

### **3. THE LAND USE PLAN - FOCUSING OUR DIRECTION**

Kankakee County's history has been in agriculture - a rural county with small villages served mainly by the City of Kankakee. Since the 1950s, the County has witnessed increased suburbanization, particularly in employment, services, and culture. In addition, the City of Kankakee had experienced economic challenges, which are now being dealt with through planned and active developments. The Chicago metropolitan area has grown southward, and continues to bring significant development pressure to Kankakee County. As part of this pressure, the proposed South Suburban Airport in Will County has major growth implications for both Will and Kankakee Counties. Since the proposed airport is still in the planning phase, Kankakee County has a unique opportunity to implement land use policies and regulations now that will accommodate new growth without compromising its distinctive character of urban and rural lifestyles. Ultimately, the Land Use Plan provides the necessary framework for the County to realize its vision by 2030. The Land Use Plan is divided into the following parts: A. Existing Land Use and Zoning; B. Future Land Use Projections; C. Land Use Scenarios; D. Goals and Objectives; E. Recommendations and Implementation; and, F. Sub-Area Plans.

The Land Use Plan embraces the County's aspirations for growth and development, and provides meaningful recommendations to accomplish Plan objectives. The Plan focuses on the unincorporated areas of Kankakee County, and includes a number of intergovernmental strategies through which the County and its municipalities can manage and direct future growth. The County has exclusive planning jurisdiction over unincorporated areas, beyond the 1.5-mile municipal extraterritorial jurisdictions (ETJ's). State law grants authority for municipalities to prepare land use plans for the ETJ's. While the County maintains zoning authority throughout all unincorporated areas, it shares planning jurisdiction within the ETJ's. Therefore, with the exception of three sub-area plans, the Land Use Plan does not recommend specific land use patterns within municipal ETJ's. Land use planning is a local exercise that should be initiated at the community level with the assistance and coordination of Kankakee County and other affected agencies. Locally adopted plans which are consistent with the County's Plan, particularly with regard to shared ETJ authority, have the greatest chance for implementation success. The adoption of local plans in tandem with the County as "Joint Land Resource Management Plans" will create an opportunity for collaborative implementation, particularly with respect to effective land use control within the unincorporated areas.



## A. Existing Land Use and Zoning

Historically, the majority of the County's cities and villages settled near the Kankakee River or around railroad centers of commerce. Though farming still dominates the County's land use pattern (87% coverage), highway interchanges along Interstate 57 (I-57) are a major impetus for new residential, commercial, and industrial land uses in and around Kankakee, Bourbonnais, Bradley, and Manteno. The origins of County zoning dates back to the late 1960's and over time has resulted in scattered and non-contiguous development in some areas of the County. With the framework of the County's vision in mind, the Plan has evaluated land use and development patterns influencing the ability of the County to realize its vision.

### Existing Land Use

Existing land use is a strong determinant for future land use patterns. Understanding existing land use conditions is a necessary first step in planning for future conditions. The land area of Kankakee County is approximately 436,081 acres. 87% is used for agricultural production. The second largest land use is the incorporated municipalities at about 5.6%. Single-family residential uses cover about 2.3% of the County. The vast majority of unincorporated, non-residential uses are devoted to agriculture, agricultural services, or neighborhood uses. The remaining land uses cover less than 1% of the County's total area.

**Table 3-1: Existing Land Uses, Kankakee County**

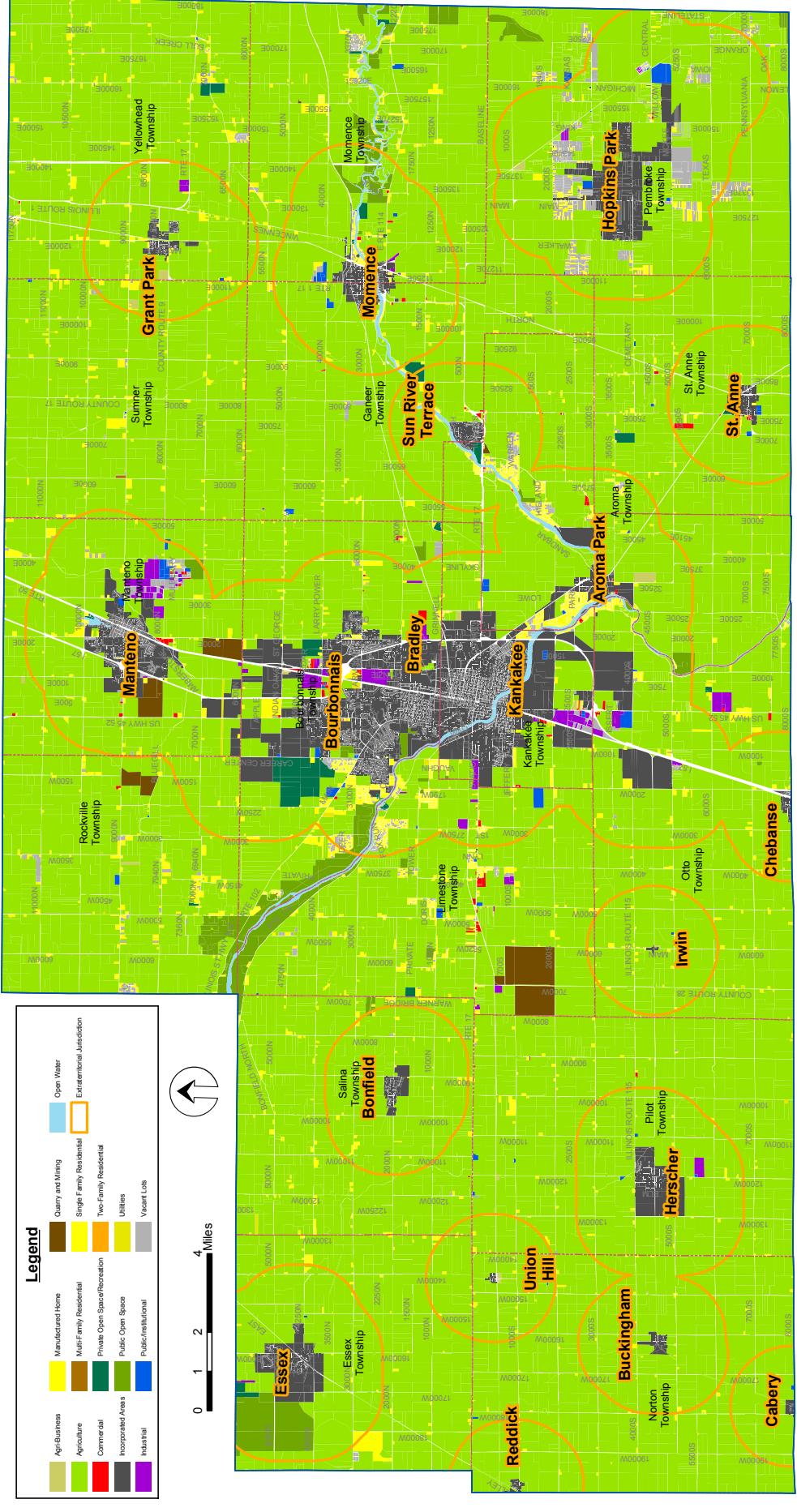
Table 3-1 highlights the distribution of existing land use acreage in Kankakee County. (Note: Although the grand total does not include approximately 17,000 acres for roadway right-of-way, this acreage represents 4% of the County's land mass.) Figure 3-1: Existing Land Use is illustrated on the following page.

TYPE	Acres	Percent
Agri-Business	333	<1.0
Agriculture	366,115	87.25
Commercial	494	<1.0
Incorporated Areas	23,420	5.58
Industrial	1,552	<1.0
Manufactured Home	784	<1.0
Multi-Family Residential	13	<1.0
Open Water	2,126	<1.0
Private Open Space/Recreation	1,750	<1.0
Public Institutional	939	<1.0
Public Open Space	6,400	1.52
Quarry & Mining	2,196	<1.0
Single Family Residential	9,714	2.32
Two-Family Residential	2	<1.0
Utilities	185	<1.0
Vacant Lots	3,598	<1.0
<b>Grand Total:</b>	<b>419,621*</b>	

(\* Note: Grand total does not include acreage for roadways.)



**Figure 3-1: Existing Land Use**



Source:  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

**2030 Kankakee County Comprehensive Plan**

The following pages provide a brief description of existing land uses by township. Figure 3-2 on the next page illustrates the type and amount of land uses by township.

### *Aroma Township*

Aroma Township still retains a significant amount of agricultural land, 21,170 acres out of 24,319 acres in the Township (87%). The second largest land use is the incorporated area, the Village of Aroma Park, which contains 1,029 acres. Single-family residential is the third largest category at 897 acres.

### *Bourbonnais Township*

Bourbonnais Township is the fastest growing township in the County. Yet, agricultural land uses still comprise 13,903 acres out of 25,289 acres in the Township (55%). The Villages of Bourbonnais and Bradley equal 6,797 incorporated acres. Open space is the third largest land use category, 1,022 private open space acres and 1,307 public open space acres (Kankakee River State Park). Significantly, the Township contains 139 acres of commercial land and 359 industrial acres. Most of this industrial and commercial acreage is near I-57.



*Industrial land use in Bourbonnais Township*

### *Essex Township*

Essex Township is mainly agricultural in character, and contains 18,994 acres of farmland out of 22,522 total acres (84%). Public open space is the second largest category at 1,637 acres, and encompasses the former strip mines. The Village of Essex contains 1,293 incorporated acres.

### *Ganeer Township*

Ganeer Township is primarily agricultural. 22,570 acres out of 23,975 total acres (94%) are in agricultural use. The City of Momence and Village of Sun River are partially within the Township, and comprise 512 acres. Single-family residential comprises 407 acres.



Table 3-2: Existing Land Use/Acreage Per Township, Kankakee County

Townships	Township Acres		Vacant Lots		Utilities		Two-Family Residential		Single Family Residential		Quarry & Mining						
Aroma	88	21,170	26	1,029	0	3	0	502	59	45	223	18	897	0	6	253	24,319
Bourbonnais	20	13,903	139	6,797	359	151	2	225	1,022	82	1,307	0	1,017	1	50	217	25,289
Essex	0	18,994	0	1,293	15	284	0	0	84	1	1,637	0	199	0	0	14	22,522
Ganeer	0	22,570	24	512	2	0	0	238	124	41	0	0	407	0	0	56	23,975
Kankakee	39	4,183	33	5,104	228	0	0	286	0	26	7	0	266	0	13	82	10,267
Limestone	0	21,419	84	197	138	0	0	252	55	121	756	1,296	1,156	1	12	194	25,681
Manteno	17	17,748	61	2,140	381	42	0	45	11	118	130	643	465	0	63	324	22,187
Momence	5	23,471	16	355	23	17	0	389	102	85	1,170	4	746	0	0	0	163
Norton	15	30,553	0	204	0	0	0	0	0	11	0	0	177	0	0	0	30,961
Otto	5	26,902	31	1,567	244	76	0	128	14	83	24	0	689	0	5	107	29,875
Pembroke	27	26,855	7	2,347	40	199	0	0	61	224	357	0	567	0	0	0	1,823
Pilot	6	29,179	6	1,020	76	0	0	0	0	31	0	0	296	0	5	11	30,629
Rockville	23	20,947	5	0	0	0	0	61	9	21	685	235	681	0	3	183	22,852
Salina	2	21,887	2	299	0	5	0	0	0	0	104	0	444	0	25	7	22,776
St. Anne	6	17,998	57	264	0	2	0	0	102	38	0	0	234	0	2	36	18,740
Summer	41	22,554	0	0	0	0	0	10	0	0	5	0	627	0	1	48	23,285
Yellowhead	39	25,782	3	292	46	5	1	0	107	7	0	0	846	0	0	79	27,207
County Acres	333	366,115	494	23,420	1,552	784	13	2,126	1,750	939	6,400	2,196	9,714	2	185	3,598	49,621



### ***Kankakee Township***

Almost half of Kankakee Township is incorporated (5,104 acres out of 10,267 total acres), and agricultural land encompass 4,183 acres. Significantly, the Township contains 228 industrial acres in the vicinity of I-57 Exit 308.

### ***Limestone Township***

Limestone Township is the County's second fastest growing township. However, there are still 21,419 agricultural acres out of 25,681 total acres (83%). In addition, quarry-related land uses comprise 1,296 acres. The third largest category is single-family residential at 1,156 acres. A significant rural center has developed in Limestone Township along or adjacent to Route 17 between 5000 W. and 4000 W. Roads, and contains a concentration of residential, commercial, industrial, and institutional land uses.

### ***Manteno Township***

Manteno Township's largest land use is agriculture – 17,748 acres out of 22,187 acres (80%). The second largest land use is the Village of Manteno with 2,140 incorporated acres. The Township also contains the most industrial land in the County with 381 acres within or adjacent to the Diversatech Campus, as well as 643 acres for quarries and mining.



*Diversatech Campus is used for light industrial*

### ***Momence Township***

Momence Township is largely agricultural (23,471 acres out of 26,547 total acres, or 88%). Public open space, the "Momence Wetlands," occupies approximately 1,170 acres. The City of Momence is partially within the Township and comprises 355 acres.



### *Norton Township*

Norton Township contains the most farmland in the County – 30,553 agricultural acres out of 30,961 total acres (99%). The Villages of Union Hill and Buckingham, and portions of Cabery and Reddick, encompass only 204 incorporated acres.

### *Otto Township*

Otto Township contains the third largest amount of farmland in the County – 26,902 acres out of 29,875 total acres (90%). The Village of Irwin, and portions of the City of Kankakee and the Village of Chebanse, encompasses 1,567 acres. The Township also contains the third largest amount of industrial land in the County with 244 acres.

### *Pembroke Township*

Pembroke Township is largely agricultural – 26,855 acres out of 32,508 total acres (83%). The Village of Hopkins Park contains 2,347 incorporated acres. Significantly, the Township contains 1,823 acres of vacant land, mostly residentially platted lots, which is the highest amount in the County.

### *Pilot Township*

Pilot Township contains the second largest amount of agricultural land in the County – 29,179 acres out of 30,629 total acres (95%). The Village of Herscher encompasses 1,020 incorporated acres. Single-family residential comprises 296 acres.

### *Rockville Township*

Rockville Township is primarily agricultural – 20,947 acres out of 22,852 total acres (92%). The second largest land use is public open space – 685 acres as part of the Kankakee River State Park. The Township's third largest category is single-family residential with 681 acres.



*Rock Creek portion of Kankakee River State Park*



### ***Salina Township***

Salina Township is primarily agricultural—21,887 acres out of 22,776 total acres (96%). The second largest land use is single-family residential with 444 acres. The Village of Bonfield encompasses 299 acres.

### ***St. Anne Township***

St. Anne Township is primarily agricultural—17,998 acres out of 18,740 total acres (96%). The Village of St. Anne comprises 264 incorporated acres, and single-family residential comprises 234 acres.

### ***Sumner Township***

Sumner Township is primarily agricultural—22,554 acres out of 23,285 total acres (97%). The only other significant land use is single-family residential with 627 acres.

### ***Yellowhead Township***

Yellowhead Township is largely agricultural with 25,782 farmland acres out of 27,207 total acres (95%). Significantly, the Township contains the third largest amount of single-family residential in the County with 846 acres. The Village of Grant Park encompasses 292 acres.

### **Existing Zoning**

While existing land use categories indicate how land is currently used, zoning is the regulatory mechanism which provides development rights for land within the County often different than current land use. Fundamentally, zoning helps to prevent conflicting land uses and promotes orderly development. Future zoning should be guided by the recommendations of the Land Use Plan.



Table 3-3: Existing Zoning, Kankakee County

Table 3-3 highlights existing zoning by district and by acreage and percentage of County land. The agricultural district (A1) comprises about 81% of all land within the County. Single-family residential comprises the second largest at approximately 11%. The third largest category is the incorporated areas at about 5%. Figure 3-2: Generalized Zoning on the next page illustrates current zoning in Kankakee County.

ZONING	Acres	Percent
Agricultural	339,675	81.02
Agricultural Estate	89	< 1.0
General Commercial	775	< 1.0
General Industrial	4,984	1.19
High-Density Residential	0	0
Incorporated Area	21,540	5.12
Light Industrial	2,549	< 1.0
Public Lands	4,844	1.1
Residential	45,005	10.75
Residential Estate	154	< 1.0
Restricted Commercial	6	< 1.0
<b>Grand Total:</b>	<b>419,621*</b>	

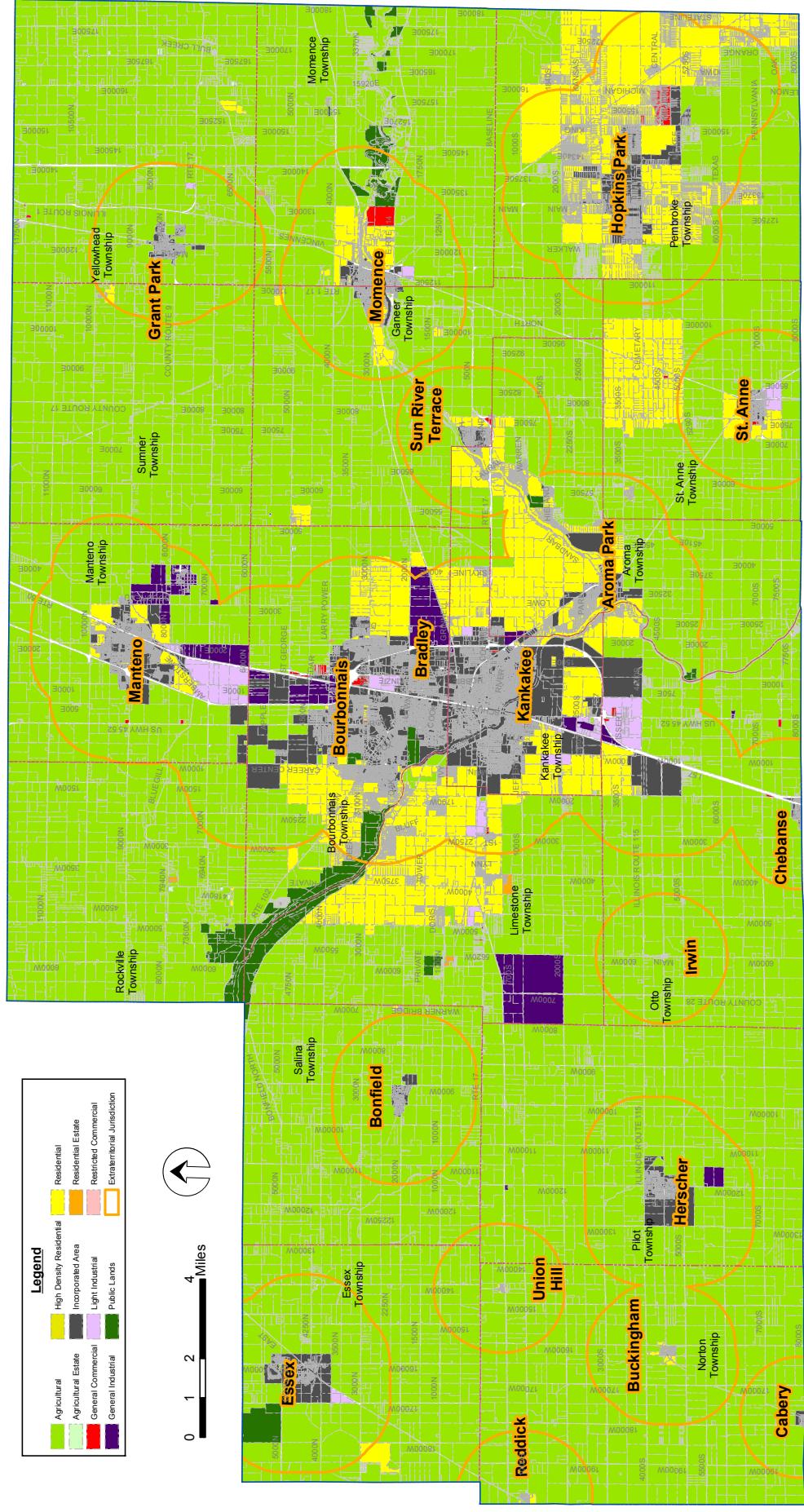
(\* Note: Grand total does not include acreage for roadways.)

Kankakee County has a significant inventory of undeveloped residential zoned land. It is very doubtful even under the most aggressive development scenario that residential growth would absorb even half of the available inventory by 2030. The implications of the large amount of residential zoned land include: unplanned, random residential growth; residential growth in areas with inadequate public utilities and substandard roadways; and, potential inconsistency with municipal growth patterns. Since the current zoning is based on decisions reached almost four decades ago, the County should consider the implications of the residential zoned land in the following areas, as highlighted in Figure 3-3:

- 1) Northwest of Bourbonnais, along S.R. 102
- 2) West of the City of Kankakee, in Limestone Township
- 3) Southwest of the City of Kankakee, west of I-57
- 4) Southeast of the City of Kankakee and north of Aroma Park
- 5) East of Bradley, east of I-57
- 6) West and east of Momence
- 7) Surrounding Sun River Terrace
- 8) Surrounding Hopkins Park



**Figure 3-2: Generalized Zoning**

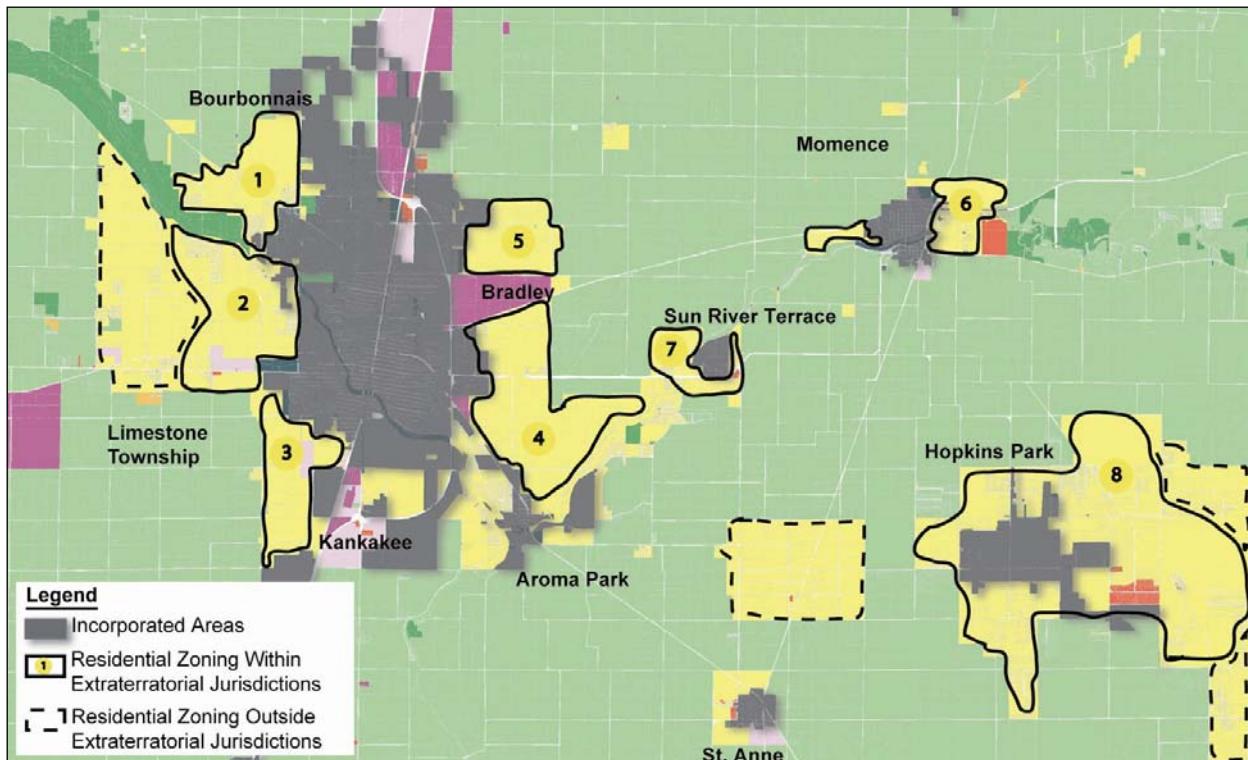


SOURCES  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

Note: Due to requests for Zoning Amendments this figure does not represent Kankakee County's official Zoning Map.

November 2005

Figure 3-3: R1 Single-Family Residential Zoning District Concentrations, Kankakee County



Furthermore, the County should consider the implications of residential zoned land beyond municipal extraterritorial jurisdictions in the following areas: west of the City of Kankakee in Limestone Township; east of Hopkins Park in Pembroke Township; and, north of St. Anne in St. Anne Township (see Figure 3-3). The residential areas in Pembroke and St. Anne Townships are particularly concerning because they do not have convenient access from major roadways. In order to encourage orderly development and provide cost-efficient public services, the County should reconsider the need for this amount of residential zoned land in unincorporated areas of the County.

### Undeveloped and Vacant Land

A comparison of existing land uses (Figure 3-1) and generalized zoning (Figure 3-2) provides a clear indication that the County has a significant amount of undeveloped residential, commercial, and industrial land. "Undeveloped land" is that which is zoned, but not currently developed for the zoned use. As pointed out above, a large amount of residential zoned land is farmland. Using the acreages provided in Tables 3-1 and 3-3 for



Existing Land Uses and Existing Zoning, respectively, the amount of undeveloped land for all residential, commercial, and industrial categories are highlighted in Table 3-4 below.

**Table 3-4: Undeveloped Acreage, Kankakee County**

GENERAL CATEGORY	Existing Zoning	Existing Land Use	Undeveloped Acreage
<b>Residential, Total Acres</b>	<b>45,248</b>	<b>10,542</b>	<b>34,706</b>
Inside ETJ's	33,747	5,252	28,495
Outside ETJ's	11,501	5,290	6,211
<b>Industrial, Total Acres</b>	<b>7,533</b>	<b>1,553</b>	<b>5,980</b>
Inside ETJ's	5,675	1,333	4,342
Outside ETJ's	1,858	220	1,638
<b>Commercial, Total Acres</b>	<b>781</b>	<b>493</b>	<b>288</b>
Inside ETJ's	748	363	385
Outside ETJ's	33	130	n/a

There also are numerous vacant lots in many land use categories that have been planned or subdivided, and are available for immediate development. According to the 2004 *Kankakee County Vacant Lot Analysis Working Paper*, there are 461 vacant residential lots including 203 lots available in Bourbonnais Township and 133 lots available in Limestone Township. Overall, the County contains 1,913 acres of residential, 359 acres of industrial, and 20 acres of commercial vacant land.

This situation poses two issues. When comparing the amount of acreage likely to be demanded in the future to the current inventory (see next section), it appears the County has provided an excessive inventory of residential land and industrial land for future development. Secondly, some areas are located in portions of the County where community services are not readily available, nor likely to become available in the future. A major issue uncovered in the development of the Land Use Plan is that this pattern is inconsistent with the County's interest in retaining the character of its rural areas. Therefore, Kankakee County needs to consider re-zoning options, which are further explained in the recommendations section.



## B. Future Land Use Projections

An understanding of land consumption, or land demand based on private investment potential, is a necessary first step before determining land use and development strategies. It is important to note that these land use projections are based on an extrapolation of past trends to predict future conditions. Changes in the market and land use planning policy itself can change the validity of these estimates in the future. However, it is important to develop an “order of magnitude” understanding of the potential for growth, and how the County and its municipalities might shape that pattern of growth in the future.

### Incorporated Residential Land Projections

Based on annual projected housing starts, residential growth for the incorporated communities in Kankakee County may range from 6,600 to 10,800 total units by the year 2030 (see Chapter 2). Under current development patterns, the incorporated areas may need to expand to provide a low of 1,650 residential acres and a high of 2,700 acres residential acres. This projection assumes an average density of four dwelling units per acre. Assuming a “market adjustment factor” of 50% to allow more land for reasonable competition and/or market rejection, the total residential acreage needed is between 2,475 and 4,050 acres. This 50% market factor intentionally over-estimates land supply because the market frequently rejects certain locations otherwise thought reasonable for development based on conditions unforeseen today, such as natural features, access issues, price of land, unwilling sellers, etc. The low and high incorporated residential projections are illustrated in Tables 3-5 and 3-6.

Table 3-5: 30-Year Low Residential Land Projections for Incorporated Kankakee County

JURISDICTION	Average Yearly Housing Starts*	2030 Residential Projection	2030 Residential Acreage**	2030 Competitive Acreage (50% more)	2030 Total Residential Acreage
Bourbonnais	80	2400	600	300	900
Bradley	30	900	225	112.5	337.5
Manteno	80	2400	600	300	900
Other Municipalities	30	900	225	112.5	337.5
<b>Total</b>	<b>220</b>	<b>6600</b>	<b>1650</b>	<b>825</b>	<b>2475</b>

\* Kankakee County Planning Department

\*\* Based on average of 4 units per acre



Table 3-6: 30-Year High Residential Land Projections for Incorporated Kankakee County

JURISDICTION	Average Yearly Housing Starts*	2030 Residential Projection	2030 Residential Acreage**	2030 Competitive Acreage (50% more)	2030 Total Residential Acreage
Bourbonnais	126	3780	945	472.5	1417.5
Bradley	48	1440	360	180	540
Manteno	126	3780	945	472.5	1417.5
Other municipalities	60	1800	450	225	675
<b>Total</b>	<b>360</b>	<b>10800</b>	<b>2700</b>	<b>1350</b>	<b>4050</b>

\* Kankakee County Planning Department

\*\* Based on average of 4 units per acre

### Unincorporated Residential Land Projections

Again, based on housing start data from the Planning Department, the unincorporated areas of the County could produce approximately 80 housing units annually, on the low end, and approximately 150 housing units on the high end. By the year 2030, the unincorporated areas could produce between 2,400 and 4,500 housing units. Detailed land demand projections for all unincorporated areas are documented in Appendix B.

Between 1997 and 2003, 67% of new housing starts in the County were approved within ETJ's, 23% were approved outside ETJ's, and 10% were approved as 20-acre agricultural parcels (see Table 3-7 below). Although the actual acreage required to accommodate these housing units is dependent on future County land use policies, a trends analysis indicates an "order of magnitude" that should be addressed.

Table 3-7: Kankakee County Housing Trends (1997-2003)

YEAR	New Housing Starts *	% within ETJ's *	New Housing within ETJ's	% outside ETJ's	New farm homes * (20-acre +)	% of farm homes (20-acre +)
1997	106	68%	72	20%	13	12%
1998	159	71%	113	23%	10	6%
1999	154	68%	105	23%	14	9%
2000	130	63%	82	27%	13	10%
2001	119	67%	80	22%	13	11%
2002	136	71%	97	21%	11	8%
2003	170	63%	107	26%	19	11%
<b>Average</b>		<b>67%</b>		<b>23%</b>		<b>10%</b>

\* Source: Kankakee County Planning Department



Because Kankakee County requires a minimum parcel of 20 acres for a new farm home in agricultural zoned areas, a sizable amount of acreage is needed to accommodate future farm homes. For instance, based upon past trends, Rockville Township may need to accommodate a high estimate of 360 new homes by the year 2030, with 10% or 36 units being built as new farm homes. At 20 acres per parcel, these 36 units would "fragment" 720 agricultural acres into small farmsteads, whereas the current trend in crop production is toward larger sized farms. In 2002, the average farm contained 481 acres.

In addition to the magnitude of acreage needed, the County must consider the issues of orderly growth and cost-efficient services. Unincorporated subdivisions can strain basic services provided by the County and townships. This includes schools, roads, and emergency services. With an increased rate of development, services must often be provided at higher costs to all taxpayers. To reduce the taxpayers' burden, the County should impose development fees equivalent to the costs associated with development. In addition, Kankakee County should commit itself to a planning scenario that manages growth in identified centers and preserves its urban/rural characteristics. Ultimately, as a matter of public policy, Kankakee County should advocate for intergovernmental agreements with municipalities on planning issues; pursue efforts to reduce the oversupply of residential and industrial zoning; and, implement programs and regulations that minimize development costs on taxpayers and maximize current public services.

Residentially zoned areas in the unincorporated area of the County comprise 34,726 acres. The majority of this land is currently in agricultural use. As discussed earlier, the vast majority of this land is also located in areas which are not served with adequate facilities including water, waste water or public streets (see Figure 3-3). Under current policies, this land may continue to be developed at random without annexation, or consideration to impacts on the County, Townships, schools, and other service providers. Additionally, according to the 2004 Kankakee County Vacant Lot Survey, there already exist approximately 461 vacant residential lots available for development county-wide (in addition to residential zoned land). Of these lots, 203 are located in Bourbonnais Township and 133 lots are located in Limestone Township.



*Rural subdivision near farmland in Limestone Twp*



Comparing the unincorporated and incorporated acreage projections to the current residentially zoned acreage in the County (34,726) suggests a major disparity between the inventory and demand for residentially zoned land. Approximately 6,000-11,000 acres (low and high estimate) would be needed. These figures do not accommodate demand for farm homes in agricultural zoned areas, which could demand another 3500-6800 acres. Given this basic disparity, a reduction in the inventory of residential zoned land may be desirable to provide for orderly growth and cost-efficient public services.

### **County-Wide Industrial Land Projections**

The demand for industrial land will be based on projected county-wide employment growth. Projections from Woods & Poole, a private forecasting firm, suggest that County employment will increase from 23,240 employees in 2000 to approximately 30,130 employees in 2030, or an increase of 6,890 jobs. Based upon the ratio of 4 to 8 employees per gross acre of new industrial development, land needed for future industrial uses ranges between 861 and 1,723 acres. Again, assuming a market adjustment factor of 50% to allow more land due to market rejection, the total industrial acreage needed by 2030 is approximately between 1,292 and 2,585 acres. As previously identified in Table 3-4, the County has about 6,000 acres of undeveloped industrial acreage.



*Industrial space at Diversatech near Manteno*

### **County-Wide Office Land Projections**

The demand for future office development also relies upon a share of projected employment. The focus is on growth in the service economy, government, and the financial, insurance, and real estate industries. Woods & Poole estimated the "office population" to have 18,360 people in 2000 and to grow to 24,360 people by 2030. This is an increase of 6,000 employees. Based upon 250 square feet per person, 1,500,000 square feet of office space will be required by 2030. Assuming an average floor area ratio of 0.5, about 3 million square feet of land or 69 net acres will be necessary to accommodate this growth. Again assuming a market adjustment factor of 50% to allow more land due to market rejection, total office land use is approximately 104 acres for the County. However, new proposals for health care facilities in Bourbonnais Township will likely create the need for more acreage.



## County-Wide Retail Land Use Projections

Future retail land use is based upon population growth. Using a "rule of thumb" of 40 square feet of retail per person, half of the retail space would be accommodated in planned shopping centers and the other half in free standing buildings. Based on a population projection of between 23,990 and 39,933 persons for the entire County by the year 2030, approximately 959,600 to 1,597,320 square feet of retail space would be needed. This translates to approximately 22 to 37 acres of gross retail space. Assuming a 0.2 floor area ratio for retail development, about 110 to 185 acres of land is forecasted. Again, after application of a market adjustment factor of 50% to allow more land due to market rejection, a total retail land use requirement of approximately 165 to 278 acres is needed by the year 2030. Furthermore, given the lack of retail and commercial services in Ford and Iroquois counties to the south and Indiana to the east, Kankakee County's primary market extends well beyond the political boundaries of the County. Based on this expanded market, it is estimated the County may need to provide additional 15-25% retail acreage for future land use needs. Therefore, the County should consider an additional 25 to 70 acres in demand. Thus, the total retail land use projections for the year 2030 range from 190 to 348 acres.

Based on the analysis above, Table 3-8 provides the total 2030 acreage projections for Kankakee County in the following categories: incorporated residential; unincorporated residential; county-wide industrial; county-wide office; and, county-wide retail. The unincorporated residential projections are higher than the incorporated due to housing densities. Ultimately, changes in the market and land use planning policy itself can change the validity of these estimates in the future.

**Table 3-8: Kankakee County 2030 Land Use Projections**

LAND USE CATEGORY	2030 Acreage
Incorporated Residential	2,475 - 4,050
Unincorporated Residential	3,671 - 6,872
County-Wide Industrial	1,292 - 2,585
County-Wide Office	104
County-Wide Retail	190-348



## C. Future Land Use Scenarios

In developing the new plan, several “alternative futures” were developed in concept form to elicit citizen ideas about the location and intensity of future land use patterns. As previously highlighted, the 2030 housing projections for unincorporated Kankakee may range from 2,400 to 4,500 housing units, which could be accommodated in different forms. In addition, the County will face pressure to accommodate the projected industrial acreage of 1,292 to 2,585 acres, the office acreage of 104 acres, and the retail acreage of 190 to 348 acres. Therefore, three distinctly different scenarios with alternative development policies were created to test various assumptions for future development and growth patterns. Substantial citizen input was sought regarding local preferences for each. While the following paragraphs briefly summarize each scenario, complete descriptions and analyses can be found in the Future Land Use Scenarios work paper.

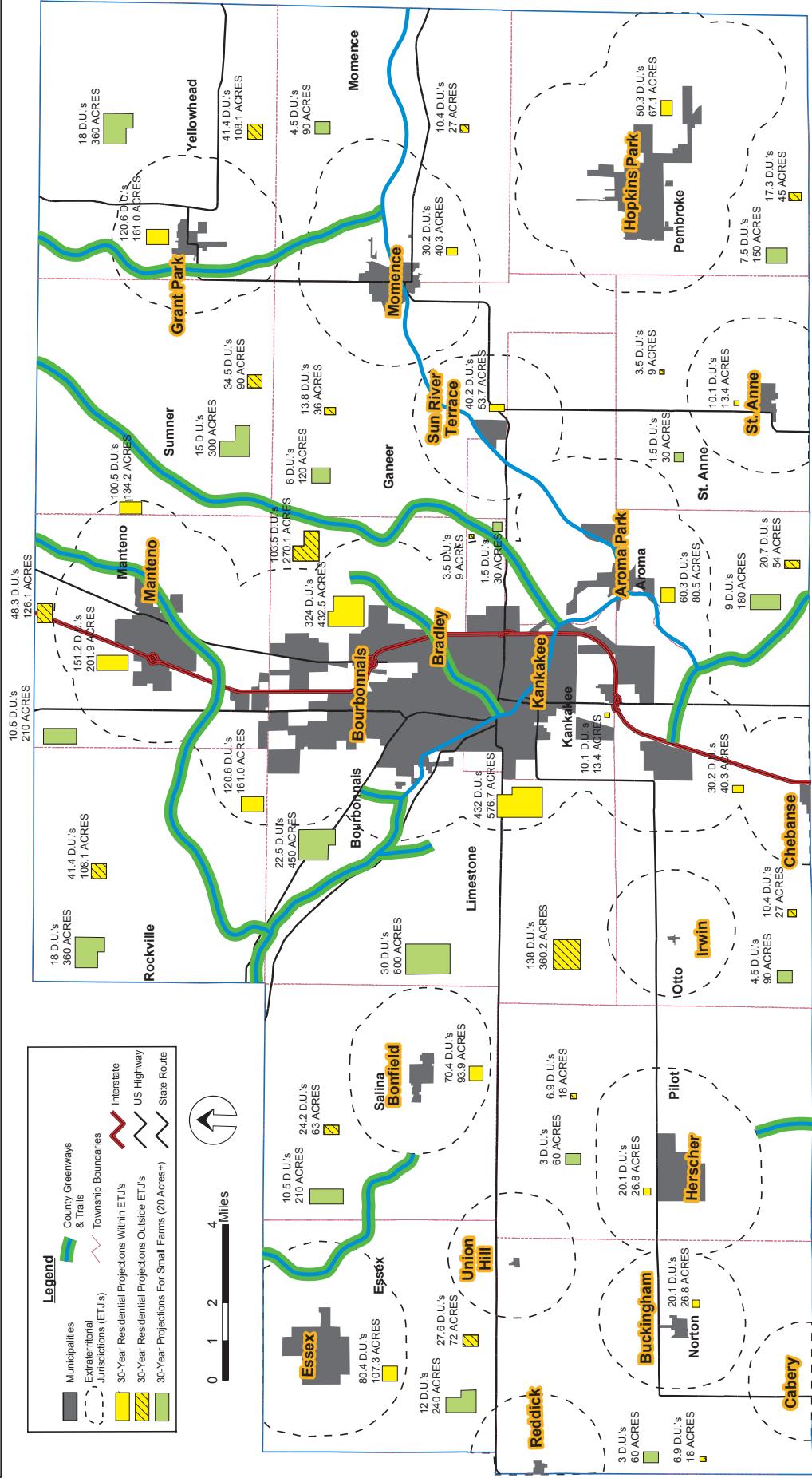
### Business As Usual

The *Business As Usual Scenario* is based upon a continuation of current development patterns and trends. It reflects the likely impacts of current development trends in the County over the next 30 years. The general growth trend is that the municipalities and townships in the northern part of the County have received the majority of the County's new population growth. Essentially, farmland becomes residential, industrial, or commercial land which either becomes part of the incorporated area or remains unincorporated. Although Kankakee County is foremost an agricultural economy, the County lost 2% of its farmland (7,325 acres) to development between 1997 and 2002. The *Business As Usual Scenario* assumes continued suburbanization of the County, and random rural development.

The *Business As Usual Scenario* will easily accommodate the projected future growth for residential, commercial, and industrial uses in a conventional pattern of segregated land uses. The order of magnitude for the low estimate and the high estimate housing projections are fully described in Appendix B and illustrated in the *Business As Usual Scenario Maps* (Figures 3-4 and 3-5 on the subsequent pages). The *Business As Usual Scenario* will also accommodate the projected industrial, office, and retail acreage in segregated locations along major arterials and highway interchanges and with relatively little relationship to the County's historic traditional communities and development forms.

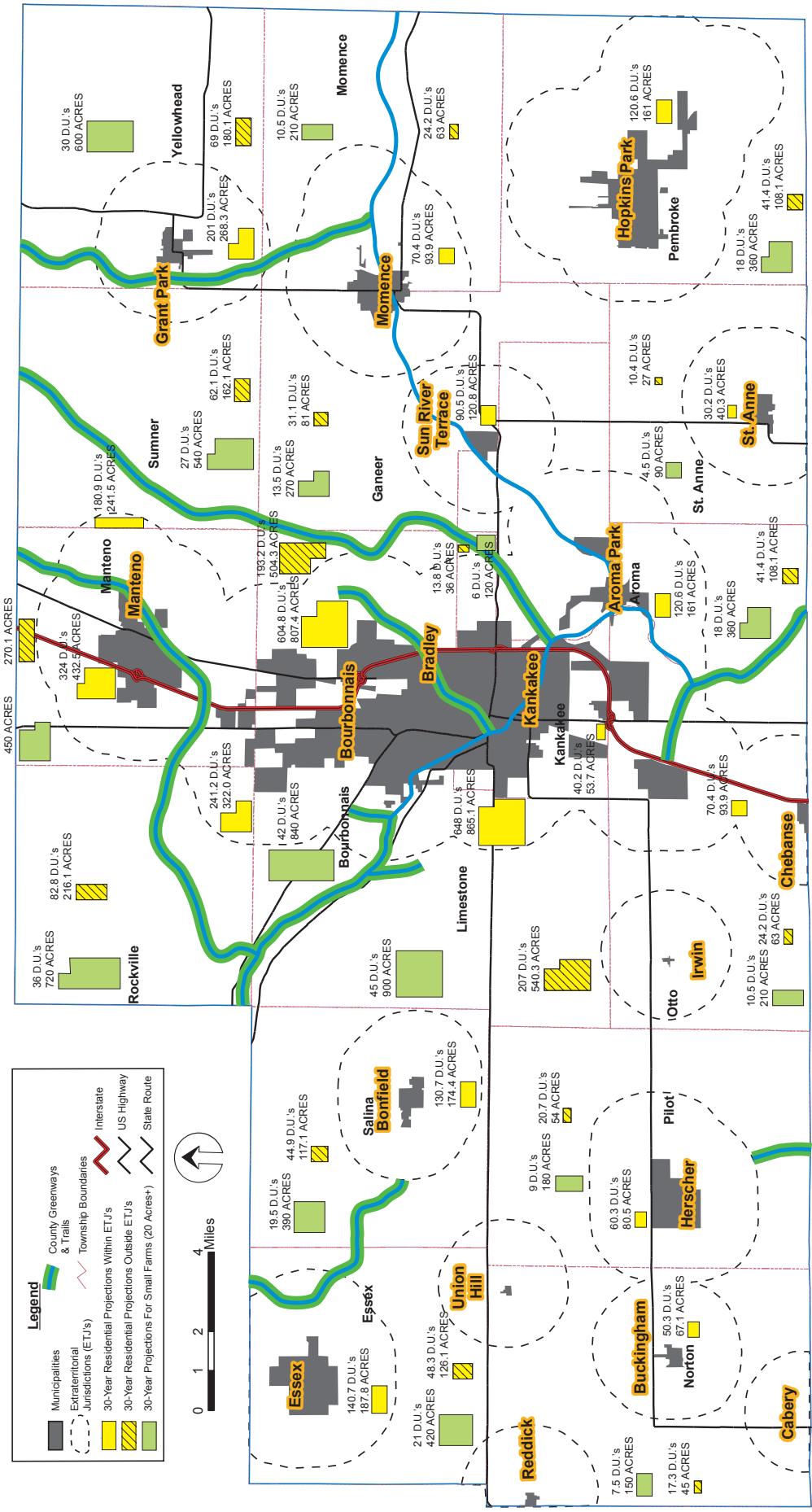


**Figure 3.4: Business As Usual Scenario (Low Estimate)**



Note: This conceptual map is a scaled representation of the low estimate for 30-year housing projections. The residential projections within the extraterritorial jurisdictions (ETJ's) are based on an average of 1 unit per 0.89 acres, and those outside the ETJ's are based on an average of 1 unit per 1.74 acres. The small farm projections are based on the 20-acre minimum lot on agricultural-zoned land. In order to show the magnitude for change, the concept does not account for residential-zoned land beyond the ETJ's. New policies and regulations would minimize this magnitude for change.

## Figure 3.5 Business As Usual Scenario (High Estimate)



Note: This conceptual map is a scaled representation of the high estimate for 30-year housing projections. The residential projections within the extraterritorial jurisdictions (ETJs) are based on an average of 1 unit per 0.89 acres, and those outside the ETJs are based on an average of 1 unit per 1.74 acres. The small farm projections are based on the 20-acre minimum lot on agricultural-zoned land. In order to show the magnitude for change, the concept does not account for residential-zoned land beyond the ETJ's. New policies and regulations would minimize this magnitude for change.



## Urban North & Rural South

The *Urban North & Rural South Scenario* is based on the assumption that economic development pressures will remain strongest in the northern reaches of the County, north of the Kankakee River. The County's northern tier townships have historically received the greatest amount of development in the County. Further, convenient interstate access and railroad access along the I-57 corridor between U.S. Route 45 and State Route 50 from Manteno to Kankakee is fueling development possibilities. The scenario also assumes that the southern area of the County, particularly the south-western portions, will retain its rural character. This area is further removed from current patterns of growth.

The scenario suggests the County promote orderly growth by encouraging annexation of any development within a local municipality. The scenario also would encourage municipalities to incorporate existing development that is contiguous to their municipal boundaries. Due to the potential for a "fragmented" rural landscape as a result of continued rural development, it is suggested that the minimum parcel size for homes on small farms be increased beyond the current 20-acre minimum. In addition, in order to increase open space and preserve agricultural land, a planned development option should be available for clustering homes that would otherwise be spread among individual small farms. Essentially, the scenario will provide for contiguous expansion of northern tier communities, and support agricultural production and moderate development in the southern tier townships. The southern half of the County would retain its agriculture and rural character through an agricultural preservation program.

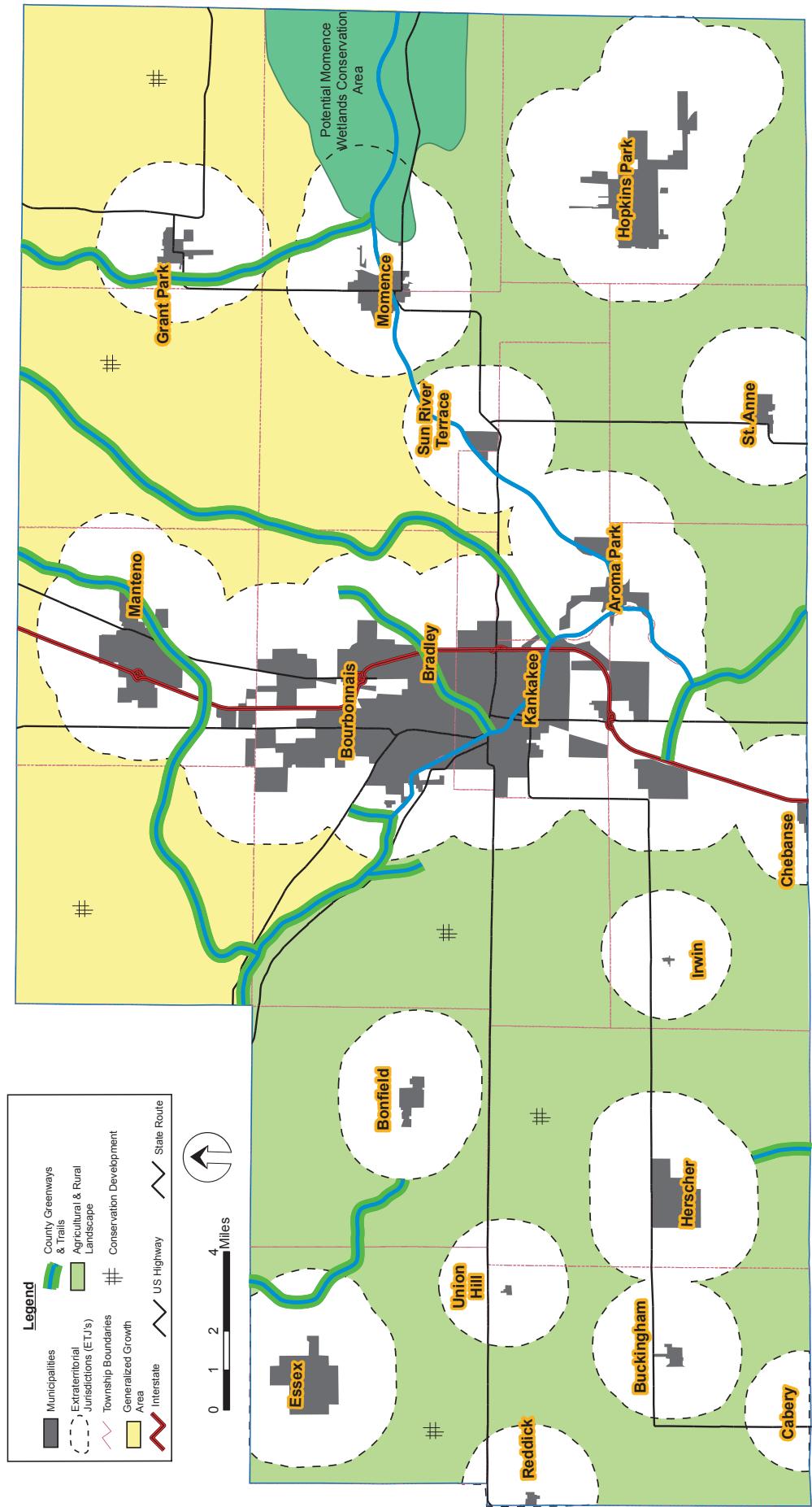


*Contiguous residential development in Manteno*

The *Urban North and Rural South Scenario* will accommodate future growth within existing municipalities, within contiguous areas of municipal ETJ's, and within planned developments. The scenario could easily accommodate industrial, office, and retail uses in mixed-use locations along major arterials and at interchanges. As a result, the scenario would reduce the need to fully accommodate the residential, industrial, and commercial acreage projections for the year 2030. The *Urban North and Rural South Scenario* is illustrated in Figure 3-6 on the following page.



**Figure 3.6: Urban North & Rural South Scenario**



Note: This conceptual map represents one potential scenario for Kankakee County. It generally indicates where growth is likely to occur, and is not meant to indicate exact future land uses. The majority of growth will occur within municipal ETJs and in rural locations under appropriate standards and regulations. Some growth may occur outside of extraterritorial jurisdictions north of the Kankakee River. The County will work with the incorporated areas to determine their preference on general development patterns within their ETJs.

## 2030 Kankakee County Comprehensive Plan



## Town & Country Scenario

The *Town & Country Scenario* is based on an even more proactive approach to preserve the County's rural and small town character. It assumes that communities within the County will remain surrounded by farmland. Only limited residential development would be allowed in the unincorporated areas of the County. Although growth pressures from greater Chicago area would suggest a different result, the County and municipalities would work together to preserve the distinction between each town through conservation of agricultural land outside the Kankakee Urbanized Area. Similar to Scenario 2, growth would be targeted for the County's existing communities through infill development and annexation, but may also be accommodated through planned developments. These planned developments could be regulated to provide incentives for clustering residential uses near existing "hamlets," such as Irwin and St. George, which contain a concentration of homes, some civic uses, and minimal commercial or industrial services. To maintain rural character, the scenario also suggests an increase in the minimum parcel size for homes on agriculturally zoned land beyond the current 20-acre minimum. All of the policies and actions will be implemented with the primary goal of maintaining the County's existing "Town and Country" character.

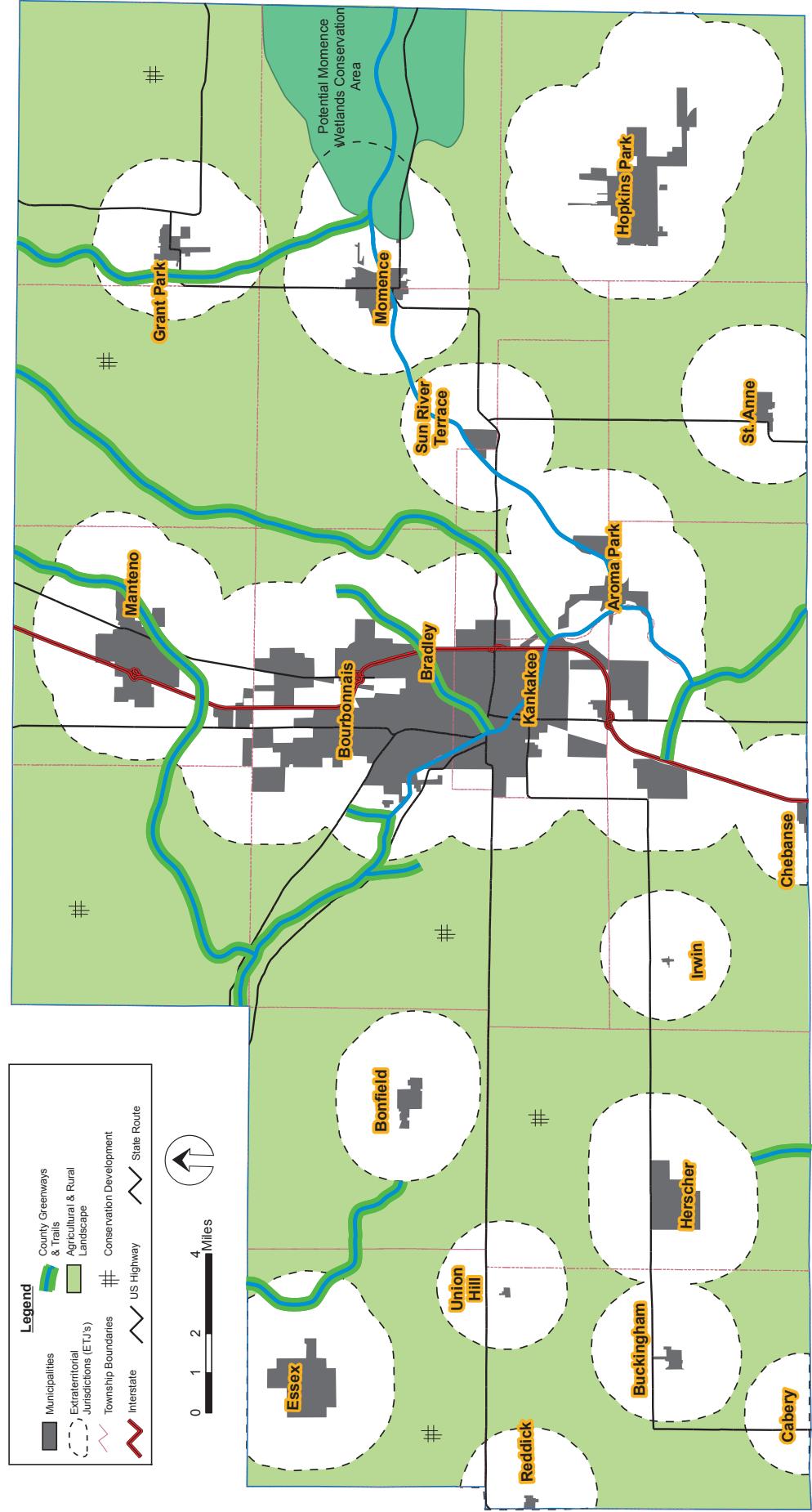


*Downtown Momence is a focus for development*

Similar to Scenario 2, the *Town and Country Scenario* will accommodate future growth for residential, commercial, and industrial uses within or adjacent to the counties communities or within planned developments. Likewise, the scenario could easily accommodate industrial, office, and retail uses in mixed-use locations along major arterials and at interchanges. As a result, the scenario would reduce the need to fully accommodate the residential, industrial, and commercial acreage projections. The *Town and Country Scenario* is illustrated in Figure 3-7 on the subsequent page.



**Figure 3.7: Town & County Scenario**



Note: This conceptual map represents one potential scenario for Kankakee County. It generally indicates how growth may be managed to retain the County's traditional rural character. It is not meant to indicate exact land uses. The majority of growth will occur within municipalities, municipal ETJs, and in rural locations under appropriate standards and regulations. The County will work with the incorporated areas to determine their preference on general development patterns within their ETJs.

## Preferred Land Use Scenario

Kankakee County stakeholders considered the three alternative land use scenarios for managing anticipated growth, and then chose a preferred scenario on which to base the County's Land Use Plan and related policies and implementation actions. These stakeholders include: Kankakee County Regional Planning Commission's Land Use Subcommittee and Planning Department; numerous township, municipal, and public agency representatives; and, the general public. The Business as Usual Scenario represents a continuation of current development policies and regulations, which has allowed random developments in unincorporated areas. These developments are creating a general strain on rural services, such as road maintenance, water and sewer, fire and police, and public schools. The Urban North and Rural South Scenario represents an absorption of growth pressures within the northern portion of the County, north of the Kankakee River, while the southern portion retains its rural and agricultural character. Under this scenario, the County would allow for the continual expansion of the urbanized area into the rural northern townships, without serious efforts to minimize impacts to rural services, facilities, and agriculture. The Town and Country Scenario represents an approach to preserve the County's rural and small town character, and assumes that communities will remain surrounded by farmland. Based on an overall consensus, Kankakee County stakeholders prefer the Town and Country Scenario as the basis for the County's Land Use Plan and vision for the year 2030. The main reasons for its selection are the desire to preserve the County's unique urban and rural lifestyles, to accommodate growth in an orderly manner, and to provide cost-efficient public services.



## **D. Goals and Objectives**

Based on the County's land use and development patterns, goals and objectives have been formed which support the long range vision for Kankakee County. Planning goals and objectives are intended to provide general policy direction. Goals describe a desired end state toward which planning efforts should be directed, while objectives describe actions that should be undertaken in order to advance toward the overall goals. The goals and objectives for land use and development were considered in creating the detailed recommendations in the subsequent section.

### **Land Use and Development**

***Goal 1: Provide locations for adequate urban development in Kankakee County while minimizing impacts to natural resources (prime agricultural soils, forests, and riparian areas) and maximizing available public services (roads, sewer, water, and police and fire protection).***

- Objective 1.1: Focus growth and development within the County's municipalities.
- Objective 1.2: In unincorporated Kankakee County, support the use of cluster housing and conservation design techniques to preserve open space and environmentally sensitive areas.
- Objective 1.3: Support agricultural conservation including limiting non-agricultural development to densities and development patterns that are consistent with the continuation of agriculture.
- Objective 1.4: In planning for future community growth areas, seek to avoid unnecessary conversion of agricultural land to non-agricultural land-uses.
- Objective 1.5: Allocate adequate commercial, industrial, and residential acreage to meet future needs.
- Objective 1.6: Approve development projects subject to the availability of adequate public facilities and utilities.
- Objective 1.7: Encourage all contiguous developments to have pre-annexation agreements and/or annexation to municipalities within the mile and one-half extra-territorial jurisdictions (ETJ's).
- Objective 1.8: Consider imposing impact fees for developments outside a municipality, but within an ETJ, and not part of a pre-annexation agreement.
- Objective 1.9: Update the County planned unit development regulations to promote mixed use and convenient accessibility for pedestrians.



Objective 1.10: Consider the possible impacts of the development of the South Suburban Airport near Peotone, Will County.

Objective 1.11: Encourage municipal efforts to sustain attractive, centralized, and distinctive town centers with multi-modal accessibility.

***Goal 2: Preserve the County's distinctive rural, natural, and cultural resources.***

Objective 2.1: Develop and adopt Urban/Rural Design Guidelines that promote a distinction between the County's urban and rural character.

Objective 2.2: Promote Context Sensitive Design principles in transportation system design which encourage citizen participation on infrastructure design and community impacts.

Objective 2.3: Protect and enhance the extensive open space areas that are essential to the overall image and character of Kankakee County and its municipalities.

Objective 2.4: Support public relation campaigns of local organizations, such as Chambers of Commerce, to better promote the assets of Kankakee County.

***Goal 3: Support a county-wide program to prepare for and address Developments of Regional Impact (DRIs), such as airports, amusement parks, etc.***

Objective 3.1: Pursue and/or support appropriate state legislation that allows local government review of Developments of Regional Impact.

Objective 3.2: Develop a review mechanism to evaluate and provide means for mitigation of impacts from Developments of Regional Impact.

***Goal 4: Promote a range of housing choices throughout Kankakee County.***

Objective 4.1: Develop a local government/public sector association that encourages the private sector to provide an appropriate mix of housing types.

Objective 4.2: Support non-profit organizations in their efforts to meet the housing needs of the homeless.

Objective 4.3: Develop a technical assistance public information program to ensure the timely dissemination and explanation of land development regulations, particularly when such regulations are amended.

Objective 4.4: Review the County building code to streamline the development review process and consider alternative construction standards.

Objective 4.5: Encourage County communities to sponsor and support programs that rehabilitate housing stock.

Objective 4.6: Encourage County communities to sponsor and support programs that encourage "infill" development.



Objective 4.7: Take maximum advantage of federal and state funding for housing rehabilitation of substandard structures.

Objective 4.8: Encourage the construction of energy efficient and water conserving housing through public education programs and regulations that promote innovative and environmentally sensitive building technologies.



## **E. Recommendations and Implementation**

Kankakee County is committed to a *Town and Country Land Use Plan* that is based on a proactive approach to preserve its rural and small town character. Since the majority of the County is rural in character, the County will seek to minimize the negative effects of rural development on services, facilities, and local roadways. As such, the County will approve minor rural development that provides businesses, and services that support agricultural productivity outside municipal extraterritorial jurisdictions (ETJ's). Specifically, the County will allow for additional residential and non-residential growth in traditional crossroad communities or "hamlets," such as Irwin and St. George, through the promotion of rural planned unit developments. In addition, since 73% of the County's population lives within municipalities, the County will work with cities and villages to promote development and redevelopment within and contiguous to their existing boundaries. In order to provide appropriate public services, the County will strongly encourage developments within ETJ's to be annexed to adjacent municipalities.

The *Town and Country Land Use Plan* will accommodate the majority of projected future growth for residential, commercial, and industrial uses within or adjacent to the County's communities. As discussed earlier, approximately 6,000 to 11,000 residential acres would be needed to accommodate new housing demand by 2030. The County will encourage most of this housing to be built within or adjacent to the County's municipalities. The County also will promote a similar policy to accommodate the projected industrial uses between 1,292 and 2,585 acres, office uses at 104 acres, and the retail uses at 190 to 348 acres.

Historically, Kankakee County has worked cooperatively with County communities on growth and development preferences within community ETJ's. The new Land Use Plan addresses land use and development policies in all unincorporated areas of Kankakee County. At the same time, the Plan seeks to cooperatively address planning and development issues within municipal ETJ's. Ideally, Kankakee County would participate in the development of local plans with respect to the extraterritorial jurisdictions to coordinate mutual County and community interests such as roadway networks, natural and environmental features, recreation planning, and other development features.

Many Plan recommendations rely on intergovernmental cooperation as a basis for program implementation. In many respects, because the plan was jointly developed with the



County's municipalities, townships, and other agencies, implementation will also require joint and mutual action. Illinois State law allows counties and municipalities to jointly adopt land-use plans and implementation strategies based on common planning goals. Implementation strategies for the Kankakee County plan will seek joint strategies with local communities.

The Comprehensive Plan has been prepared as a "Land Resource Management Plan" under Illinois Statutes (Illinois Compiled Statute 50 ILCS 805/3, from Chapter 85, paragraph 5803). An excerpt from the legislation provides:

"Local Land Resource Management Plan means a map of existing and generalized proposed land use and a policy statement in the form of words, numbers, illustrations, or other symbols of communication adopted by the municipal and county governing bodies. The Local Land Resource Management Plan may interrelate functional, visual and natural systems and activities relating to the use of land. Such a plan shall be deemed to be 'joint or compatible' when so declared by joint resolution of the affected municipality and county, or when separate plans have been referred to the affected municipality or county for review and suggestions, and such suggestions have been duly considered by the adopting jurisdiction and a reasonable basis for provisions of a plan that are contrary to the suggestions is stated in a resolution of the adopting jurisdiction."

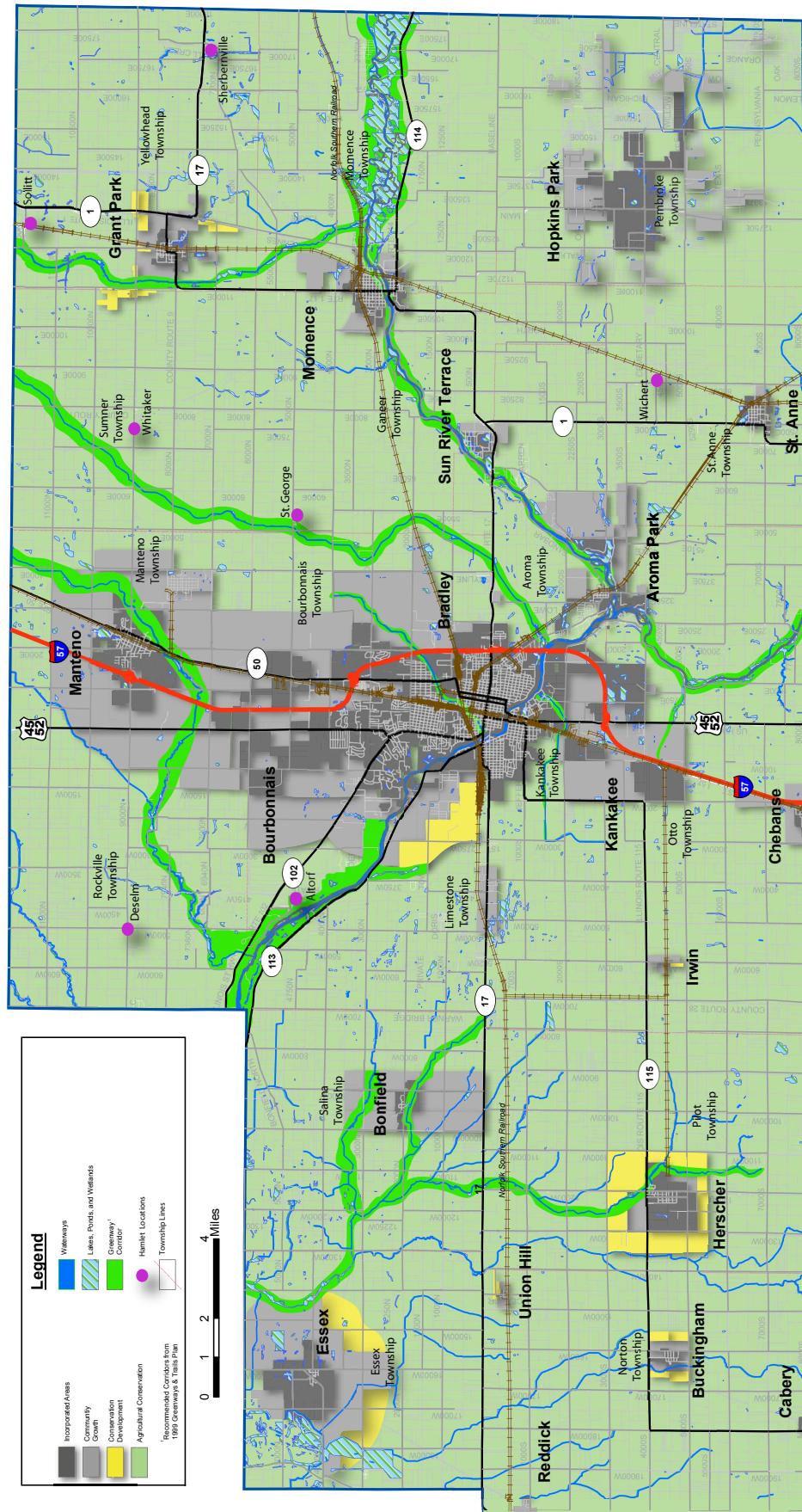
This tool places the County in a unique position to collaborate with local communities, townships and other agencies regarding plan implementation. The Plan focuses on implementation activities not only in the rural unincorporated portions of the County, but on working with municipalities to create joint plans within the extraterritorial planning jurisdictions of local communities.

### Land Use Plan Description

Figure 3-8: Kankakee County Land Use Plan illustrates the future land use pattern for the County to the year 2030. It illustrates incorporated areas, community growth areas, conservation subdivision areas, rural centers or hamlets, agricultural conservation areas, and greenway corridors. Within the 1.5-mile extraterritorial jurisdictions, the County worked with municipalities to assist them in designating future land use patterns, including community growth areas, conservation subdivision areas, and agricultural conversation areas. Each of these land use categories are described in the following pages.



**Figure 3-8: Long Range Land Use Plan**



Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse



November 2005

**HNTB**

### ***Incorporated Areas:***

Incorporated areas include all nineteen municipalities within the County, and represent opportunities for infill development and redevelopment. Conventional development practices and regulations implicitly promote “greenfield” developments in agricultural areas. However, since initial capital investments already exist in urbanized areas, municipalities represent the best location for new development and redevelopment due to the existence of public services and infrastructure. Therefore, Kankakee County will work with its municipalities to promote infill development and redevelopment for new residential, commercial, and industrial uses.



*Kankakee should focus on infill development*

### ***Community Growth:***

Community growth areas represent future contiguous growth areas around existing municipalities or rural centers, such as that along Route 17 in Limestone Township. The community growth areas surrounding municipalities are within their extraterritorial jurisdictions (ETJ's). Community growth areas (colored grey) represent future development served with those services offered or available through the local community. Ideally, Kankakee County would participate with the community in developing a joint land use plan for these areas—mutually supportive of municipal and county interests.



*U.S. 45/6000 N. Rd. is a community growth area*

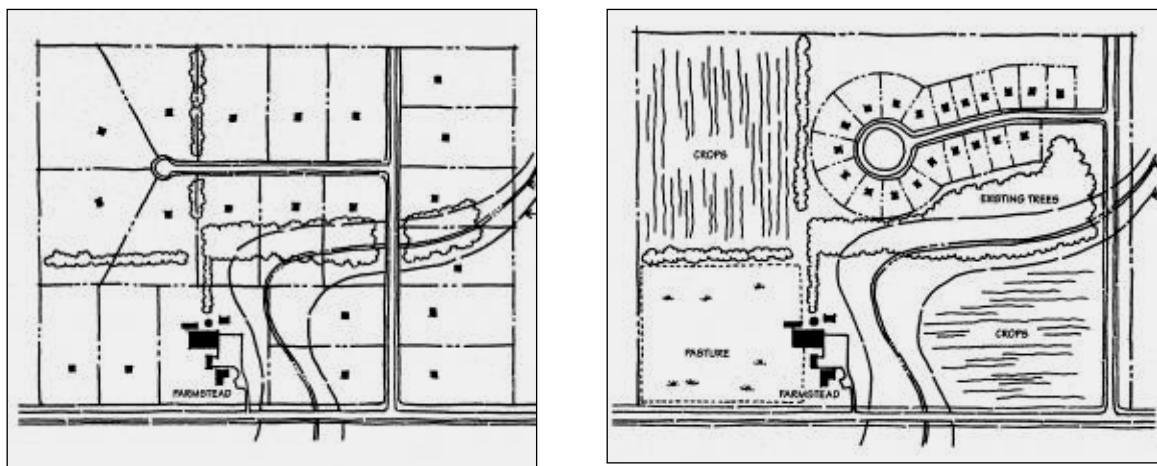
### ***Conservation Development:***

Conservation development areas represent an appropriate residential transition zone between urban areas and rural areas. The County's current residential development practice is R-1 residential zoning, which typically develops at a density of one dwelling unit for each one to two acres of land. This development practice



subdivides the land without any regard for natural features or open space preservation – typically referred to as “cookie-cutter” subdivision practices. On the other hand, conservation subdivisions, which can include cluster development and provide lot size flexibility, seek to preserve natural features, such as greenways, wetlands, or farmland. Figure 3-9 illustrates the difference between conventional residential development and conservation subdivisions.

**Figure 3-9: Conventional vs. Conservation Methods**



Source: Model Zoning Ordinance for Rural Cluster Development, SEWRPC, 2002.

Based on a site-specific natural resources inventory (conducted by the Kankakee County Soil & Water Conservation District), a conservation development will identify what portions of a site or development should be preserved, whether due to natural features, open space, agriculture or soil conditions. The preserved areas typically represent 50% of the overall site, and remain as property owned in common. Preserved areas may remain as open space within the development, dedicated as public open space for greenways, or leased back to farmers in the case of preserved agricultural land. In return for conservation, typically, the site's overall allowable residential density remains the same, but building sites are clustered closer together on smaller lots. There are several key control features that should be in place prerequisite to the County considering approval of conservation development in the future. These include:



- ***Development Location*** - Conservation developments should be located within or contiguous to existing hamlets, or between suburban residential areas and agricultural areas. Typically, hamlets range in size from 10 to 100 gross acres.
- ***Development Scale*** - Conservation development works best when it is of some reasonable scale. Scale is a feature in conservation sustainability. While subject to further study, the minimum size of a conservation development within rural centers should be at least 10 gross acres in size.
- ***Conservation Area*** - At least fifty percent of the gross project area should be held in some form of preserve, reservation, or common area. Development proposals outside hamlets should provide at least sixty percent of the site in conservation, to continue to emphasize maintenance of rural County character. The County should maintain flexibility to determine the most effective means of ensuring longevity of the set aside. A proposal which does not satisfy the County on reasonable grounds should be denied.
- ***Facilities and Services*** - A conservation development must provide for on-site common potable water and waste water treatment. Consistent with Plan policy for the protection or raw water resources and environmentally sustainable development, no individual dwelling on-site waste water disposal system should be allowed. Land application and other environmentally compatible methods should be considered.

The County Rural Estate (RE) zoning district, which may be applied in any location, requires a minimum one-acre lot size (not currently mapped in the County). The County could revise this zoning district, or create a new zoning district for conservation development. Regardless of the approach, other zoning and subdivision regulations which allow residential development other than a farming residence should not be allowed. A conservation development model ordinance is provided in Appendix C. The Northeastern Illinois Planning Commission and the Chicago Wilderness also promote this development approach through their *Conservation Design Resource Manual: Language and Guidelines for Updating Local Ordinances* (2003).



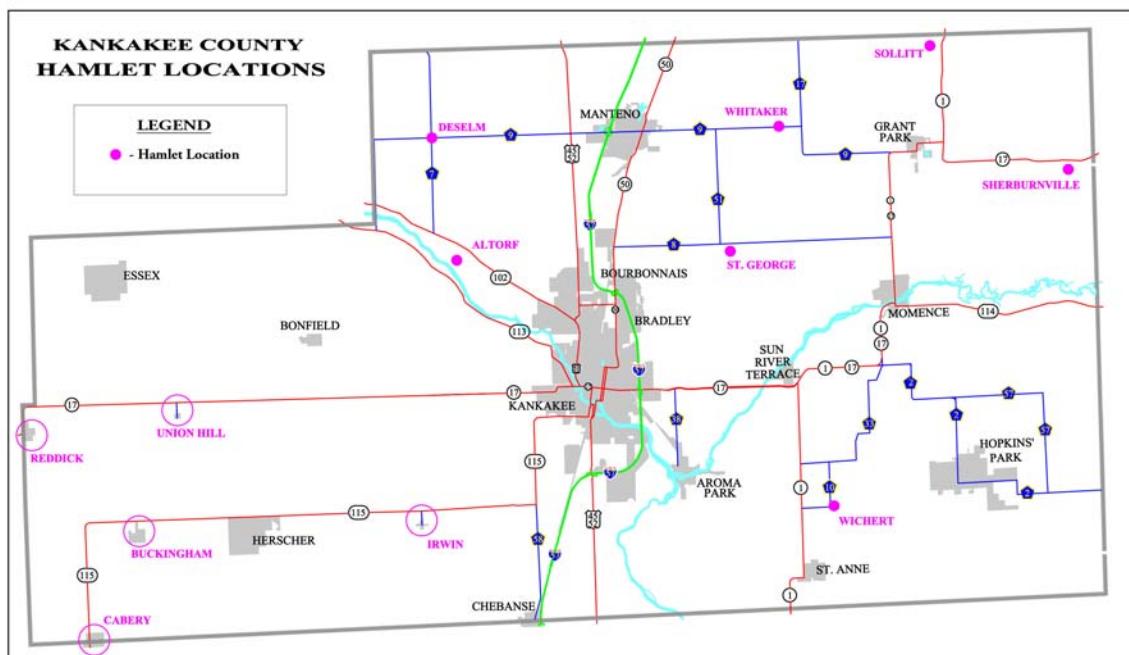
### *Hamlets:*

Past development patterns of the County demonstrate the formation of hamlets. Many incorporated villages in the County – Irwin, Union Hill, and Cabery – still retain the key characteristics of a hamlet:

- Small cluster or concentration of homes
- The presence of some civic or public facility, such as a town hall, church, school, or post office
- Minimal commercial services, such as a grocery store, gas station
- Possible industrial services, such as grain elevator and farming supplies

Many hamlets are historical in character, such as St. George. Figure 3-10 illustrates the County's hamlets, which will be the main focus of future rural development policies.

**Figure 3-10: Kankakee County's Hamlet Locations**



Source: Kankakee County Planning Department

The County will only allow new residential, commercial, or industrial development in unincorporated areas that are within or contiguous to identified hamlets. For residential uses, the County will use the conservation development approach with prevailing agricultural zoning in these rural areas. This new policy will



allow residential uses in agricultural areas to be clustered together, instead of scattered throughout the rural landscape. Essentially, the clustering of homes will extend an existing hamlet, while preserving large tracts of land for farming or open space purposes. New development should provide for community water and waste water services. The following descriptions provide a brief overview for each of the County's hamlets.

1. Altorf - Altorf is located in Bourbonnais Township along Illinois Route 102 near the Kankakee River State Park. A trading post and a tavern are this hamlet's primary non-residential uses.



*Trading Post in Altorf sells groceries & fishing gear*

2. Village of Buckingham - This community of 237 people is located in Norton Township along the former Bloomer-Shipper Railroad Line (abandoned). It was incorporated in 1902. The village has a recreation center, tavern, post office, and a municipal well.
3. Village of Cabery - An incorporated village of 263 people located in southern Norton Township along the former Bloomer-Shipper Railroad Line. This community straddles the county line and part of it is in Ford County. The community includes a municipal well, a church, grain elevator, post office, public park, tavern, and a hardware store.
4. Village of Irwin - A small incorporated village of 92 people located in Otto Township along the Canadian National Railroad. Amenities include a church, restaurant, and an agricultural business.
5. Sherburnville - This hamlet is located in Yellowhead Township along Illinois Route 17 near the Indiana State Line. It includes a church and a cemetery.



6. Deselm - This hamlet is located near the center of Rockville Township, at the intersection of County Highways 7 and 9. Non-residential uses in or near Deselm include a cemetery and the Rockville Township Hall.



*Community of Deselm along County Highway 9*

7. Village of Reddick - Reddick is located along Illinois Route 17 in Norton Township at the far western edge of Kankakee County. The Norfolk and Southern Railroad runs through this incorporated village. Reddick has a population of 219 people. Non-residential uses include a post office, an elementary school, a fire station, and municipal buildings.

8. St. George - St. George is located along County Highway 8 in Bourbonnais Township. It has an elementary school, a church, a cemetery, and a heating and cooling contractor.



*St. George Church is the community's foundation*

9. Sollitt - Sollitt is also located in Yellowhead Township; however, it is located near the Will County Line along the Union Pacific Railroad. It has a church, a tavern, and a farm implement and seed business.

10. Whitaker - This is a small community located along County Highway 9 in Sumner Township. Its only non-residential use is a grain elevator.

11. Wichert - This hamlet is located in St. Anne Township just east of Illinois Route 1 along the Union Pacific Railroad. It has a business and a church.



### *Agricultural Conservation Area:*

The agricultural conservation area includes all agriculturally zoned (A1) land in the County primarily devoted to agricultural production. It also allows farmers an exception to subdivide land in order to build a farm home. Because non-farm residential development causes a strain on rural governments to provide basic services, such as fire protection and road maintenance, in 1996 the County increased the minimum acreage for a farm residence by a separate owner from 2 acres to 20 acres. The underlying purpose of this regulatory policy is to establish a measurable minimum parcel size sustainable for agricultural production.

The 20-acre minimum policy has been in place since 1996, and about 10% of total unincorporated residential construction has been on 20-acre farmsteads. Although the owner must certify that farming or horse-breeding is a primary activity, these 20-acre farmsteads may strain rural service providers and fragment the overall agricultural landscape in the County over time. Therefore, the Land Use Plan recommends that the County analyze its current regulatory policy and consider increasing the minimum farm residence lot size.

As stated under the previous category, the County could allow the use of conservation development practices in agricultural areas contiguous to hamlets to provide agricultural support and preserve farmland.

### *Greenway Corridors:*

The greenway corridors are intended to preserve critical waterways, improve environmental quality, and provide future opportunities for recreation trails. They are consistent with those indicated for preservation in the County's 1999 Greenways and Trails Plan (see Chapter 5 for more details). Because the vast majority of the County is in agricultural production, greenways are the site of much of the County's biodiversity including vegetation



*Rock Creek near Manteno is a potential greenway*



and wildlife. An effective way to implement this concept is to require a riparian buffer from all rivers and streams in the County's development regulations. The Village of Herscher already has established this type of standard in its subdivision regulations, and could be consulted for its effectiveness. Typically, greenway buffers vary from fifty to three hundred feet, depending on existing natural features.



## **Recommendations and Implementation**

Based on plan goals and objectives, and County preferences for future land use and development patterns, several recommendations and implementation strategies are provided below.

***Recommendation # 1: The County will encourage joint land use planning and implementation within municipal extraterritorial jurisdictions (ETJ's).***

***Implementation Actions:***

**A. Provide comprehensive planning assistance to municipalities.**

Local communities will exercise leadership in the development of land use plans which encompass municipal extraterritorial jurisdictions. Many municipalities are now in the process of updating or creating new comprehensive plans, and have stated their desire for County assistance. Due to its institutional capacity, GIS computer technology, planning knowledge, and data access, the County should offer its assistance in the local planning process to ensure that County Plans, zoning, and capital facilities program, particularly for roadways, align with local plans.

**B. Seek adoption of supportive municipal resolutions for the Land Use Plan.**

Because most municipalities participated in the planning process, Kankakee County should seek adoption of supportive municipal resolutions for the Land Use Plan. In particular, the County worked with municipal leaders on designating general growth or conservation areas as part of the Land Use Plan.

**C. Promote the adoption of Joint Land Resource Management Plans.**

Kankakee County also should aggressively seek joint land use planning and implementation, especially within community ETJ's. The Illinois Compiled Statutes 50 ILCS 805 states, "a plan shall be deemed joint or compatible when so declared by joint resolution of the affected municipality and county." Using this tool, a joint plan can be adopted as follows:



- County works with a community to develop a plan, and they both adopt the plan; or,
- Community develops a plan, the County reviews and comments, and they both adopt the plan.

The County will accept local plans as part of its Plan if the community goes through the joint plan process when updating their plan. There are many benefits from joint planning in implementation. Consistency in zoning and land use decisions, infrastructure improvements, and municipal facilities are but a few. Plan consistency, especially in ETJ's, strengthens the possibility of realizing community aspirations for development and conservation.

D. Provide “best practice” models for land use planning and control.

The County should make available its resources to demonstrate best practice approaches in the field, and provide technical resources to implement them. An example is the greenway ordinance the County provided in the 1999 *Greenways and Trails Plan*. Another example is the need for conservation development, which preserves more open space and critical features by providing density bonus incentives. A model ordinance for conservation development is in Appendix C. In addition, the Northeastern Illinois Planning Commission and the Chicago Wilderness have developed the “Conservation Design Resource Manual: Language and Guidelines for Updating Local Ordinances.” As a matter of public policy, the County will assume a new role as an information clearinghouse for planning and development best practices.

*Recommendation #2: As a key implementation step of the Plan, promote and encourage annexation or pre-annexation agreements for any developments within municipal extraterritorial jurisdictions (ETJ's).*

*Implementation Actions:*

A. Encourage annexation of developments within ETJ's.

New growth and development proximate to communities should be annexed and served with municipal facilities and services. This is essential to minimize impacts on township services and rural facilities. An exception to this is development within and around unincorporated rural centers.



Incorporated rural centers, such as Buckingham and Union Hill, should seek annexation.

B. Help determine annexation incentives for existing developments.

The County should work with municipalities to help communities find ways to annex unincorporated development currently not under annexation agreements. Once unincorporated development occurs next to a community, there is a financial disincentive to annex. Retrofitting utilities, streets, and other features to meet community standards is expensive. Yet the potential for failing on-site septic systems and water quality issues remain. Where practical, the County can assist in these situations to help communities find funding to help bridge improvement costs, and make annexation of these areas more feasible.

*Recommendation # 3: The County will continue to support agri-business and farming.*

*Implementation Actions:*

A. Consider increasing minimum lot size for farm homes in agricultural areas.

In 1996, the County increased the minimum farm house lot in agricultural zones from 2 to 20 acres. If this development trend continues, these 20-acre lots will be scattered throughout the County over time. In order to promote orderly growth and a logical extension of municipal services, the County should consider increasing the minimum lot size for farmsteads affiliated with the pursuit of agriculture. Over the years, the average farm size is getting larger not smaller. The average farm had 358 acres in 1987, while the average farm had 481 acres in 2002. In addition, the County should consider a maximum front yard setback between 50 and 100 feet (depending on roadway tier level) to minimize the development impacts on productive farmland, and to allow improved accessibility for public safety workers. Similar to its previous actions for the 1996 policy, the County should further analyze these recommended action items prior to implementation.



B. Consider a purchase-of-development rights (PDR) program.

The County should consider a PDR program to protect farms with Prime 1, 2, and 3 soils outside municipal ETJ's, especially those along roads with scenic vistas that help define the County's rural character. A PDR program would allow the County to purchase the development rights for farmland and establish a permanent conservation easement. The positive benefits of this program are the farmer retains the property's ownership and right-to-farm, the farmer obtains a payment for his property, and the conservation easement is binding to all future owners. This program may be especially valuable to those farmers that do not wish to see their farms developed for residential or commercial uses, but need monetary assistance in financing their farming operations.

*Recommendation # 4: The County will revise its development regulations to promote orderly growth and cost-efficient services.*

*Implementation Actions:*

A. Update zoning regulations consistent with the Land Use Plan.

Based on the Land Use Plan recommendations, the County should update its zoning regulations for the rural estate district (RE) and agricultural estate district (A2).

1) RE District - County zoning establishes a Rural Estate District (RE) that promotes a semi-rural character. Although it is not an officially mapped zoning district, the RE District is applied "in areas of existing large lot development and/or areas of natural beauty where maximum open space preservation is desired." The minimum lot size is one acre. To create an appropriate transition between municipalities and farmland, this district should be revised to require conservation development and apply it to requested areas, such as Limestone Township and the Villages of Herscher and Grant Park. The RE District's zoning code preamble should be modified to reflect this policy change.



2) A2 District - The Agricultural Estate District (A2) is intended to be applied outside municipal ETJ's to promote a rural residential lifestyle. Although it is not an officially mapped zoning district, the A2 District is applied "in areas where soil and topographic conditions are best adapted to residential uses." The maximum lot size is fifteen acres. In order to promote orderly growth and reduce the strain on township services, the County should revise the agricultural estate district to require conservation development and apply it to areas within or contiguous to hamlets. Applied to these areas, conservation development would create new rural living opportunities and preserve surrounding agricultural land for farming. The A2 District would require conservation development in rural locations, whereas the RE District would require conservation development in semi-rural locations between urbanized and rural areas. The A2 District's zoning code preamble should be modified to reflect this policy change.

3) R2 District – The High Density Residence District (R2) is intended to provide single family detached housing on small lot sizes within one and a half miles of a municipality. Consistent with the policies of the Plan, single family detached housing should only occur within incorporated areas and within or adjacent to hamlets. The densities and the development standards of the R2 District are inappropriate within unincorporated areas of the County. Therefore, the County should consider the elimination of the R2 District.

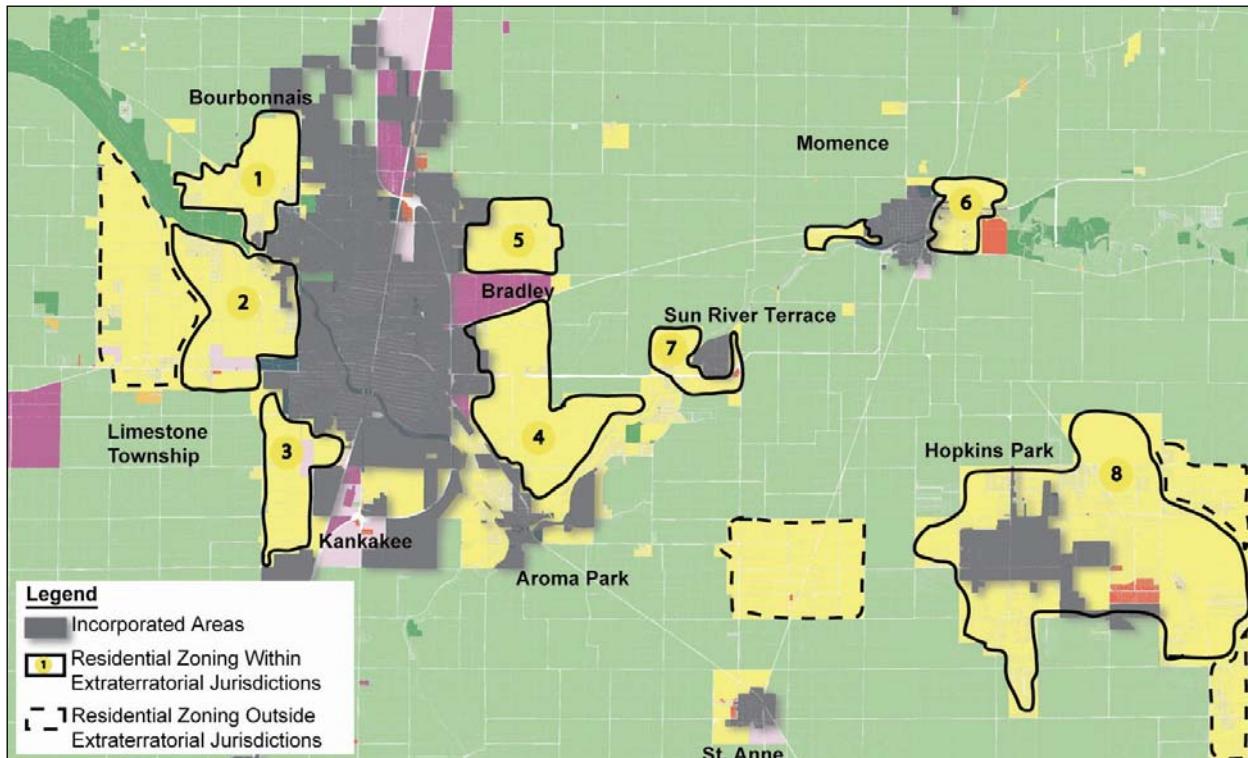
B. Reduce the over-supply of unincorporated R1 residential zoned land.

Originally established in 1967, the County currently contains almost 35,000 acres of "undeveloped" residentially-zoned land. 28,495 acres are located within municipal ETJ's and 6,211 acres are located outside municipal ETJ's. Almost 40 years later the land remains as zoned in 1967, and the vast majority of this land remains in agricultural use. Based on the land use projections to 2030, the County may need to accommodate between 3,671 and 6,872 residential acres in unincorporated areas. These numbers are based on historical trends. When applying the policies of the Land Use Plan, the County likely expects even less development than trends here show since most growth will be encouraged in urban centers. In addition,



municipalities may need to accommodate 2,475 - 4,050 residential acres, some of which will result from annexing unincorporated areas. Large tracts currently zoned R1 are illustrated in Figure 3-3, which was previously described in Section A, Existing Land Use and Zoning.

Figure 3-3: R1 Single-Family Residential Zoning District Concentrations, Kankakee County



In order to promote orderly growth in support of the Land Use Plan and discourage development in locations not planned to provide adequate facilities and services, the County should re-zone areas to an appropriate agricultural use. To this end, the County should undertake a special analysis which would more carefully document conditions relative to the appropriateness of any zoning change. Preliminarily, the Land Use Plan makes the finding that these areas should seriously be considered for down-zoning action. Among the factors to be considered should include: 1) conditions in each area including soils, drainage and other natural features



and their compatibility in relation to more intensive development; 2) document the land use and development history within each zoning area; 3) identify the presence, or lack thereof of adequate facilities to serve new development including public utilities, emergency services, schools, roads and other services; and, 4) identify any public agency plans or capacity to make such services available.

However, it should be noted that many of the community growth areas contain R1 residential zoning, so the County will encourage developers to obtain annexation or pre-annexation agreements with adjacent municipalities. Any residential development in the R1 District, whether a subdivision or Plat Act division, would be required to provide municipal sewer and water or community systems. Ultimately, the County will seek a cooperative planning process with municipalities for their land use preferences in ETJ's, which was accomplished for the sub-area plans.

C. Reduce the over-supply of unincorporated industrially zoned land.

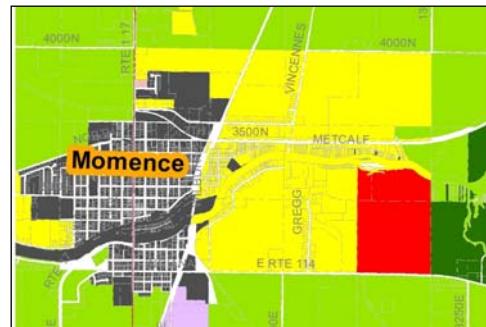
Projections for industrial land demand for the year 2030 range between 1,292 and 2,585 acres. However, the County currently has 5,980 acres of undeveloped industrially-zoned land. Of this total acreage, approximately 4,342 acres are within municipal ETJ's and 1,638 acres are outside municipal ETJ's. Much of the vacant industrial zoned property is in the I-57 corridor between Bourbonnais and Manteno. In addition, there are existing industrial lots within the County – in the City of Kankakee and the Diversatech Campus east of Manteno – that have vacant or under-utilized industrial zoning. Regarding Diversatech, the Village of Manteno currently does not have plans for annexation, but believes a long-term strategy is needed to accommodate future uses. In addition, the County and the Villages of Bourbonnais, Bradley, and Manteno are planning future industrial uses along the I-57 corridor, as well as a unified zoning overlay and subdivision regulations. Therefore, the County should investigate alternative land uses for proposed industrial areas–east of Bradley and south of St. Anne—that may not provide the appropriate access or infrastructure for industrial development.



D. Reduce the over-supply of unincorporated commercially zoned land.

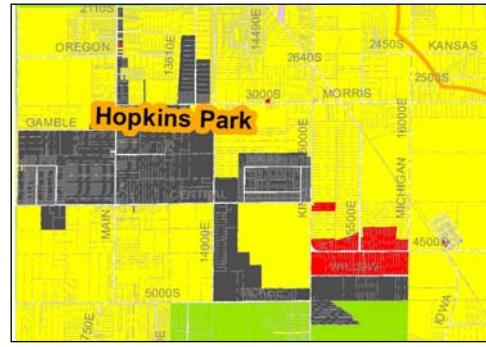
The County also should investigate the potential to change the use of specific commercially zoned areas, as a way to promote orderly growth and minimize the need for costly public services and infrastructure. There are two large commercial zones in Momence and in Pembroke Townships that may warrant a land use change.

In Momence Township, approximately 220 vacant commercial acres are situated east of the City of Momence and adjacent to the Momence Wetlands. This zoning not only promotes new commercial outside of the City, at the expense of the City's downtown revitalization efforts, but it also has the potential to negatively impact the Momence Wetlands.



*Large commercial zone (in red), east of Momence*

In Pembroke Township, approximately 250 vacant commercial acres are situated east of Hopkins Park. Due to an apparent lack of market demand, or the availability of public services, a land use change might be considered for these areas. Subject to the same criteria identified for residential rezoning cited above, the County should explore an appropriate agricultural use in this area.



*Large commercial zone (in red), east of Hopkins Park*



***Recommendation # 5: The County will actively promote and encourage development and re-development efforts within its municipalities.***

***Implementation Actions:***

**A. Encourage and support traditional “Main Street” commercial districts.**

The County sustains a number of small villages with traditional “Main Street” commercial districts. These include Manteno, Grant Park, Aroma Park, Herscher, St. Anne, Chebanse, and Bonfield. These districts provide opportunities to sustain traditional downtown environments. Traditional “Main Street” districts were not only the commercial center of town, but also function as civic and social centers of a community. Therefore, the County will actively encourage “Main Street” programs, such as that recently adopted in Momence, by offering planning, mapping, and consensus building assistance.

**B. Encourage and support existing industrial districts within municipalities.**

The County should also work with those municipalities with older industrial areas, such as the City of Kankakee and Bradley, to determine issues and opportunities for redevelopment and re-investment. In particular, the creation of a county-wide brownfield program may be the best solution for industrial areas faced with environmental contamination and clean-up. Further, as new industrial and business parks are planned, the County should take an active role in aiding to coordinate desired transportation and other facilities to serve new development.

**C. Encourage and support urban infill incentive programs.**

As the County works with municipalities who request planning assistance, the County should encourage municipalities with vacant and/or under-utilized properties to create an urban infill incentive program. Specifically, municipalities can promote Tax Increment Finance (TIF) districts for areas in need of infill development and upgraded infrastructure. TIF districts allow property taxes from increasing property values in the district to be applied and spent within the district on infrastructure improvements.



## F. Sub-Area Plans

The planning process for the 2030 Kankakee County Comprehensive Plan has identified the need to examine three key geographic sub-areas in the County in more detail to deal with specific issues or opportunities. The sub-area plans include more detailed land use planning and design recommendations to bring clarity to the overall Land Use Plan. Recommendations will help guide the type, location, and quality of development and redevelopment in each sub-area. Three sub-area plans were prepared for the Plan, including:

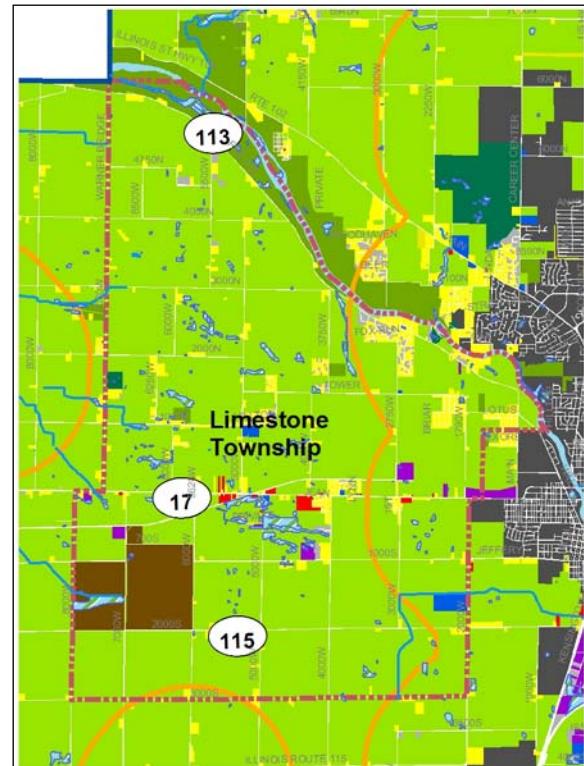
- Limestone Township
- Pembroke Township
- North I-57 Corridor

Each sub-area plan includes: an existing conditions summary; community-assessed development issues; a land use plan; and, implementation actions. In the future, the County may want to prepare additional sub-area plans as the need arises in collaboration with the County's municipalities.

### Limestone Township Sub-Area Plan

#### *Existing Conditions Summary*

Limestone Township is largely an agricultural rural township, west of the City of Kankakee and the Kankakee River. With a 2000 U.S. Census population of 4,659, the Township has strong roots as a rural community. Local government services and businesses are located along Route 17 between 4000 W. Road and 5000 W. Road. A new township administration building and new fire station are located at Route 17 and 5000 W. Road. The local grade school is located at the intersection of 5000 W. Road and 1000 N. Road. This rural "hamlet" is roughly located at the center of the township.



Between 1970 and 2000, Limestone Township grew from 4,092 to 4,659 people, an increase of 567. Limestone Township has the second largest number of unincorporated housing starts. According to the County's 2004 *Kankakee County Vacant Lot Analysis Working Paper*, Limestone Township accounted for 447 new homes in the unincorporated County, or 20.5%, over the last 20 years. One possible reason why population is lagging behind housing is that the U.S. Census is not accurate in the rural portions of the County.

The Township's rate of growth is straining rural services, such as road maintenance and volunteer fire protection service. The Township has a rural road network consisting of many sub-standard or inadequate roads. More significantly, the presence of shallow soils and fractured limestone has proved to be unsuitable for typical on-site waste water systems. Shallow soils have also created significant storm water drainage issues in the Township as well. Recently, issues have been raised with a subdivision's inadequate soil conditions.



*Limestone Fire Department is being stressed*

Further, the Township has been negatively impacted by the 1996 Shell Oil Co. spill in the vicinity of 4000 W. Road and Tower Road. The incident contaminated local soils and well-water supplies. As a result, Shell Oil agreed to extend public water lines into the vicinity to service existing residents. Although public water is now available to some areas of the township, its presence only encourages additional development in locations with substandard roads and poor soil conditions for on-site waste water systems. Typical septic systems cannot handle the rate and density of growth and a public sewer system is cost prohibitive.

### ***Community-Assessed Development Issues***

As part of Kankakee County's Comprehensive Plan update, the County met with several Township leaders on February 22 and March 22, 2005 to assess current development issues. The following summary represents key issues highlighted at these meetings.

#### ***Land Use Issues:***

1. Limestone Township is a rural community that seeks to maintain its rural character. Families have lived here a long time. Newcomers move here for the rural lifestyle.



2. Public service needs for water, sewer, fire, and police are becoming more critical as development continues in the Township.
3. The Township seeks to work with the County Planning Department on appropriate planning policies to meet their needs.

***Transportation Issues:***

1. New residential subdivisions are straining the road system and the school system. 2000 N. Road handles 50 school buses per day, and needs to be upgraded.
2. Limestone Township only has an annual budget of \$200,000 for road improvements.
3. Tower Road requires re-surfacing and widening, which is estimated to cost \$340,000.
4. Access through the community is difficult because it isn't compact, but dispersed.
5. Farm vehicles on roadways are perceived as a problem by newer residents who are used to a more urban or suburban lifestyle.



*Township highway department has limited resources*

6. Route 17 should be widened from two lanes to four lanes from the City of Kankakee to Warner Bridge Road. This action is preferable to widening Route 113.
7. Some citizens are not supportive of a new bridge crossing over the Kankakee River into the Township due to the perceived potential for "induced" development and traffic.

***Natural Resource Issues:***

1. Because local soils are generally shallow and wet, subdivisions experience reoccurring flooding. Soil conditions are a major contribution to septic system failures in the Township.
2. Drainage issues also stem from the township's closed farm tile drainage system and a lack of improved and channelized drainage ditches.
3. In order to protect farmland, some community members believe it may be appropriate to increase the minimum lot size of County farmsteads.

***Public Facilities Issues:***

1. New developments should pay open space contributions to the Township's Park District in lieu of creating small isolated parks within small residential subdivisions.



2. Bedrock lies within inches of topsoil in some areas of the township, which affects the ability to install septic systems.
3. The Township's volunteer fire department (35 total members) is being stressed due to additional demands from newcomers with urban service expectations.
4. The fire department has an ISO rating of 5, which means they can get anywhere in the township in 10 minutes.
5. While Limestone Township is receiving residential development, surprisingly not more schoolchildren. Over 150 students are above the 6<sup>th</sup> grade level, and less than 140 students are below that. 4<sup>th</sup> and 5<sup>th</sup> graders attend school in Bonfield. High school students attend Herscher High School.
6. The feasibility of extending waste water collection across the Kankakee River into Limestone Township has been studied by the City of Kankakee, but has not been pursued due to costs.

#### *Land Use Plan*

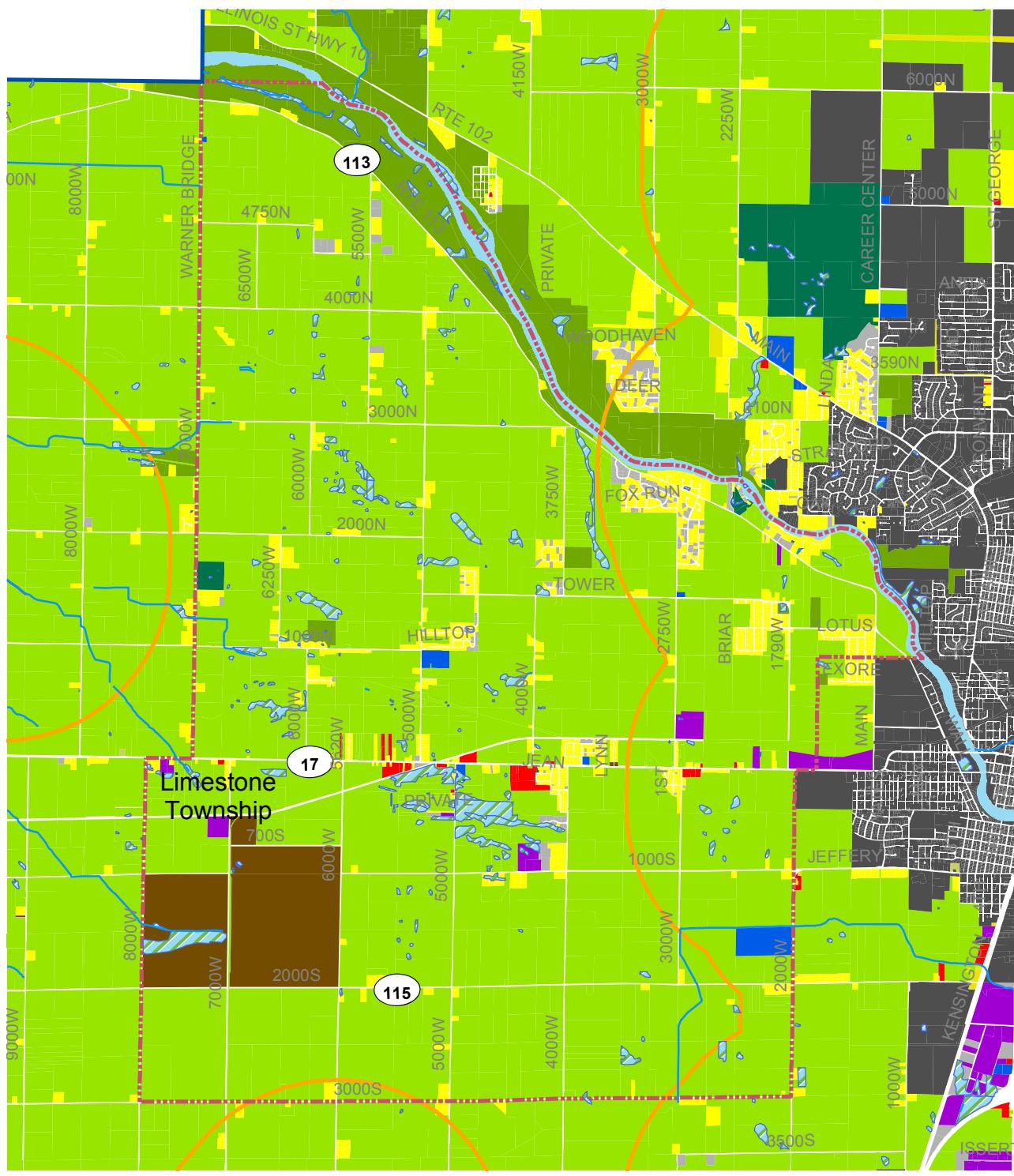
Limestone Township currently sustains 21,000 agricultural acres, out of a total land area of 25,000 acres. Existing single-family residential land uses account for 1,156 acres. Figure 3-11 highlights the scattered pattern of existing land uses in the Township. Single-family zoning covers about 7,753 acres. Thus, the Township has almost 6,600 acres of "undeveloped" residentially zoned land. Figure 3-12 highlights the location of zoning districts in the Township.

Due to a lack of infrastructure capacity and environmental constraints, the township is strained to accommodate much more residential development. Noteworthy is that the Township currently has 133 vacant, platted residential lots that are available for development. In order to promote orderly growth and minimize costly public services, Figure 3-13: Limestone Township Land Use Plan, illustrates a more constrained development pattern for future residential growth.

Significantly, the Plan proposes a reclassification of single-family residential zoning west of 2750 N. Road, and the creation of a rural estate zone between the single-family and agricultural uses beyond Wiley Creek (see Figure 3-13). This rural estate zone would require conservation development and provide an appropriate residential transition between land



### Figure 3-11: Limestone Township Existing Land Use



0 0.5  
Miles



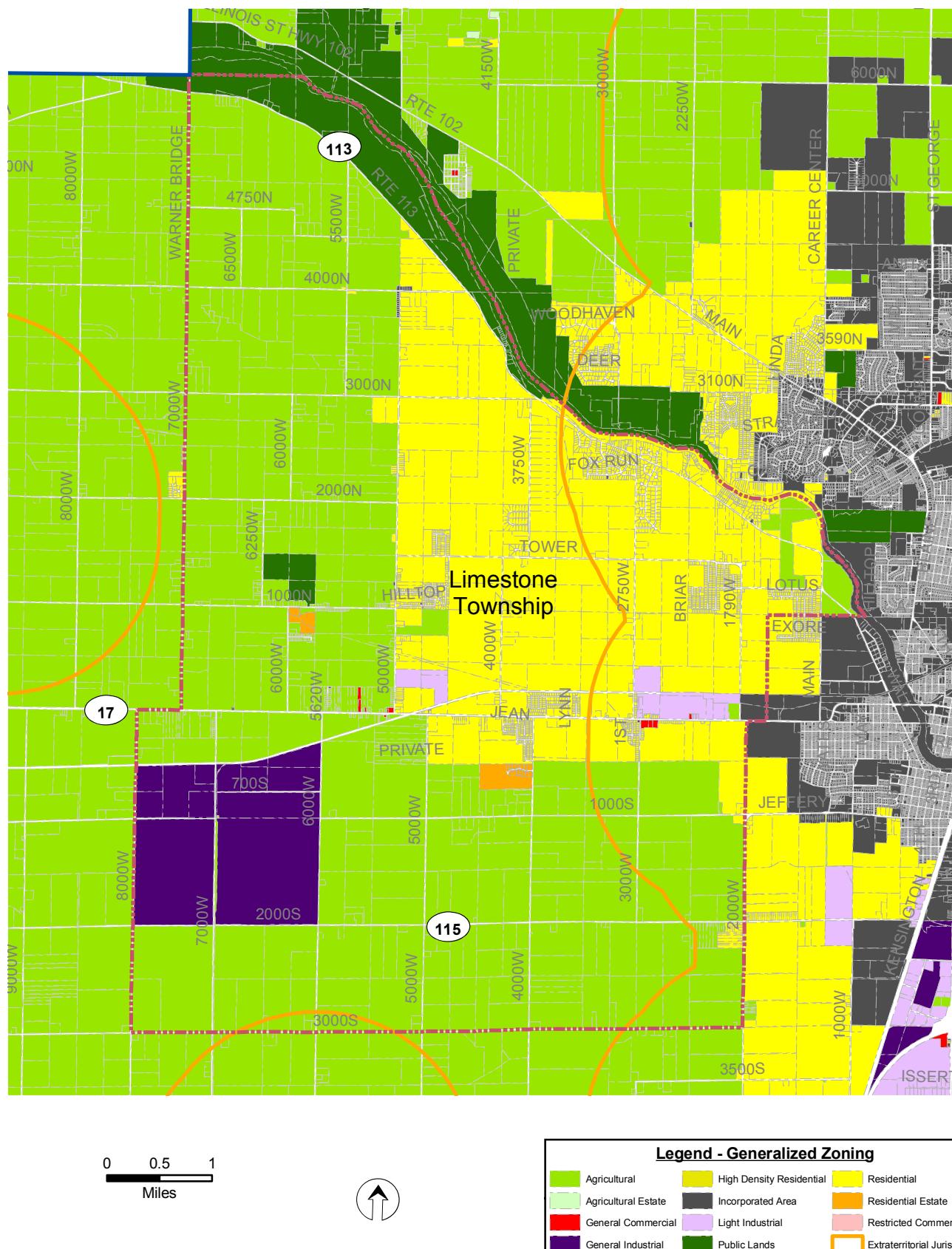
### Legend - Existing Land Use

Legend for Land Use Map:

- Agri-Business
- Manufactured Home
- Quarry and Mining
- Open Water
- Agriculture
- Multi-Family Residential
- Single Family Residential
- Extraterritorial Jurisdiction
- Commercial
- Private Open Space/Recreation
- Two-Family Residential
- Wetlands
- Incorporated Areas
- Public Open Space
- Utilities
- Wetlands
- Industrial
- Public/Institutional
- Vacant Lots

Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

**Figure 3-12: Limestone Township Generalized Zoning**

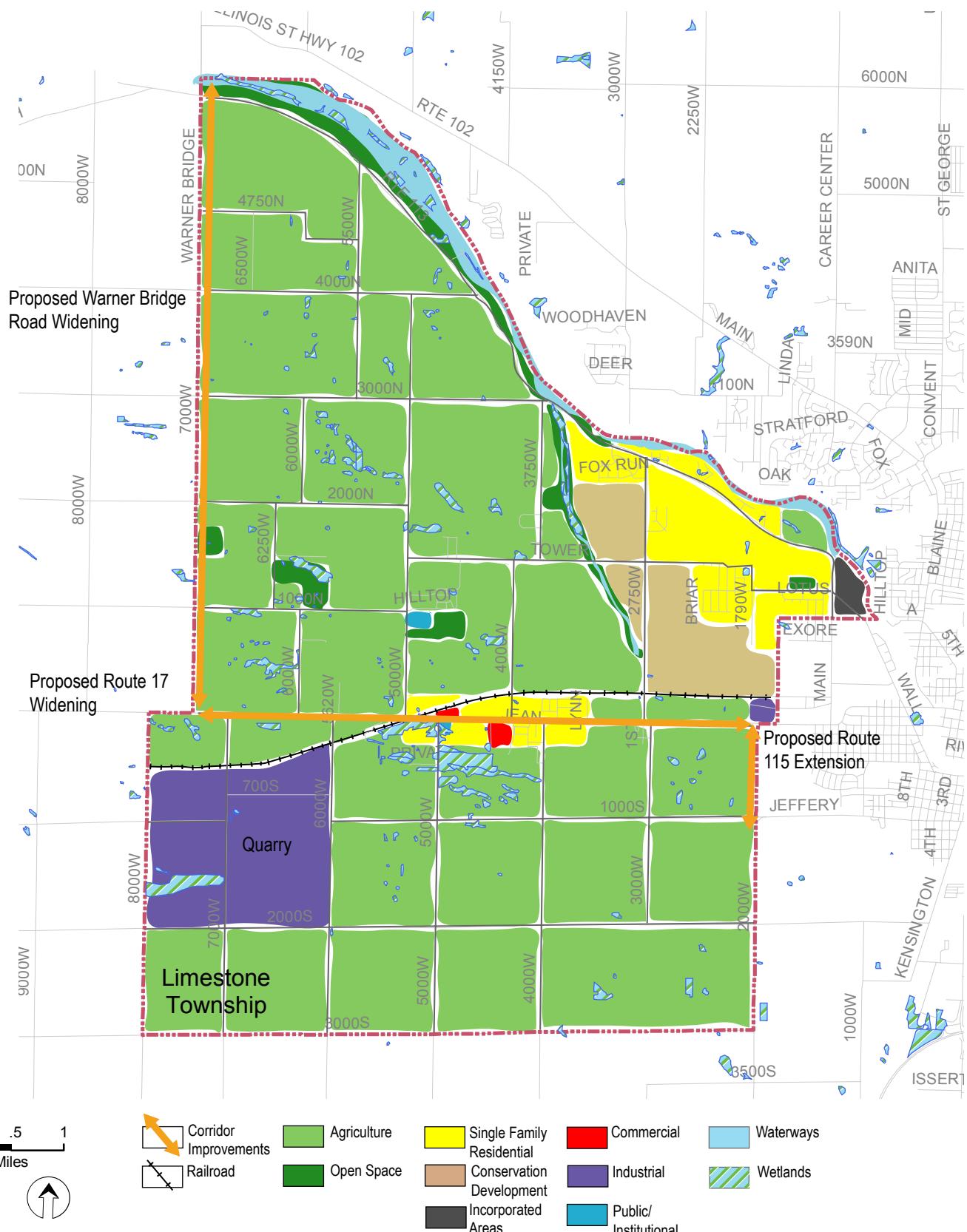


0 0.5 1  
Miles



Legend - Generalized Zoning					
Agricultural	High Density Residential	Residential			
Agricultural Estate	Incorporated Area	Residential Estate			
General Commercial	Light Industrial	Restricted Commercial			
General Industrial	Public Lands	Extraterritorial Jurisdiction			

**Figure 3-13: Limestone Township Land Use Plan**



Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

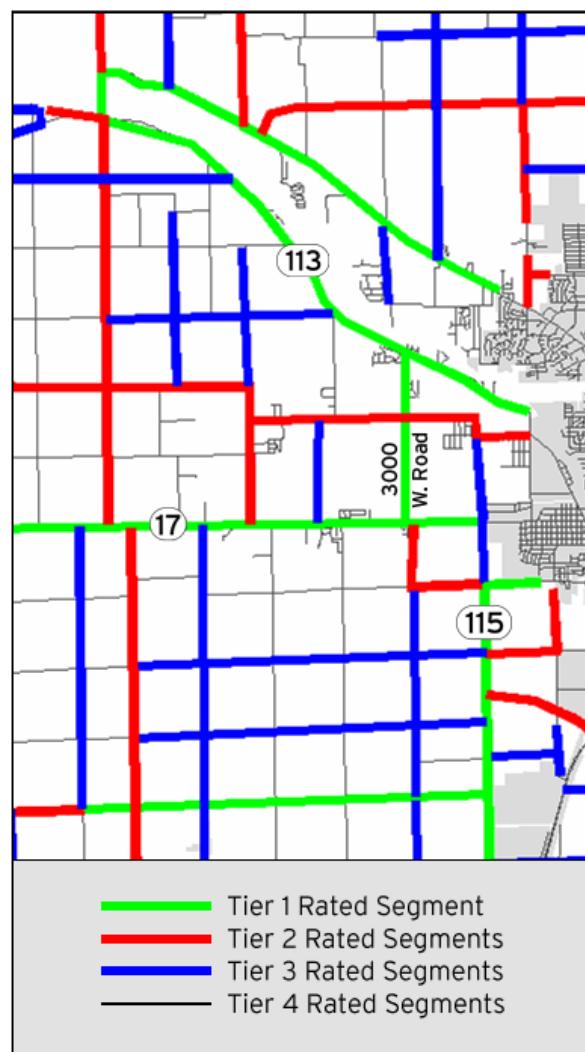


uses through open space buffers and dedication. These concepts were developed in association with Township representatives.

The Land Use Plan established a future growth area for the township's commercial and civic uses along Route 17 between 5000 W. Road and just beyond 4000 W. Road. Although the Plan indicates a potential widening of Route 17, this roadway supports many homes and businesses which are major constraints to roadway widening. The proposed widening of Route 17 will need to be further evaluated through a preliminary engineering study. In addition, the proposed widening of Warner Bridge Road is highlighted, and will require further evaluation for costs and potential impacts.

Finally, the Limestone Township Land Use Plan accepts the designations of the County's Corridor Preservation Program, as illustrated in Figure 3-14 (see Chapter 4 for more details). The overall goal of the Program is to preserve "clear corridors" along roadways by establishing building setbacks to preclude development within the path of future roadways. The Tier 1 roads were established to handle urban traffic volumes to an extent that six lanes are being considered. In Limestone Township, Tier 1 roads include Route 113, Route 17, Route 115, and 3000 W. Road. As shown in the Limestone Township Land Use Plan, some township representatives have expressed their preference to widen Warner Bridge Road, a Tier 2 roadway, instead of widening Route 113 along the Kankakee River State Park. This preference is also consistent with the County's 6000 N. Road Corridor Study (described in Chapter 4).

**Figure 3-14: Limestone Twp Tier System, County Corridor Preservation Program**



## *Implementation Actions*

Several implementation actions should be undertaken by the Township, in cooperation with Kankakee County. These include:

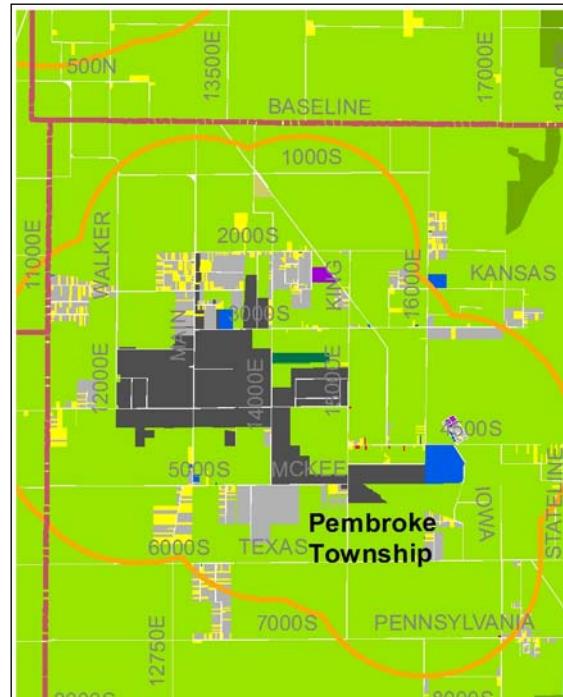
1. Due to the high levels of growth and complexity of natural constraints, the Township should consider creating a Plan Commission and developing a comprehensive plan. Township officials already have worked with the Kankakee County Planning Department on determining the land use plan, and could partner with the County on creating a township comprehensive plan.
2. The Comprehensive Plan could provide more specific details on natural features and constraints, such soil conditions, bedrock levels, high seasonal water levels, and woodlands. These environmental features help maintain the Township's drainage patterns, which are critical for agricultural productivity, and determine the most appropriate locations for future development. In addition, the County and Township could undertake a drainage and storm water management study to effectively deal with ponding and flooding in the Township.
3. The County and Township could cooperate on determining appropriate roadway improvements, including the evaluation of Route 17 and Warner Bridge Road widening. Community consensus is necessary to find roadway solutions that maximize transportation benefits and minimize potential impacts.
4. The County and Township should work on updating open space regulations for new residential subdivisions, because the Township would like to receive contributions to its park district in lieu of small individual parks within subdivisions. Individual parks tend to cost more to maintain in relation to the population served.
5. The County and Township should work on determining the need for additional community commercial uses along Route 17 in the Township's rural center. Commercial uses in this location would better utilize existing resources and maintain community character, compared to random commercial uses in various locations along Route 17.



## Pembroke Township Sub-Area Plan

### *Existing Conditions Summary*

Pembroke Township is a small rural community in the southeast corner of the County. Community roots can be traced back to a former slave, Joseph "Pap" Tetter, who settled in Pembroke in 1862 after traveling with his family from North Carolina. Other settlers followed Tetter to farm their own land or tenant farm. In the 1930s, the Great Depression resulted in an influx of black residents from Chicago who were seeking better living conditions and a chance to own land. Much of the land in present day Hopkins Park was subdivided at that time into narrow lots, 100 feet wide by a quarter-mile deep, and sold for "strip farming." The township's rural character and inexpensive land fueled growth.



The Township's population grew exponentially from 1930 to 1970, and went from 451 to 4,351 people. In 1970, the Village of Hopkins Park was incorporated. Unfortunately, provisions for necessary public services and infrastructure were not made as land was subdivided and developed. Currently, the community lacks well-maintained water and waste water service and police and fire suppression services. The area also lacks sufficient commercial services and employment land uses. These conditions have ultimately become a deterrent to growth and remain the Township's critical problems today. From 1980 to 2000, Pembroke Township saw its population decrease significantly from 4,693 to 2,784 people. Since 1983, no new residential subdivisions have been platted or built in Pembroke Township. However, 115 homes were built over the last 20 years, or approximately 12% of the Township's total dwelling units. One possible reason why housing growth continues despite a declining population is that the current population is looking for better housing opportunities.



Due to an inadequate transportation network, poorly constructed housing, and increasing levels of poverty, the community and local agencies have been strained to provide basic services and public infrastructure. Further, the Township lacks a sustainable non-residential tax base to provide enhanced revenues to the community and Township to meet service and facility needs. As a result, County and State agencies have sought to assist Pembroke Township in improving basic public infrastructure. Between 1988 and 1990, new water and waste water treatment plants were built. According to the County Planning Department, approximately 510 water connections and 355 sewer connections have been made as of 2000. While this has been major progress, due to deferred maintenance, the water and waste water systems have fallen into a state of disrepair and require infrastructure upgrades.

Many believe that the township's lack of paved local roads is a key contributing factor that prevents the community from prospering. To respond to this issue, the Kankakee County Highway Department undertook its largest capital improvement project in 1993—a \$2.4 million reconstruction of County Highway 2 from State Route 17 to Hopkins Park. The project involved about seven roadway miles, built at Class III roadway standards capable of carrying heavier truck traffic. Nevertheless, Pembroke Township is the only township in Kankakee County without direct access to a State or Federal highway, and is hampered by gravel or dirt roads that require frequent maintenance.



*County Highway 2 is the main access route*

In July 2003, the State of Illinois launched an outreach program for four of the State's most distressed communities, with Pembroke at the top of its agenda. The outreach program, called Team Illinois, focuses all state agencies involved under the management of the Department of Human Services (DHS). A key element of the program is a long-term commitment to comprehensive community development, rebuilding, and sustainability.

In creating an improvement program for Pembroke Township, DHS and other state representatives have met with community leaders over the last year to determine key problems and opportunities. This effort produced a list of 94 implementation projects. Due to imminent public health, safety, and welfare issues associated with the lack of facilities and



services, various state agencies have already completed projects before the written plan is complete. The following is a list of major projects completed by Team Illinois:

- Upgrades and repair to the existing sewer system estimated at \$150,000 were completed in preparation for a longer-term system overhaul project
- Enhancement of police infrastructure and services in township
- Provision of water testing kits to Pembroke residents
- The Kankakee Manufacturing Consortium has been created to target jobs for local residents and offer job training through the Kankakee Community College
- Job skills matching and job search training is conducted on a weekly basis
- Implementation of adult basic education and GED classes

In addition, the Illinois Department of Transportation (IDOT) is working on a road improvement plan, and projects making \$400,000 in road improvements in fiscal year 2005 and \$800,000 in road improvements in fiscal year 2006.

Although much work has been done in Pembroke Township, even more remains to be accomplished. Decades of meager investment in public services and infrastructure has created a major community development crisis, which will require substantial community rebuilding. DHS should continue to work with the County to foster long-term relationships and to develop a 20-year comprehensive plan that focuses on correcting Pembroke's major problems and capitalizing on its opportunities. Kankakee County government is committed to partnering with the Township and the Village of Hopkins Park to improve overall living conditions and sustain public health and safety. As a matter of public policy, Kankakee County will provide resources and assistance to the Township and Village to further the goals of a healthy and sustainability community.



*Infrastructure and public services are major issues*



## *Community-Assessed Development Issues*

As part of Kankakee County's Comprehensive Plan update, the County met with several community leaders on February 24, 2005 to assess current development issues. The following summary represents key community:

### *Land Use Issues:*

1. There is a strong desire to preserve the rural lifestyle and develop rural design guidelines.
2. Additional retail business is needed in Hopkins Park. Banking and credit union services are also needed.
3. A business plan should be developed for re-use of the old Nestle plant site. Team Illinois has suggested this site could be used to process locally-produced specialty crops.
4. Local heritage and culture—the Underground Railroad, Native American sites, and the Black Rodeo—could be used as a local economic development tool.
5. The vacant prison site is available for development.
6. Problem properties, such as vacant or abandoned houses, should receive the appropriate code enforcement and/or rehabilitation.
7. Since special interest groups and individuals are purchasing significant land acreage for conservation and open space purposes, a study should be conducted to determine the overall long-term effects on the community.

### *Transportation Issues:*

1. Roadway improvements should be made to access significant residential concentrations.
2. The Township has poorly maintained roads, including those with gravel and dirt surfaces, which hinder local access and development.

### *Natural Resources Issues:*

1. Unique natural features, such as savanna oaks, should be protected, while at the same time providing for public access.
2. Unplatted farmland should not be zoned for residential use.



***Public Facility Issues:***

1. The lack of well-maintained infrastructure for water and waste water. New development should not be approved without adequate infrastructure.
2. Public sewer and water capacity needs to be upgraded and maintained.
3. There is no local police service, and only volunteer fire service.
4. The community center near the library could be expanded to provide local meeting space.
5. Mandated garbage service is needed. Open trash fires sometimes cause prairie fires.
6. Telephone service is substandard.

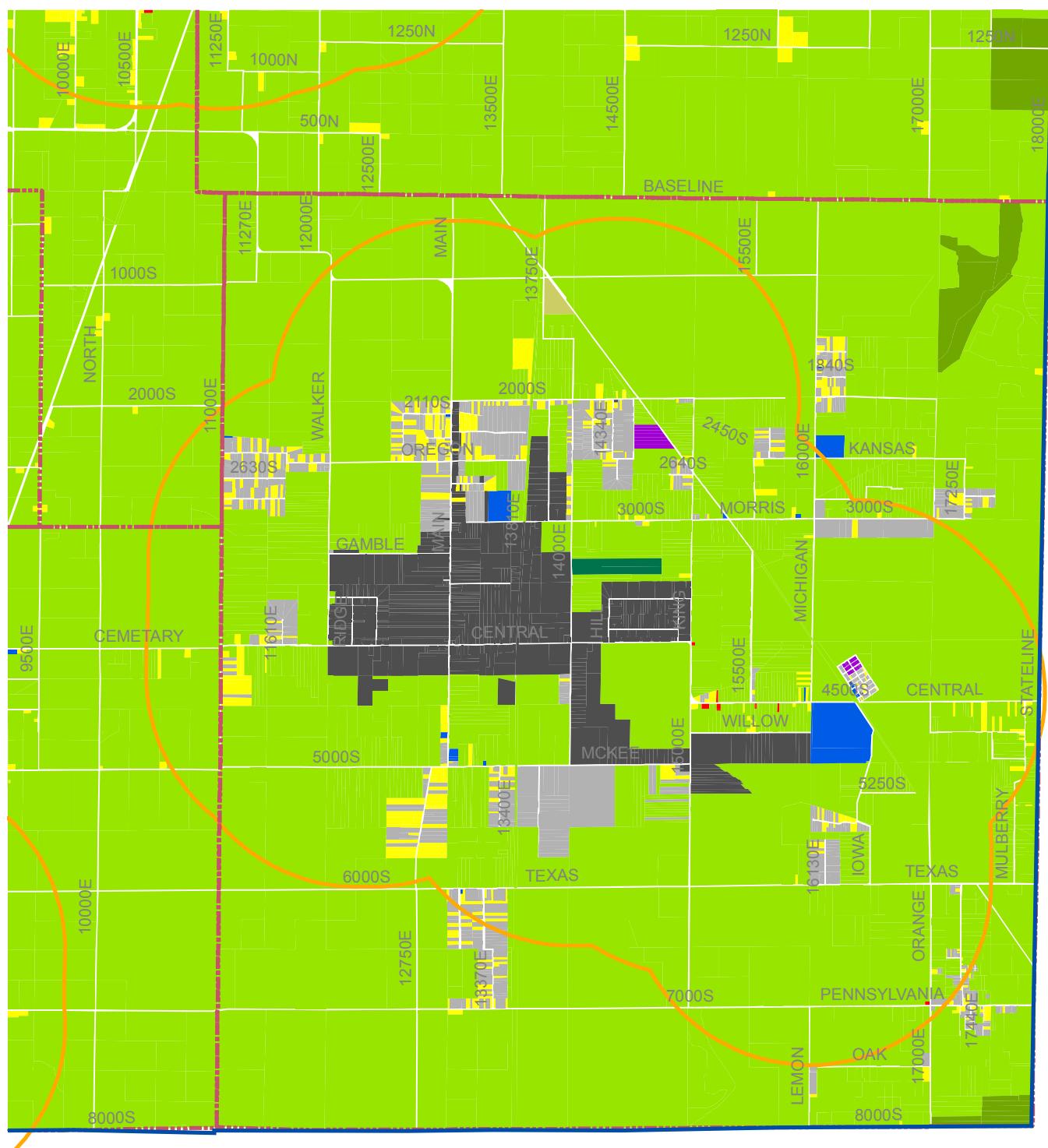
***Land Use Plan***

Out of 32,000 total acres, Pembroke Township has approximately 27,000 agricultural acres. Existing single-family residential land uses in the township account for 567 acres. The unincorporated area of the Village of Hopkins Park encompasses 2,347 acres. Figure 3-15 on the subsequent page highlights existing land use patterns within the Township. Noteworthy is that existing single-family zoning covers about 14,000 acres, or nearly half of the Township, which sets unrealistic expectations for growth based on current market conditions and public service capabilities. Figure 3-16 highlights generalized zoning in the Township.

Due to the severe lack of basic public services and infrastructure, as well as the need for County and State assistance to provide these services, vacant and/or agricultural land which is residentially zoned should be reclassified to other uses consistent with agriculture. Since there have been no new unincorporated subdivisions approved after 1983 and the township's population decreased by 40% over the last 20 years, the existing residential zoning sets a highly unrealistic expectation for growth. Subdivisions which are close and proximate to the incorporated area of Hopkins Park might remain residentially zoned to provide some buildable land inventory. Proper infrastructure improvements should be encouraged in these locations as well. Figure 3-17 highlights the recommended reclassification of residentially zoned areas. With the exception of some open space and public/institutional land uses, the majority of the Township's land uses would remain in agriculture.



**Figure 3-15: Pembroke Township Existing Land Use**



0 0.5 1  
Miles

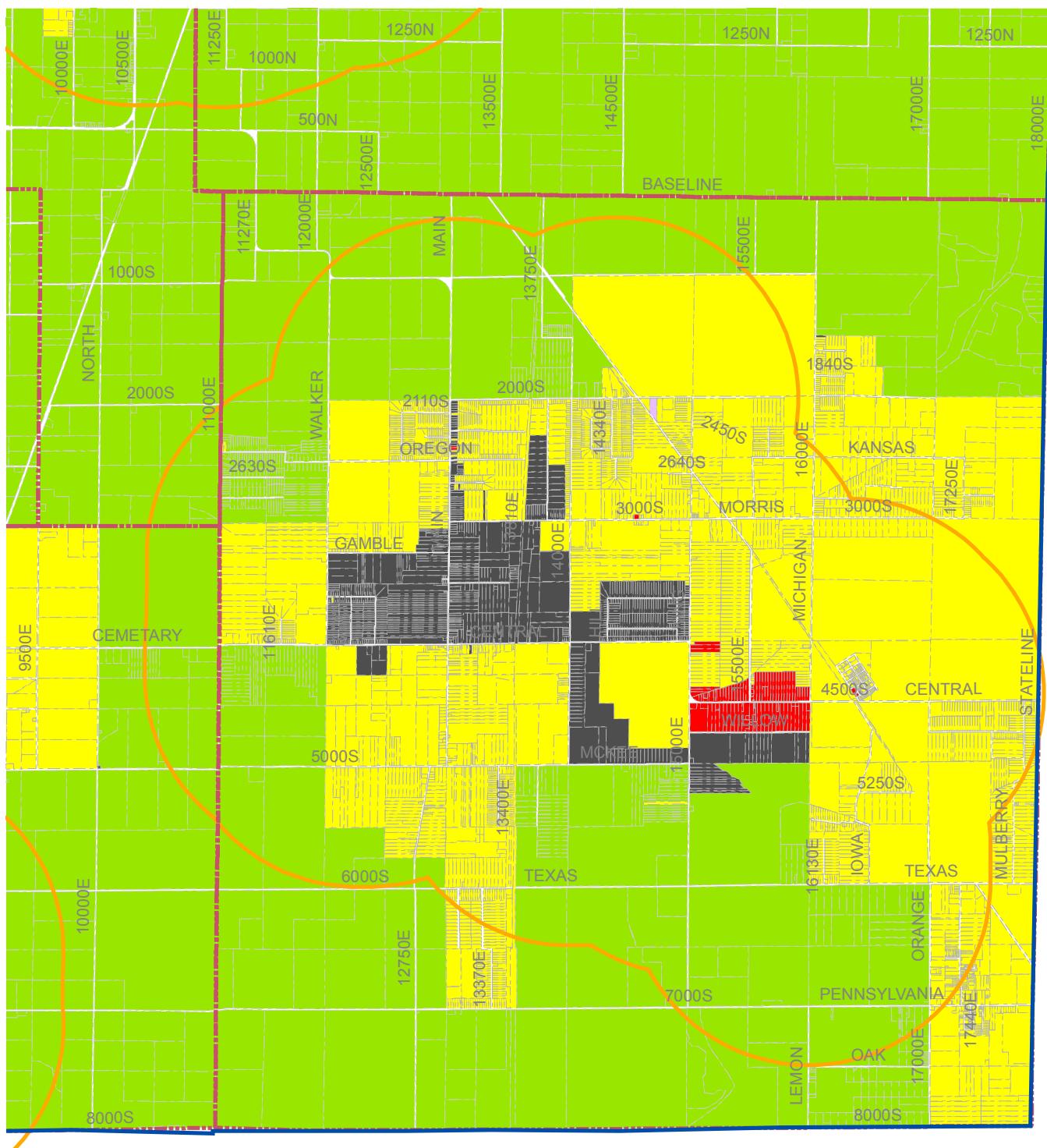


Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

Legend - Existing Land Use									
Agri-Business	Manufactured Home	Quarry and Mining	Open Water						
Agriculture	Multi-Family Residential	Single Family Residential	Two-Family Residential						
Commercial	Private Open Space/Recreation	Public Open Space	Utilities						
Incorporated Areas	Public/Institutional	Vacant Lots	Extraterritorial Jurisdiction						
Industrial									



**Figure 3-16: Pembroke Township Generalized Zoning**

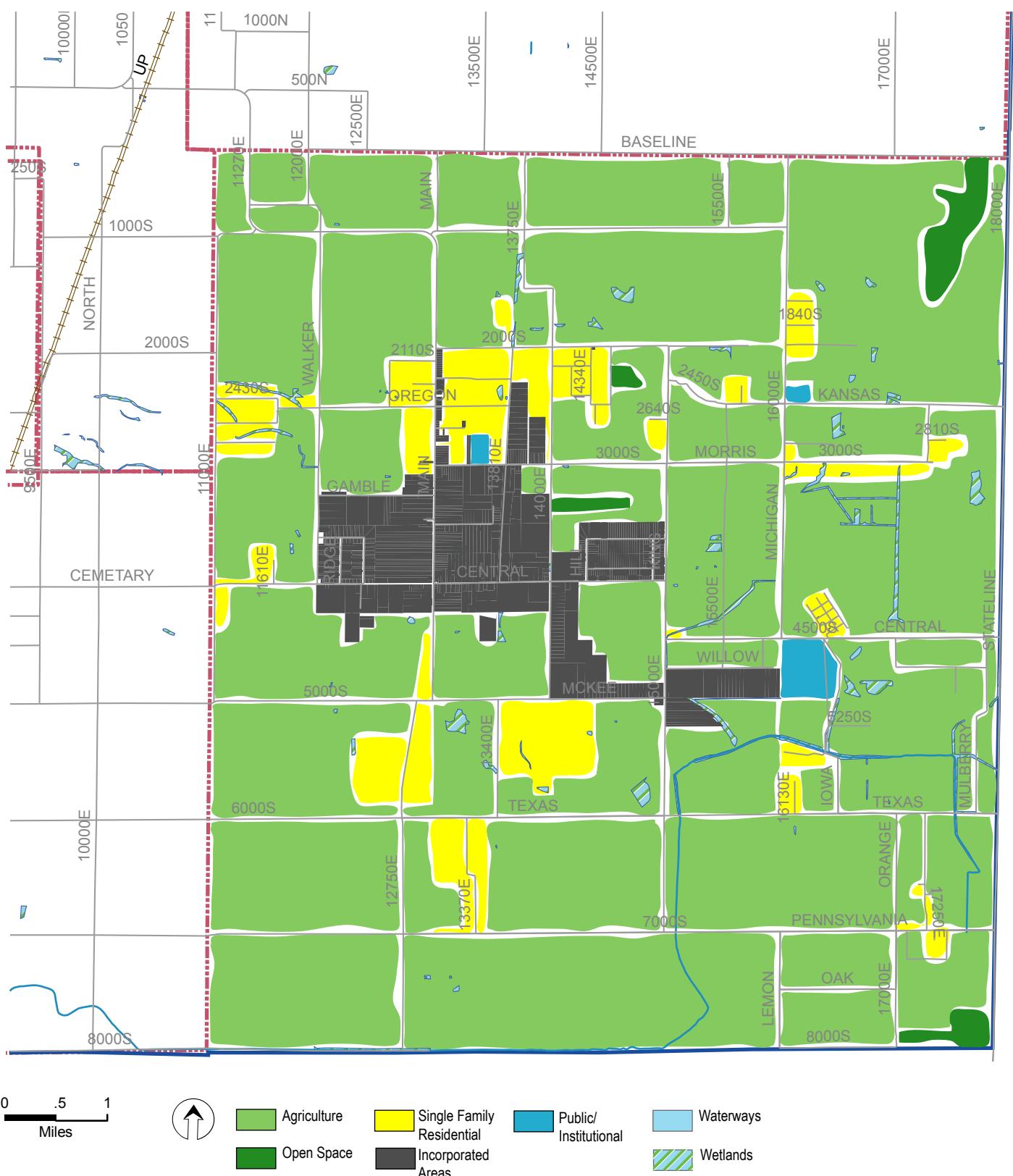


Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

0 0.5 1  
Miles



**Figure 3-17: Pembroke Township Land Use Plan**

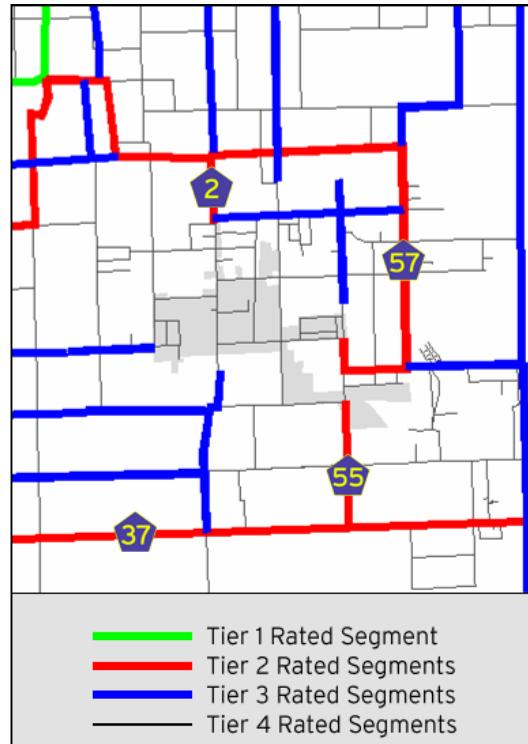


Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse



Figure 3-18: Pembroke Twp Tier System

The Pembroke Township Land Use Plan accepts the designations of the County's Corridor Preservation Program (see Chapter 4 for details), as illustrated in Figure 3-18. The overall goal of the Program is to preserve "clear corridors" to preclude development within the path of future roadways. The Township is not recommended for any Tier 1 roads; however, Tier 2 roads were established to handle traffic bordering on urban levels, to an extent that four lanes are being considered. The Tier 2 roads are: County Highways 2 and 57 north and east of Hopkins Park; and, County Highways 37 and 55 south of Hopkins Park. Future improvements to these County highways would improve access to the Township.



### Implementation Actions

Due to the need for long-term investment in Pembroke Township, the County should work with State, Township, and Municipal representatives to focus Team Illinois efforts to create an effective 20-year comprehensive plan. The major focus areas of the comprehensive plan should include: sustainable public services and infrastructure; community-based economic development; and, local governance and capacity building. In particular, the following list of future projects from Team Illinois' community assessment should become key elements of the new comprehensive plan:

1. Reinstate adequate policing level for the community
2. Establish fully trained and up-to-date fire district
3. Develop Strategic Plan to complete road development
4. Repair and restore existing sewer system to full capacity and reliability
5. Establish reliable water supply and water treatment system



6. Expand electrical service
7. Establish area-wide telecommunications network
8. Provide natural gas service
9. Establish basic community and convenience retail uses such as grocery store, laundry mat, banking and gas station
10. Convert the former Nestle's Plant for food processing to create jobs and build the local economy

Once a comprehensive plan is adopted, the County should appoint a representative from an appropriate agency to become the main point person to coordinate and facilitate implementation projects and long-term investments in Pembroke Township.

Economic sustainability is directly related to taxable investments for income. Pembroke Township offers a unique natural, cultural, and economic history that could be the focus of an unconventional economic development approach. The Township encompasses 52 square miles, which includes 20 square miles of relatively rare sand savanna, prairies, woodlands, and wetlands. This Pembroke Savanna is the Township's natural legacy, and is unique and rare within the Midwestern United States. For instance, the black oak savanna is common in Pembroke, but only 1% of the original black oak savanna in the U.S. remains in existence today. Pembroke also has a unique community development history. Joseph "Pap" Tetter single-handedly created an independent and sustainable rural community that became an important component of the Underground Railroad. Pembroke Township could focus on these three significant assets—natural ecology, social history and culture, and rural sustainable practices—in order to become economically independent in the long-term.



*Farming and natural ecology are key assets*

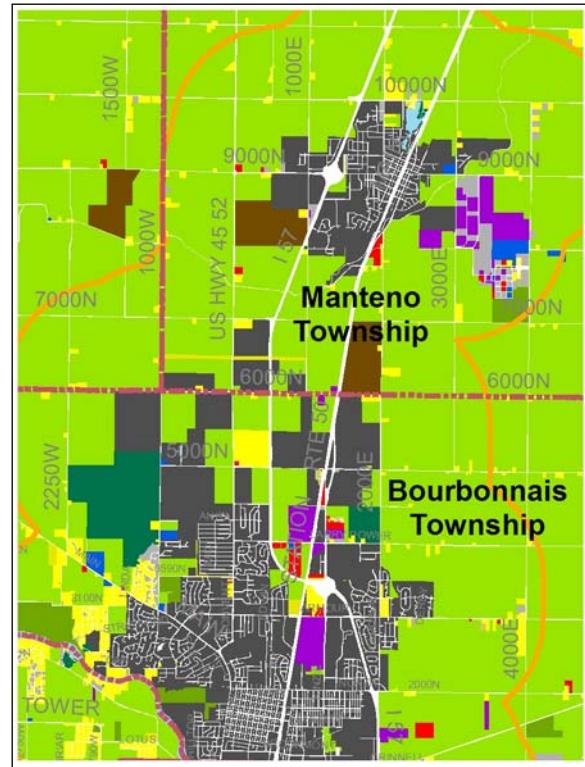
Kankakee County and its municipalities all have a major stake in the future of Pembroke Township. A major topic of the Comprehensive Plan is on economic development. For the County and its communities to be successful in the long run will require demonstration of its capability in association with Pembroke Township and Hopkins Park, to overcome conditions which have persisted in the area for decades. Resolving the issues will help establish a reputation for capacity and community building, bringing greater confidence to the greater Kankakee market.



## North I-57 Corridor Sub-Area Plan

### *Existing Conditions Summary*

The 1990s brought a substantial amount of real estate investment in northern Kankakee County. Interchange access to I-57, land availability, and community amenities have permitted the Villages of Bourbonnais, Bradley, and Manteno to prosper with significant residential, commercial, and industrial growth. To prepare for continued growth, these communities and Kankakee County are cooperatively developing an overall land use and development strategy for the unincorporated North I-57 Corridor, between Manteno and Bourbonnais-Bradley. The planning boundaries for the North I-57 Corridor include: 1/2-mile north of 9000 N. Rd.; 1/2-mile west of Career Center Rd.; 4500 N. to 4000 N. Rd. as its southern limits; and, 1/2-mile east of 3000 E. Rd.



Between 1980 and 2000, Bourbonnais Township (which includes the Villages of Bourbonnais and Bradley) added a total of 3,745 people. The unincorporated area of Bourbonnais Township added 454 new homes between 1983 and 2003, or 21% of the County's total, making it the County's fastest residential growth area. In late 2004, the Village of Bourbonnais annexed approximately 1,000 acres north of its border along the I-57 corridor for a master planned residential development.

During the same period, Manteno Township added a total of 2,895 people, making it the second-fastest growth area in the County. Although its residential growth was very moderate compared to Bourbonnais Township (only 127 homes or about 6% of the County's total), its industrial growth set it apart from the rest in the County. In 1989, Sears located a one million square foot warehouse distribution center at the Illinois Diversatech campus, located east of Manteno's municipal boundary. In 1991, K-Mart constructed a one-and-a-half



million square foot warehouse distribution center west of I-57 within Manteno's municipal boundary. In 2000, Sears constructed another one million square foot distribution center. Significantly, Manteno Township provides the highest number of industrial jobs in Kankakee County – over 2,600 employees.

The unincorporated area between the Villages of Bourbonnais, Bradley, and Manteno is well suited for employment development. Area assets that are attractive for growth include:

- Interchange access at I-57 exits 322 and 315;
- Proposed I-57 exit 319 at 6000 N. Road;
- Access to U.S. Route 45/52 and State Route 50;
- Significant amount of light and heavy industrial zoning;
- Freight rail service and rail spurs along the Canadian National Railroad;
- Proposed commuter rail service;
- Nearby public water and sewer service providers;
- Enterprise zone incentive programs; and,
- Proximity to the proposed South Suburban Airport in Peotone, Will County.

Another indication of the area's marketability are the 3000-6000 residential lots planned or proposed near the Villages of Bourbonnais, Bradley, or Manteno. Planning and development efforts underway for this sub-area could be a model for other joint sub-area planning efforts in the County. Realizing the benefits of planned development and unified development regulations, these communities seek to maximize future investments on a cooperative basis.

### ***Community-Assessed Development Issues***

As part of Kankakee County's Comprehensive Plan update, the County met with several community leaders in February and March 2005 to assess current development issues. The following summary represents key community issues.

#### ***Land Use and Development Issues:***

1. Manteno and Bourbonnais Townships have established boundary agreements along 6500 N. Road west of Route 45; along 7000 N. Road between Route 45 and 1000 E. Road; and, along 6000 N. Road east of 1000 E. Road.
2. Current subdivision and lot size patterns are not conducive to well-planned employment centers.



3. Transportation access to and through the area could be a challenge unless agreements are made between communities on street linkages and configurations.
4. Urban design, aesthetics, and development standards are inconsistent among the communities and County, and threaten a coordinated and high-quality design and appearance.
5. A unified development plan and unified zoning would be appropriate for the sub-area, along with intergovernmental agreements for implementation.

***Transportation Issues:***

1. Currently, vehicle access to industrially zoned areas involves at-grade railroad crossings. The I-57/6000 N. Road Interchange and the 6000 N. Road Corridor are important transportation facilities for long-term, safe access to future industrial development.
2. Proposed commuter rail stations in the Villages of Manteno, Bourbonnais, and Bradley and the City of Kankakee are important facilities that would help relieve traffic congestion.
3. Planning for railroad spurs off the Canadian National Railroad is important for future industrial development.
4. Bourbonnais plans to improve 1000 E. Road, between 5000 N. and 6000 N. Road, to facilitate local truck access and new development. This improvement would allow closure of the McKnight Road/Canadian National Railroad crossing.
5. Truck traffic would benefit from the use of 1000 E. Road as a collector road to gain access to the 7000 N. Road bridge over I-57 and use U.S. 45 northbound to reach I-57.
6. IDOT is evaluating the redesign of I-57 interchanges in Manteno (Exit 322) and in Bradley (Exit 315), the latter receiving priority consideration.
7. A roadway infrastructure assessment is needed for the sub-area.



*Canadian National Railroad is a major asset*



***Natural Resource Issues:***

1. Manteno has made plans for Rock Creek to serve as a greenway area, which is consistent with the Greenways and Trails Plan. Significant floodplains of the Rock Creek would be partially protected if the greenway is implemented.

***Public Facility Issues:***

1. Developers should have an annexation agreement as a condition of obtaining sanitary sewer service.
2. New sewer interceptors have been placed near U.S. 45 and St. George Road. Lateral extensions would be easy to provide for any nearby development.
3. Sewer expansion is an issue for municipalities outside of the Kankakee River Metropolitan Agency's (KRMA) boundaries, such as Manteno, because KRMA does not currently have any excess capacity. Based on intergovernmental agreement, municipalities "own" a percentage of KRMA's existing capacity.
4. Land speculation is occurring along 9000 N. Road just west of I-57. Manteno is planning for water and sewer extensions to serve the area.

***Land Use Plan***

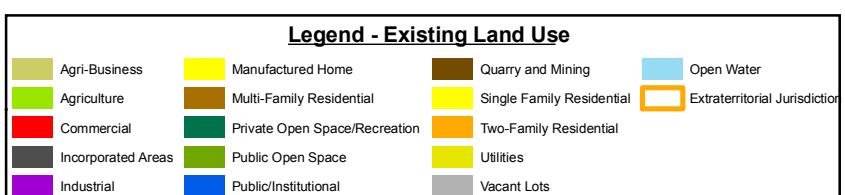
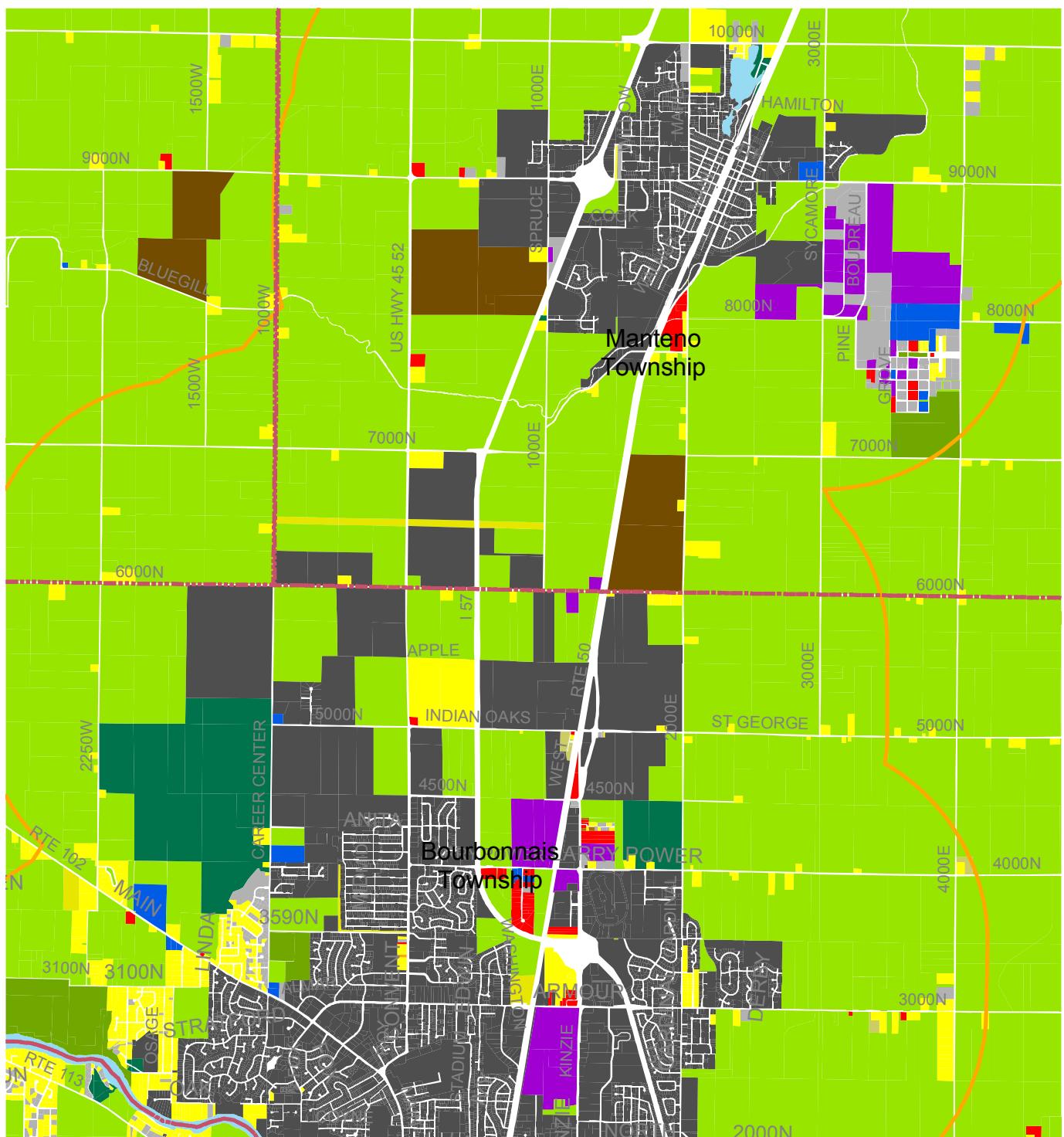
Since boundary agreements exist between the Villages of Bourbonnais, Bradley, and Manteno, issues of land control have already been resolved. Figure 3-19 highlights existing land uses within the area, and Figure 3-20 highlights current zoning classifications. As determined by the participating municipalities and the County, Figure 3-21: North I-57 Corridor Land Use Plan highlights future land use preferences. Land use preferences among participating municipalities and the County include:

- office and industrial employment growth corridors along U.S. 45 and Route 50;
- concentrated commercial/retail hubs at U.S. 45 and 6000 N. and 9000 N. Roads;
- mixed-use districts along U.S. 45 between 6000 N. and 9000 N. Roads; and,
- single-family residential west of U.S. 45, along the Rock Creek, and east of 2000 E. Road near Bradley.

To understand the land use and transportation implications for this sub-area, the Land Use Plan is more fully described below as major north-south and east-west corridors.



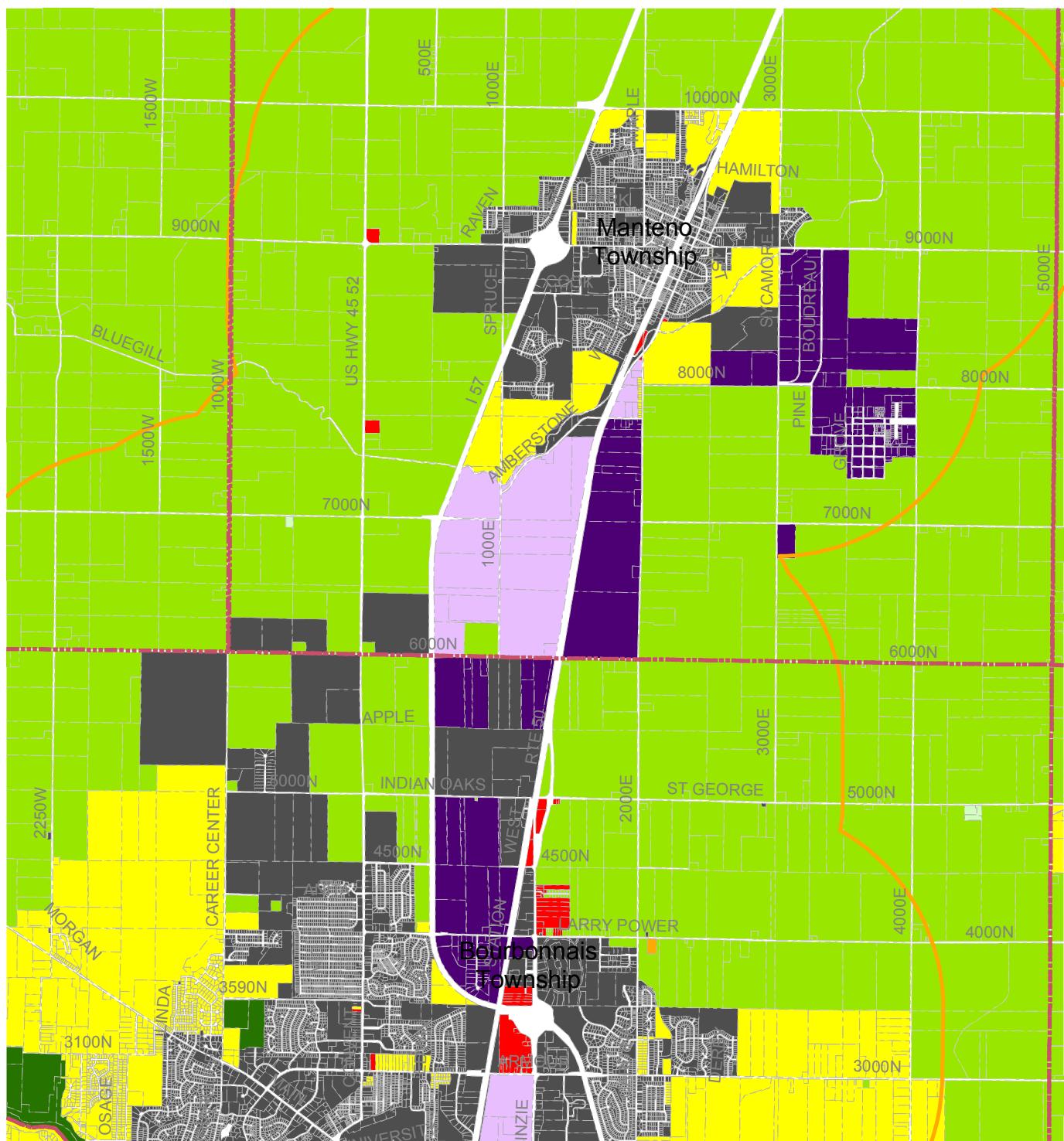
**Figure 3-19: North I-57 Corridor Existing Land Use**



Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse



**Figure 3-20: North I-57 Corridor Generalized Zoning**



**Legend - Generalized Zoning**

Agricultural	High Density Residential	Residential
Agricultural Estate	Incorporated Area	Residential Estate
General Commercial	Light Industrial	Restricted Commercial
General Industrial	Public Lands	Extraterritorial Jurisdiction

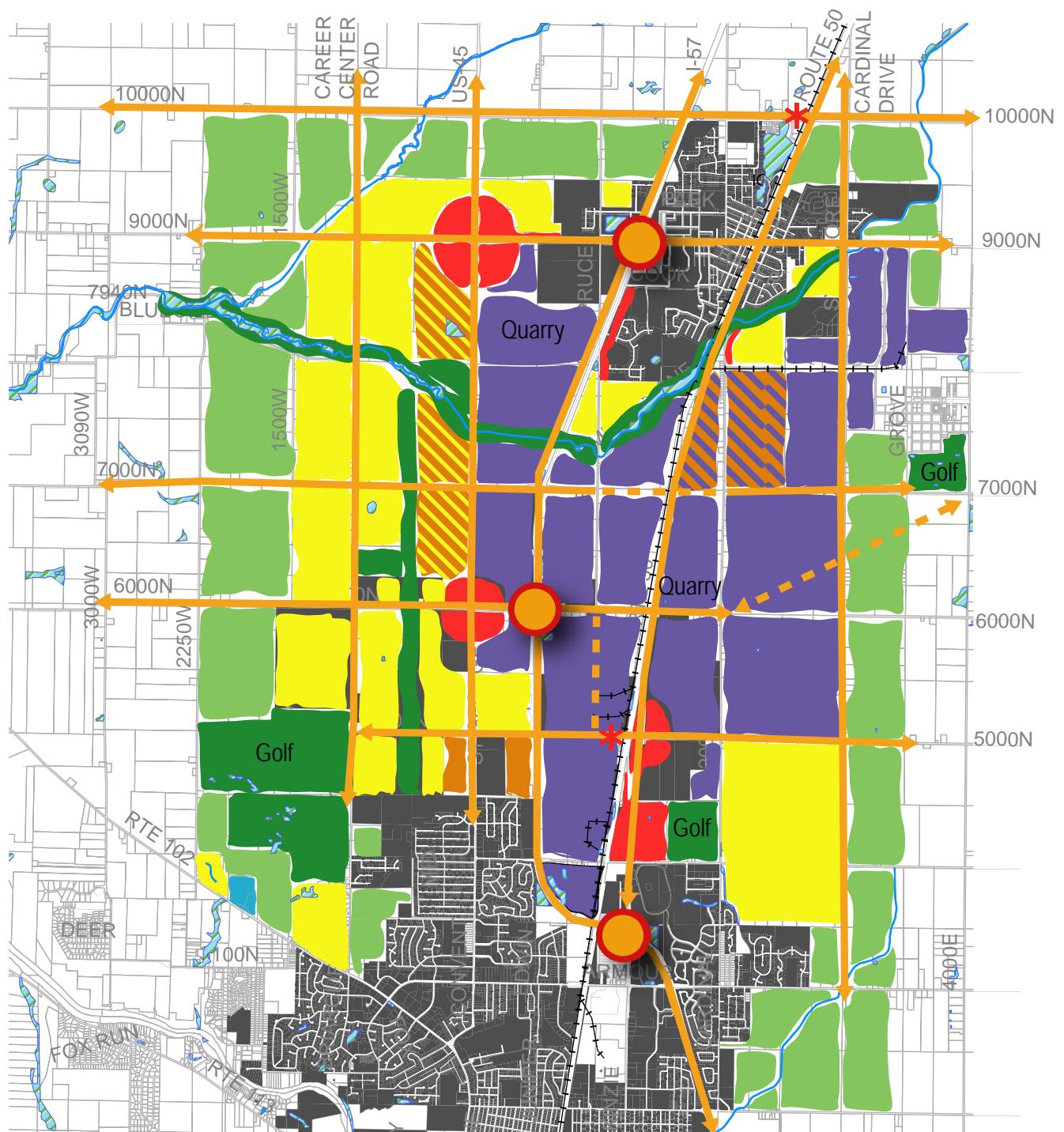
0 0.3 0.6  
Miles



Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse



**Figure 3-21: North I-57 Corridor Land Use Plan**



0 0.35 0.7



\* Proposed Rail Station  
● Interchange Improvements

Corridor Enhancement  
Railroad  
Future Roadway

Agriculture  
Open Space  
Public/ Institutional

Single Family Residential  
Commercial  
Office

Industrial  
Mixed-Use, Office and Residential  
Mixed-Use, Office and Industrial

Waterways  
Wetlands  
Incorporated Areas

Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse



### Career Center Road Corridor Characteristics:

- ✓ Predominately residential land uses are proposed. Water, sewer, and road improvements are key to opening this area for development.
- ✓ Significant opportunities to create open space, greenways, and trails linking the area. Specifically, the electrical high-tension lines corridor running north and south, from the Village of Bourbonnais to Rock Creek, could provide a regional trail linkage.
- ✓ Career Center Road is designated as a Tier 2 roadway with a clear corridor of 110 feet.



*Farmland for sale on Career Center Road*

### Route 45 Corridor Characteristics:

- ✓ Two "Concentrated Commercial Hubs" are proposed at its intersection with 9000 N. Road and another at 6000 N. Road.
- ✓ West side of Corridor is identified as a Mixed Use District to transition and blend into the residential development areas to the west.
- ✓ The large floodplain area gives the Villages of Bourbonnais and Manteno an opportunity to create gateway features for each community.
- ✓ The east side is planned for employment opportunities. Special emphasis should be given to the appearance of development along I-57. Perhaps a uniform setback and landscaping regulations should be established along the I-57 right-of-way.
- ✓ Strip commercial development along the corridor should not be permitted; instead, retail and commercial uses should be focused in the "Hubs."
- ✓ Route 45 is a Tier 1 Roadway with a clear corridor of 138 feet. Agreements need to be made on access management, aesthetics, and road improvement plans.
- ✓ Further discussion is needed to determine what type of commercial uses should be targeted along this corridor. Automotive-related sales and service should be limited and development of any segment along the corridor should be done on a macro-scale rather than on a lot by lot basis (internal circulation to occur not directly onto Route 45).



*U.S. 45 corridor is planned for offices and residential*

### Interstate I-57 Characteristics:



- ✓ The area is defined by existing interchanges at the north end (Exit 322) and south end (Exit 315) and a proposed interchange at 6000 N. Road (likely to be Exit 319).
- ✓ Aesthetics and landscaping will play key roles in future development.
- ✓ Further discussion is needed to formalize uniform development regulations.
- ✓ The 7000 N overpass of I-57 is substandard and could play a key role in the future development of the area. If 7000 N crosses the Canadian National RR, it will have to be a grade separated structure.
- ✓ 1000 E Road, at its current terminus at 6000 N Road, is proposed to extend southerly to connect with Belson Drive.



I-57/6000 N. Rd. interchange is a major proposal

#### Route 50 Characteristics:

- ✓ Primarily a commercial and employment corridor.
- ✓ Route 50 and St. George is projected to be a commercial Hub.
- ✓ Route 50 and St. George is the location of a future commuter rail stop.
- ✓ In Manteno's jurisdiction, office/employment opportunities are targeted land uses.
- ✓ Route 50 is classified as a Tier 1 with 138 feet of clear corridor.



Route 50 is planned for industrial employment.

#### Cardinal Drive Characteristics:

- ✓ Residential at the south end at least to 6000 N. (Bradley's jurisdiction)
- ✓ In Manteno, the corridor is designated as office/employment.
- ✓ Cardinal Drive is classified as a Tier 2 with a clear corridor of 110 feet.



Industrial site on Cardinal Drive near Diversatech

#### 10000 N. Road Characteristics:



- ✓ The corridor is the northern limit of the urbanized area, and agricultural land uses border both sides of the corridor.
- ✓ Based on the County's 2004 Commuter Rail Feasibility Study, the 10000 N. Road is a preferred station location along the Canadian National Railroad corridor.
- ✓ Various segments of the corridor are designated Tier 1 and Tier 2 roadways. The segment between the proposed commuter station and Cardinal Drive is Tier 1.



*Farming is the dominant use for 10000 N. Road*

#### 9000 N. Road Characteristics:

- ✓ The corridor is a key access corridor providing access from I-57 to Manteno, and through Manteno to reach the industrial warehouses for Sears and the industrial mixed-uses at the Diversatech Campus.
- ✓ The corridor is the major link between the Village of Manteno and its planned expansion on its west side. A neighborhood retail hub is planned at the intersection of U.S. 45, as a focus for future residential and office uses.
- ✓ The corridor is also used by freight trucks between I-65 in Indiana and I-80 in Illinois, bypassing the heavily-congested highway system near Chicago. Through-truck traffic is a major quality of life issue for Manteno residents.
- ✓ The corridor is designated as a Tier 1 roadway through the planning area. 9000 N. Road is a Tier 1 roadway between 5000 W. Road at Deselm and 4000 E. Road near Diversatech.



*9000 N. Rd. along Manteno's western boundaries*

#### 7000 N. Road Characteristics:

- ✓ The corridor is planned for future industrial uses between U.S. 45 and Cardinal Drive. West of U.S. 45, the corridor is planned for future residential and mixed-uses.
- ✓ Since Route 50 and the Canadian National Railroad act as barriers, a major issue for this corridor is the incomplete roadway between 1000 and 2000 E. Road.
- ✓ The corridor is designated as a Tier 2 roadway between U.S. 45 and 4000 E. Road, with a priority segment for the Route 50 and the Canadian National Railroad barriers.



## 6000 N. Road Characteristics:

- ✓ Due to the proposed interchange with I-57, the corridor is the major infrastructure connection for the entire North I-57 Corridor, so land use planning should compliment and not undermine the overall transportation function of this corridor.
- ✓ As documented in the 6000 N. Road Corridor Study, the 6000 N. Road/I-57 interchange is the key link for east-west freight truck traffic between 4150 W. Road and Vincennes Trail.
- ✓ The planned 6000 N. Road/I-57 interchange and the entire 6000 N. Road Corridor will not only create an alternate route for east-west freight truck traffic, but also create new access opportunities for planned industrial and residential uses.



*Commercial sites for sale along 6000 N. Road*

- ✓ A neighborhood retail hub is planned at U.S. 45, adjacent to the 6000 N. Road/I-57 interchange.
- ✓ The corridor is designated as Tier 1 and Tier 2. The segment between U.S. 45 and Route 50, including the I-57 interchange, is listed as Tier 1.

## 5000 N. Road Characteristics:

- ✓ Significant industrial and residential uses are planned along this corridor, as well as a retail center at Route 50.
- ✓ Based on the County's 2004 Commuter Rail Feasibility Study, the 5000 N. Road is another preferred station location along the Canadian National Railroad corridor.
- ✓ The 5000 N. Road, as known as St. George Road, is designated as a Tier 1 roadway between Route 50 and 4000 E. Road.

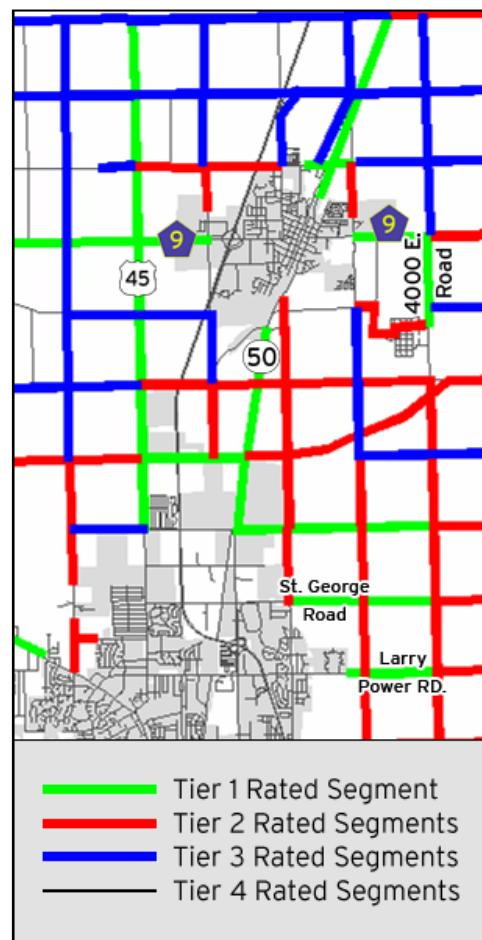


*Rt. 50 and St. George Rd. is planned for commercial*



Figure 3-22: North I-57 Tier System

Lastly, the North I-57 Corridor Land Use Plan accepts the designations of the County's Corridor Preservation Program (see Chapter 4 for more details), as illustrated in Figure 3-22. The overall goal of the Program is to preserve "clear corridors" to preclude development within the path of future roadways. The Tier 1 roads were established to handle urban traffic volumes, to an extent that six lanes are being considered. In the North I-57 Corridor, the Tier 1 roads include: 9000 N. Road west and east of Manteno; U.S. 45; Route 50; 6000 N. Road between U.S.45 and Route 50; 4000 E. Road to Diversatech Campus; and portions of St. George, Larry Power and Armour Roads east of Route 50.



### Implementation Actions

Ultimately, the three cooperating municipalities and the County should work to create unified development regulations that would shape the future growth and image of the entire County. As documented in the *I-57 Economic Development Plan* (2000), a unified approach to the I-57 corridor has the potential to create a unique corridor in the Chicago region. The following are key elements of a unified code:

- Limited curb cuts and joint access to ensure traffic flow;
- Landscaping, signage, and lighting; building materials; road right-of-way;
- Urban design standards for new residential development;
- Incorporation of greenways and trails; and,
- Uniform standards for public viewshed aesthetics along I-57.

