |
|-------------------------------------|---|-----------------------------|-------------------------------|
|                                     | Demand<br>(Consumer<br>Expenditures \$) | Supply<br>(Retail Sales \$) | Opportunity<br>Gap/Surplus \$ |
| Clothing and Clothing Accessories   | 44,088,026                              | 13,657,330                  | 30,430,696                    |
| Clothing                            | 30,960,964                              | 5,386,800                   | 25,574,164                    |
| Men's Clothing                      | 1,942,121                               | 836,771                     | 1,105,350                     |
| Women's Clothing                    | 8,014,073                               | 2,668,251                   | 5,345,822                     |
| Childrens, Infants Clothing         | 1,634,738                               | 582,613                     | 1,052,125                     |
| Family Clothing                     | 16,488,445                              | 428,582                     | 16,059,863                    |
| Clothing Accessories                | 818,350                                 | 649,741                     | 168,609                       |
| Other Clothing                      | 2,063,237                               | 220,842                     | 1,842,395                     |
| Shoe                                | 5,357,014                               | 3,173,038                   | 2,183,976                     |
| Jewelry, Luggage, Leather Goods     | 7,770,048                               | 5,097,492                   | 2,672,556                     |
| Jewelry                             | 7,217,083                               | 5,097,492                   | 2,119,591                     |
| Luggage and Leather Goods           | 552,965                                 |                             | 552,965                       |
| Sporting Goods, Hobby, Book, Music  | 17,218,859                              | 22,071,270                  | (4,852,411)                   |
| Sportng Goods, Hobby, Musical Inst  | 11,617,739                              | 15,217,312                  | (3,599,573)                   |
| Sporting Goods                      | 5,844,102                               | 4,182,687                   | 1,661,415                     |
| Hobby, Toys and Games               | 3,745,189                               | 6,734,037                   | (2,988,848)                   |
| Sew/Needlework/Piece Goods          | 908,918                                 | 362,243                     | 546,675                       |
| Musical Instrument and Supplies     | 1,119,530                               | 3,938,345                   | (2,818,815)                   |
| Book, Periodical and Music          | 5,601,120                               | 6,853,958                   | (1,252,838)                   |
| Book and News Dealers               | 4,008,159                               | 6,061,125                   | (2,052,966)                   |
| Book                                | 3,808,277                               | 5,170,460                   | (1,362,183)                   |
| News Dealers and Newsstands         | 199,882                                 | 890,665                     | (690,783)                     |
| Prerecorded Tapes, CDs, Record      | 1,592,961                               | 792,833                     | 800,128                       |
| General Merchandise                 | 105,759,353                             | 66,335,301                  | 39,424,052                    |
| Department Stores Excl Leased Depts | 51,492,702                              | 65,001,645                  | (13,508,943)                  |
| Other General Merchandise           | 54,266,651                              | 1,333,656                   | 52,932,995                    |
| Warehouse Clubs                     | 45,927,667                              |                             | 45,927,667                    |
| All Other General Merchandise       | 8,338,984                               | 1,333,656                   | 7,005,328                     |
| Miscellaneous Store Retailers       | 23,292,869                              | 23,197,225                  | 95,644                        |
| Florists                            | 1,794,810                               | 3,394,159                   | (1,599,349)                   |
| Office Supplies, Stationery, Gift   | 9,690,545                               | 10,434,496                  | (743,951)                     |
| Office Supplies and Stationery      | 5,419,636                               | 7,441,596                   | (2,021,960)                   |
| Gift, Novelty and Souvenir          | 4,270,909                               | 2,992,900                   | 1,278,009                     |
| Used Merchandise                    | 2,077,958                               | 1,161,327                   | 916,631                       |
| Other Miscellaneous Store Retailers | 9,729,556                               | 8,207,243                   | 1,522,313                     |
| NonStore Retailers                  | 53,626,274                              | 15,469,476                  | 38,156,798                    |
| Electronic Shopping, MailOrder      | 38,578,024                              | 8,259,488                   | 30,318,536                    |
| Vending Machine Operators           | 2,006,779                               | 2,713,002                   | (706,223)                     |
| Direct Selling Establishments       | 13,041,471                              | 4,496,986                   | 8,544,485                     |

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**Retail Opportunity Analysis for the City of Elmhurst**

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|                                     | City of Elmhurst                        |                             |                               |
|-------------------------------------|---|-----------------------------|-------------------------------|
|                                     | Demand<br>(Consumer<br>Expenditures \$) | Supply<br>(Retail Sales \$) | Opportunity<br>Gap/Surplus \$ |
| Foodservice and Drinking Places     | 83,384,820                              | 57,602,416                  | 25,782,404                    |
| FullService Restaurants             | 37,729,644                              | 14,444,474                  | 23,285,170                    |
| LimitedService Eating Places        | 34,731,236                              | 34,564,126                  | 167,110                       |
| Special Foodservices                | 6,945,434                               | 7,299,624                   | (354,190)                     |
| Drinking Places Alcoholic Beverages | 3,978,506                               | 1,294,192                   | 2,684,314                     |

**2006 Demographics**

|                         |          |
|-------------------------|----------|
| Population              | 44,945   |
| Households              | 16,613   |
| Average Household Size  | 2.6      |
| Median Household Income | \$78,281 |

Claritas' RMP data is derived from two major sources of information. The demand data is derived from the Consumer Expenditure Survey (CE Survey), which is fielded by the U.S. Bureau of Labor Statistics (BLS). The supply data is derived from the Census Survey (CE Survey), which is fielded by the U.S. Bureau of Labor Statistics (BLS). The supply data is derived from the Census of Retail Trade (CRT), which is made available by the U.S. Census.

The difference between demand and supply represents the opportunity gap or surplus available for each retail outlet in the specified reporting geography. When the demand is greater than (less than) the supply, there is an opportunity gap (surplus) for that retail outlet. For example, a positive value signifies an opportunity gap, while a negative value signifies a surplus.

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Source: Goodman Williams Group based on data from Claritas, Inc.

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