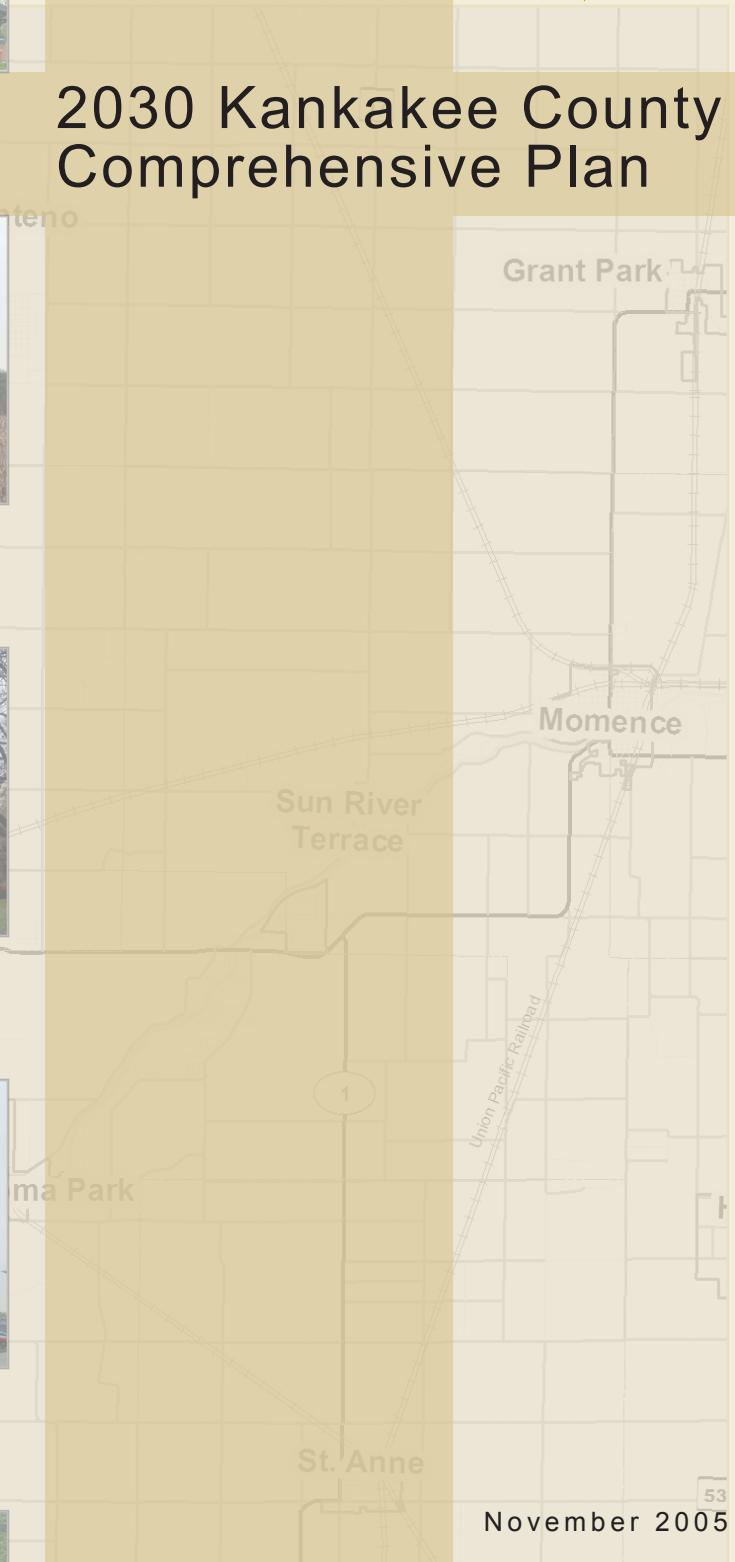
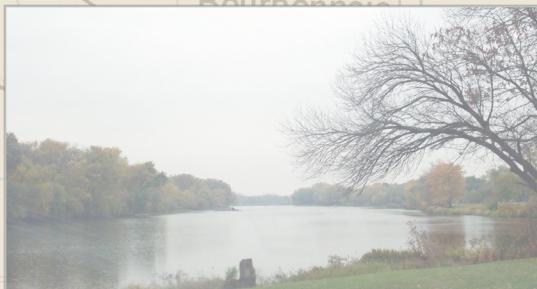




# 2030 Kankakee County Comprehensive Plan



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## Acknowledgements

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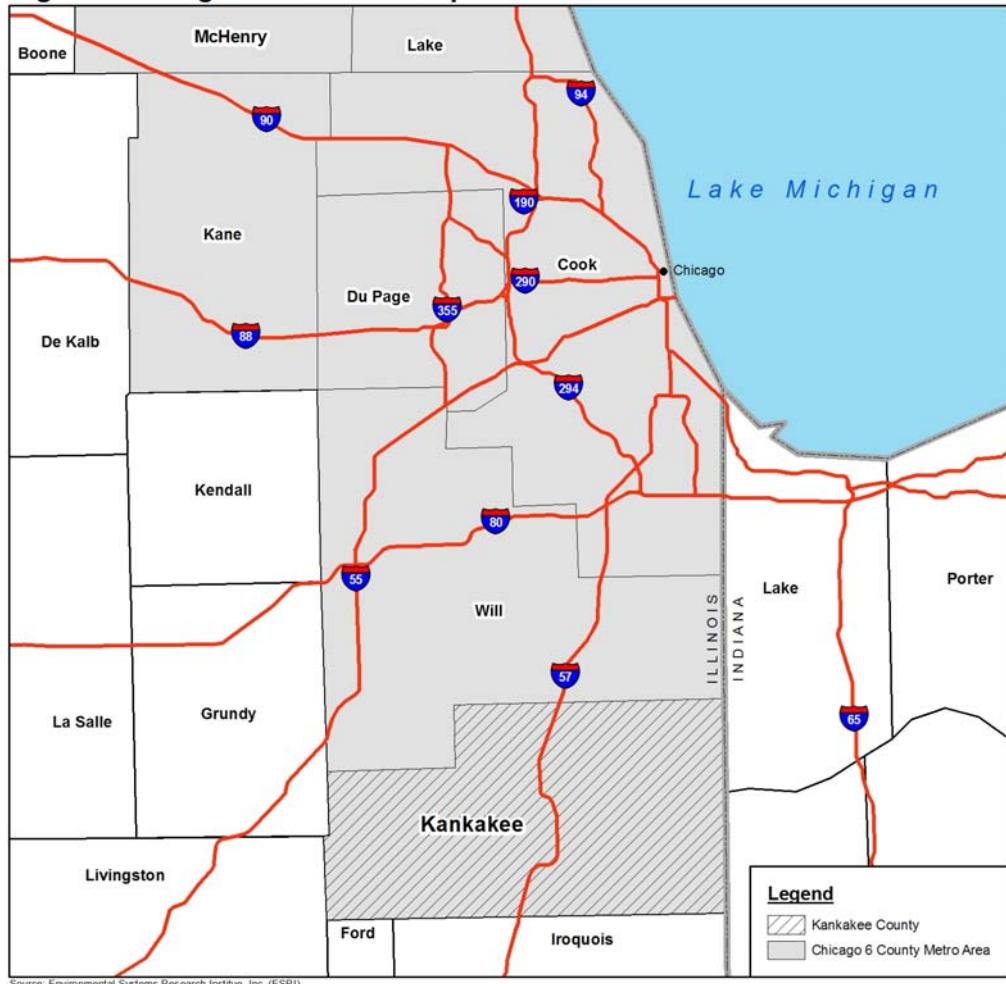
Preparation of this document was largely financed through the Illinois Department of Transportation's Illinois Tomorrow Program. The contents do not necessarily reflect the official views of the Illinois Department of Transportation.



## 1. INTRODUCTION AND COUNTY VISION

Kankakee County faces a bright and exciting future. Through the 1990's and the first half of this decade, the County has undergone economic restructuring, and is well positioned to define its future growth patterns. Growth pressures from the greater Chicago Metropolitan area have begun to spur a new cycle of residential and nonresidential investment in the County. The County understands that this change could have positive or negative consequences depending on how it is directed and managed in the future. The new Comprehensive Plan has carefully examined patterns of influence and change at work in the County, and has defined a road map which will preserve the County's rural traditions while continuing to improve county-wide economic conditions.

**Figure 1-1: Regional Location Map**



Kankakee County's history has long been one of economic independence from the greater Chicago Metropolitan area. However, the growth of Chicago's south suburbs into Will County has begun to influence development patterns in Kankakee County over the last decade, and will become a stronger force for change in the future. Although development trends would suggest otherwise, Kankakee County is determined to preserve its unique urban and rural quality of life through progressive planning and strong intergovernmental cooperation. Therefore, the Kankakee County Comprehensive Plan establishes a vision, policies, and actions that emphasize the unincorporated areas of the County remain substantially agricultural in nature with a clear distinction between its urban and rural settings.

Many physical developments and socio-economic changes have taken place in the County since the adoption of the 1992 Comprehensive Plan. The following developments and changes are key reasons for a new Comprehensive Plan:

- In the 1990s, the County's population increased by 7.9%, the largest gain since the 1950s. In addition, the urbanized area (Kankakee, Bradley and Bourbonnais) increased by 54% since 1990, clearly affecting land use patterns in the area.
- Demand for new housing has increased substantially. Currently nearly 6000 housing units are planned or proposed near the Villages of Bourbonnais, Bradley, or Manteno.
- Figures 1-2 and 1-3 contrast the level of change in County urbanization between the years 1990 and 2003 (where the population density exceeds 500 persons per square mile). It is clear that urbanization is spreading southward through Will County and into Kankakee County.
- Several regional transportation projects may also fuel growth and development pressure in the County in the future. The Chicago Area Transportation Study's 2030 Regional Transportation Plan for Northeastern Illinois incorporates recommendations that could influence change in Kankakee County, such as the I-355 extension to I-57, the Illiana Corridor to connect I-65, I-57, and I-55, and a proposed extension of the Metra Electric District Line into Kankakee. Further, the prospect of a third airport in Peotone in Will County to the north has long been discussed, and would have a major economic influence on Kankakee County.
- The northern portion of the County has experienced substantial truck traffic increases on County and state routes due to congestion I-80.



Figure 1-2: Kankakee County's Urbanized Areas, 1990

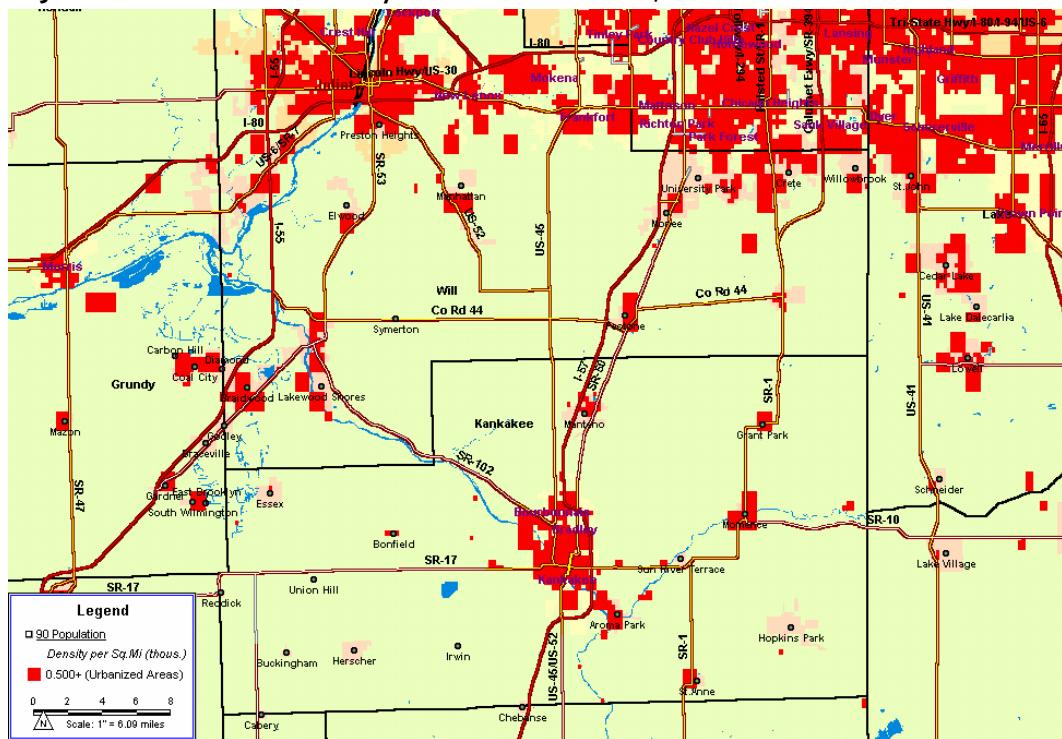
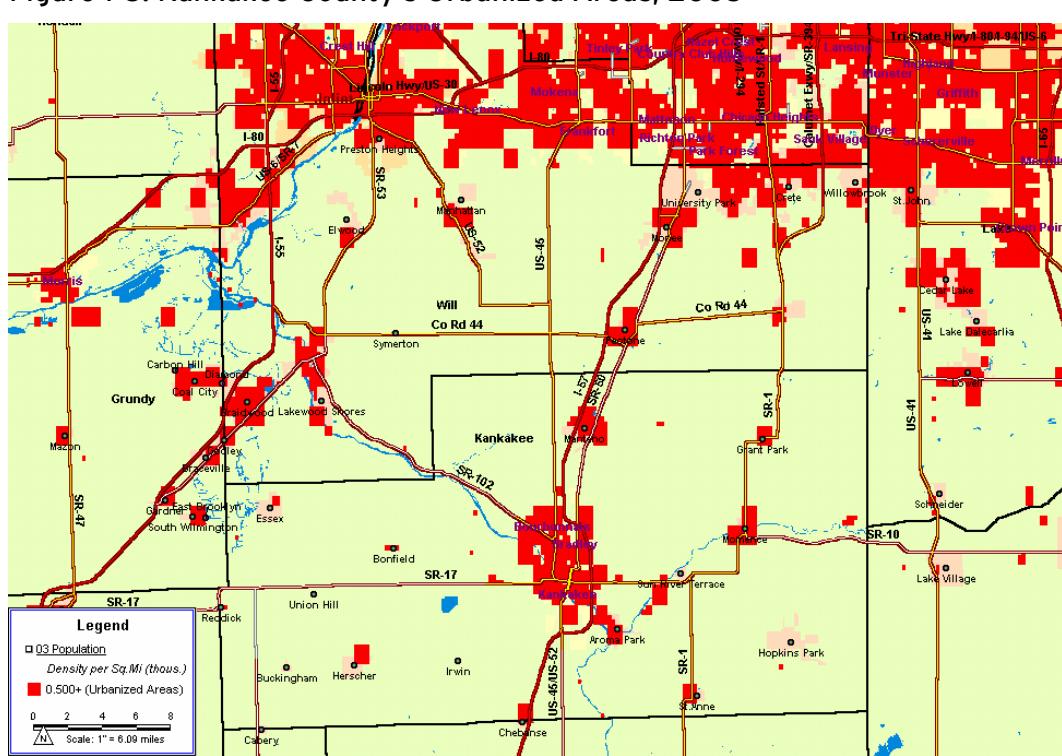


Figure 1-3: Kankakee County's Urbanized Areas, 2003



- Historically, Kankakee County's at place of residence employment has been fairly high—meaning that the majority of workers who live in Kankakee County also work in Kankakee County. As a result, there is currently a limited number of inter-County work trips and commuting. In the future, should market pressures for residential growth persist, out-of-county commuting could substantially increase.
- Traffic on the County road network continues to increase, creating conflicts with agricultural operations and rural roadway capacity. This is especially an issue in the northern portions of the County.
- Growth in the County's unincorporated areas has placed maintenance pressure on Township road systems and stressed the capacity of a number of rural schools
- Environmental sustainability, particularly associated with on-site waste water treatment systems and ground water quality, is becoming more of an issue as rural development continues.

The *2030 Kankakee County Comprehensive Plan* has been developed based on input and support of citizens, business interests, County communities, townships, schools, and many other people sharing an interest in the bright future of Kankakee County. The Plan looks to the year 2030, and seeks to understand those critical long-range issues and opportunities the County and its communities must effectively manage to realize its vision. The Plan establishes the County's official policy guide and course of action for future land use, transportation facilities, public services, and natural resources over the next twenty-five years. The Plan's geography includes the unincorporated portions of Kankakee County. Planning within the extraterritorial jurisdictions (ETJ's) of the County's municipalities, was based on substantial cooperation and input from each community to ensure the County Plan reflects local community growth and development preferences. Under Illinois law, cities and villages have the right to plan and approve subdivisions, as well as review County zoning petitions, within one and one-half miles of the communities' limits (the ETJ). So too, the County has a right to plan within these areas. Yet, the only reasonable and effective way to plan within these areas is through collaboration and plan consistency. Therefore, Kankakee County is committed to developing cooperative relationships with municipalities in order to create sound plans, effectively utilize limited resources, and streamline government and reduce redundancy.

The new Comprehensive Plan builds upon current major land use patterns of the County. Because the County is vastly agricultural in character (87% of its land mass), a key element of the plan is agricultural conservation and protection. While the planning program

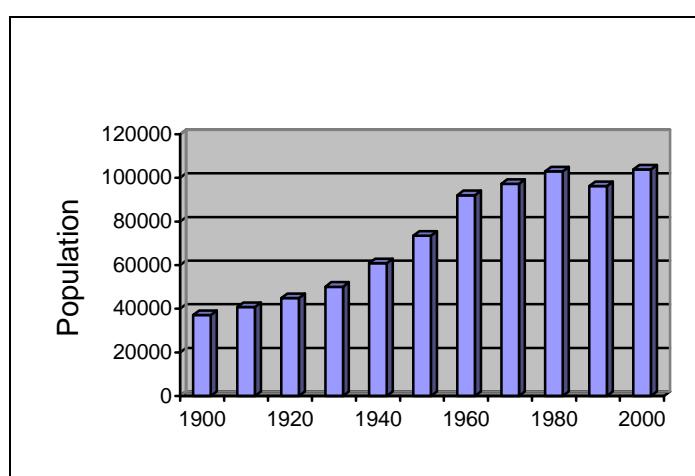


will allow limited development to support agricultural services, it will seek to direct new development to the County's communities. 71% of the County's population currently resides in County municipalities. Further, the plan emphasizes the need to provide adequate services and facilities with new development, and encourages community annexation and infill development.

## A. A Brief History

Kankakee County was first settled by Europeans in the early 1830s. Pioneering families converted prairies to corn and wheat fields, and supporting industries were built along the County's rivers. In 1853, the Illinois Central Railroad was built through the County, and Kankakee County formalized its geographic boundaries. The City of Kankakee became the County seat, and grew around the County's train station, which transported crops to Chicago. By 1900, most of the County's current villages were incorporated and provided basic services for the rural settlers. Throughout the 1900s, the County's population grew and prospered by producing agricultural and industrial goods. By 1940, industry displaced agriculture as the County's prime income source. Due to foreign competition, the County experienced a major economic decline in the late 1970s and early 1980s, which resulted in employment and population declines. However, the County rebounded in the 1990s with a focus on transportation, food, and chemical industries. Figure 1-4 highlights the County's population growth over the last 100 years.

**Figure 1- 4: Kankakee County's Growth, 1900-2000**



*Source: U.S. Census and REPG*



## **B. Purpose of the Plan**

The Comprehensive Plan is Kankakee County's official policy guide to future land use, development and conservation over the next twenty-five years. The Plan addresses county needs and opportunities, while placing an emphasis on physical development, transportation, and services and facilities for the County and its municipalities. It is geographically comprehensive in coverage, in that it applies to all unincorporated areas of the County. It is long-range in orientation, and intended to express general goals, policies, and implementation actions. Nevertheless, the Comprehensive Plan is also specific enough to guide day-to-day land use and development activities in the County.

## **C. Planning Process**

Community involvement in the development of the *2030 Kankakee County Comprehensive Plan* has been essential to ensure it represents the needs and interests of the County as a whole. A range of participation activities were conducted to elicit citizen and community concerns and aspirations for Kankakee County during each step of the planning process. Ultimately, the *2030 Kankakee County Comprehensive Plan* is the product of a consensus-building process to determine a future vision that provides a basis for intergovernmental cooperation and implementation. Copies of background reports and work papers described below are available for review on the County's web site, or are available at the Kankakee County Planning Department.

### **Step 1: Existing Conditions Analysis**

The first phase of the planning process documented existing conditions in the County including population, economic trends, natural resources, transportation, and land uses. The following community activities provided support for a vision statement, issues and opportunities, and goals and objectives:

- A Project Initiation meeting with the Kankakee County Regional Planning Commission's Land Use Subcommittee
- Key Person Interviews with a range of Kankakee County and community interests
- A Joint County Board, Land Use Subcommittee and Zoning Board meeting
- Regular meetings with the Land Use Subcommittee

The product of this step, *Existing Conditions Report*, was produced, reviewed and refined by the County and the public.



## **Step 2: Alternative County-Wide Land Use Plans**

The second phase of the Plan involved the creation of three alternative land use scenarios and related implementation strategies. The three scenarios included:

- *Business as Usual* - which was prepared as an extension of current development and socio-economic patterns in the County. The business as usual scenario sought to provide citizens an understanding of the impacts, positive and negative, of continued current development trends in the County.
- *Urban North and Rural South* - which sought to focus development in the northern portions of the County - capitalizing on suburban development pressures in the area. The southern portion of the County would remain primarily agricultural in character.
- *Town and Country* - which seeks to direct the vast majority of new development to the County's municipalities. The purpose is to preserve the rural character of the County and minimize development impacts on rural services and facilities.

Community input to review refine and critique the scenarios was extensive and included:

- Workshops with representatives of Kankakee County cities and villages;
- Community Meetings with key representatives of Kankakee County cities and villages;
- County Zoning Board and Planning Commission meetings;
- County-wide open house for the general public; and,
- Regular meetings with Kankakee County Board Land Use Subcommittee.



*Land use workshop in the City of Kankakee*

As a result of this input, strong consensus was reached on the *Town and Country* scenario as the preferred land use vision. This concept emphasizes that new growth should be directed to the County's communities in order to maintain the distinction between urban and rural settings.

## **Step 3: Draft Plan and Adoption**

The final phase involved the production and adoption of the final *2030 Kankakee County Comprehensive Plan*. The Plan incorporates key information on existing conditions, the preferred land use vision, and the final recommendations for land use, transportation, natural resources, and public facilities. With adoption, the County will implement priority recommendations of the Plan and work with municipalities to facilitate cooperative planning



within extraterritorial jurisdictions. Ultimately, the Plan provides guidance to proactively direct future growth patterns in a manner that preserves the County's urban and rural character.

## **D. Community Vision, Issues, & Opportunities**

A successful comprehensive plan must be based on the needs and aspirations of the community. In Kankakee County, a variety of public participation activities have guided officials and citizens in defining a shared vision for its future. In particular, key person interviews were conducted with a cross section of Kankakee officials, residents, and business leaders. The purpose of the interviews was to introduce the comprehensive planning process and gain insight on county-wide issues and opportunities. A dozen different group meetings were held with various interests, including:

- Engineers working in Kankakee County
- Village of Manteno officials
- Chamber of Commerce and State Department of Commerce
- Commercial developers
- City of Kankakee officials
- Drainage Districts
- Soil and Water Conservation District
- Village of Bourbonnais
- Search Committee
- Pembroke Township officials
- Village officials from Momence and Grant Park
- Village of Bradley officials
- Limestone Township representatives
- Residential real estate professionals
- "County west" communities
- Farm Bureau representatives

This process helped generate the overall Vision for Kankakee County in the future. It also engaged citizens and public officials in identifying issues and opportunities facing Kankakee County. In the end, Kankakee County's Vision provides a central, orchestrating theme that guided preparation of its Comprehensive Plan.



## Vision for Kankakee County

The County of Kankakee is committed to preserving, protecting, and enhancing our community's quality of life through responsible growth and sound fiscal management. As we build closer relationships to Chicago, downstate Illinois, and the "Global Regions," we also will protect our natural, cultural, and societal resources that define our heritage and legacy. We will continue to streamline all facets of county government, eliminate redundancy, consolidate public services, and establish quality of life indicators to measure our progress. Twenty-five years from now, we will celebrate our successes, rural and urban lifestyles, cultural diversity, agricultural resources, educational attainment, and exceptional quality of life.

The following summary serves as a "checklist" to help ensure that planning recommendations are responsive to community issues and opportunities and that they build upon and support the Vision for Kankakee County. The issues and opportunities in this section relate to the County as a whole, and were summarized from community input during interviews, committee meetings, and public meetings and workshops.

### ***Strengths and Opportunities***

The strengths and opportunities for Kankakee County were identified through the community participation process. Although priorities were not established, County-wide assets may be grouped into the following four general categories.

#### *Land Use and Development*

- Diversity and strength of agriculture
- Small towns
- Rural environment
- Space for residential and independent growth
- Plenty of good lots with adequate infrastructure
- Diversity of population
- Diversified/business and agriculture
- People/educated workforce
- Low sales tax rate
- Industrial base that can be expanded
- Shopping mall
- Great quality of life
- Availability of diverse housing
- Rural aspects/open land/housing cost



### *Transportation*

- Good North-South transportation
- Proximity to Chicago and Champaign
- Easy access to I-57, I-55 and airport
- Rail and road access
- Rail/Metra
- K3 Airport

### *Natural Resources*

- Natural resources/farmland
- Open space/forest preserve and wetlands
- Water supply
- Kankakee River (recreational opportunities, water supply, etc)

### *County Facilities*

- Good government
- Good government employees
- Education
- Good colleges: Olivet University, and KCC
- Two primary care hospitals in County
- State Park
- Recreational activities (boating, fishing and golf)
- Regional water treatment
- Stable school system
- 911 Safety system
- Police protection

### *Issues and Weaknesses*

A number of issues and weaknesses for Kankakee County were identified and prioritized through the community participation process. The following forty-five issues are listed by order of importance, with number one being the most important issue.

1. Education funding
2. Lack of North, East-West corridor
3. Lack roadways throughout County
4. Growth model - compact vs. sprawl
5. Industrial growth
6. Infrastructure needs
7. East-West truck traffic
8. New airport impact costs
9. Protect natural open spaces
10. Landfills
11. Importance of agriculture preservation
12. Growth consensus
13. School districts overcrowding
14. Metro service to Chicago
15. Communication intergovernmental relations
16. Safe keeping of water supply
17. Residential spread
18. High growth in jobs
19. Prison in Pembroke need
20. Impact fees
21. Housing development higher quality
22. River crossing
23. Public transportation, rail, bus and air
24. Preserve and enhance river
25. Role of county in growth management
26. Subdivision of prime agricultural land
27. Too many objectives among local governments
28. Development without infrastructure
29. Special interest groups should not dictate policy
30. Adequacy of water in future
31. Incentives for infill housing
32. City comprehensive plan updates
33. Rezoning consistency decisions
34. Long range public services plan
35. Safety in future
36. Social service mutual aide agreements
37. Adequate financial structure



38. Water sewer service to west across river 39. Forest preservation 40. Health care affordability with growth sprawl 41. Cost of urban vs. rural living	42. Washington Street Corridor Study (continuity) 43. Media parochialism 44. Secure safety of existing neighborhoods 45. Overlapping jurisdictional issues
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Without the benefit of a clear statement of community expectations and aspirations, there would be little consensus upon which to evaluate land use and development decisions. The *2030 Kankakee County Comprehensive Plan* fulfills this purpose. It has been developed with substantial community input, and represents the conclusion of a year-and-a-half long planning process.

## **E. Plan Organization**

The *2030 Kankakee County Comprehensive Plan* is divided into seven major elements. The content of each of these major elements include:

- ***Demographic Profile and Trends*** - An overview of major demographic trends highlights the County's population growth, density, income, age, and minority populations. This element also shows population and housing projections on a township by township basis, as well as for the entire Kankakee County.
- ***Land Use Plan*** - The Land Use Plan illustrates the County's preferred overall pattern for future development and conservation in the unincorporated area's of the County. It explains in detail plan recommendations and describes planning concepts developed in association with communities for their extraterritorial jurisdictions. Finally, the Land Use Plan provides more detailed recommendations for three key sub-areas within the County: Limestone Township, Pembroke Township, and "North I-57" between Manteno and Bourbonnais/Bradley.
- ***Transportation Plan*** - Closely linked to the Land-Use Plan, the Transportation Plan establishes an overall program for improved access through Kankakee County. It includes recommendations for the local roadway and highway system, mass transit, commuter rail and freight service, and aviation. The Transportation Plan also incorporates the County Corridor Preservation Program, which has been updated to reflect recommendations made in the Land Use Plan.



- *Natural Resources, Open Space, and Recreation Plan* - The Natural Resources, Open Space, and Recreation Plan includes a variety of recommendations to maintain and expand the County's system open space system. The Plan incorporates and builds upon the County's Greenway Trails Plan. Based on citizen input, it includes several recommendations for open space and conservation.
- *Public Facilities Plan* - The Public Facilities Plan includes water service, wastewater treatment services, police and fire services, and public schools. Based upon Land Use Planning recommendations, the Public Facilities Plan makes provision for continued services in the County based on existing public facility capacities.
- *Economic Development Plan* - Kankakee County's overall employment trends and projections are explained in this element, as well as its live-work relationships and education levels. More importantly, the County's economic development options are highlighted, particularly those related to its transportation assets and educational investments.
- *Implementation Summary* - This section provides a summary of all implementation actions recommended as part of the comprehensive plan. It includes a prioritization of actions as well as an indication of those who would be responsible for implementation.



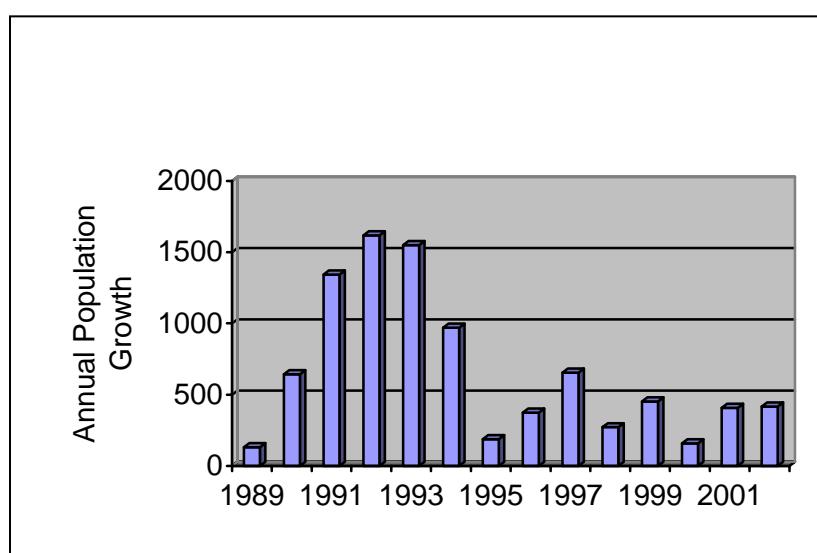
## 2. DEMOGRAPHIC PROFILE AND TRENDS

A discussion of demographic and development trends over the last decade can stimulate thinking about County preferences for future land use planning. Nearly all of the municipalities within Kankakee County grew over the past decade, and municipal population now represents 71% of the County's population compared with 69% in 1990. Growth pressures continue primarily from the north and northwest. In particular, the Villages of Bourbonnais, Bradley, and Manteno, as well as the surrounding townships, have realized strong growth between 1990 and 2000. Unincorporated Limestone Township also has experienced strong growth.

### A. County Demographics and Growth

Kankakee County has experienced steady growth since 1989. During the period between 1989 and 2001, the County has added an average of 646 people annually; however, population growth has fluctuated from 130 to 1,617 people annually. Figure 2-1 shows annual population growth between 1989 and 2001. According to the U.S. Census, the County's 1990 population of 96,255 increased to 103,833 by the year 2000, a gain of 7,578 people. This population increase is the largest census population gain since the 1950-1960 population increase of 18,539 people.

Table 2-1: Kankakee County's Population Growth, 1989-2001



Source: U.S. Census and Real Estate Planning Group (REPG)



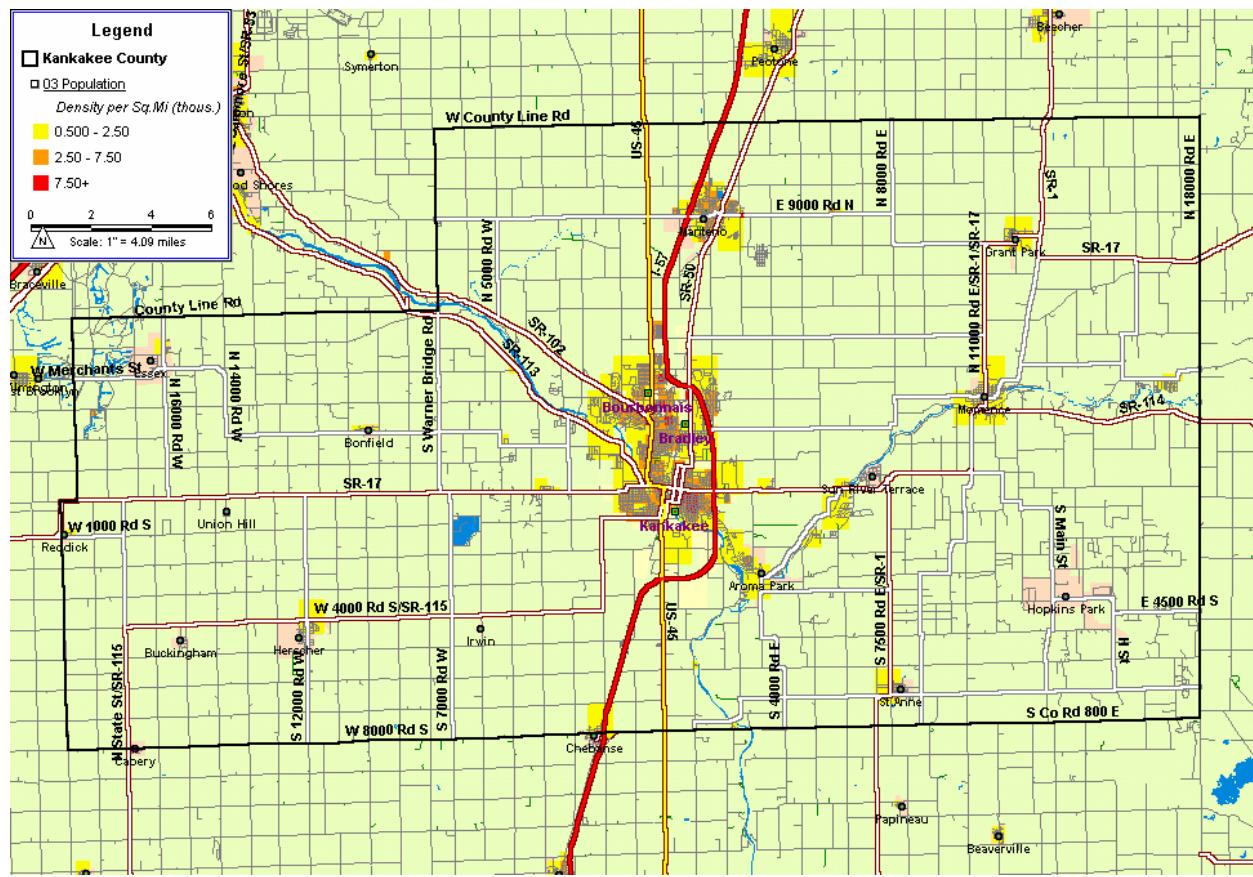
## County Population Density

The nineteen municipalities within Kankakee County now represent 71% of the County's population, compared with 69% in 1990. In recent years, more residents have preferred to live in urban rather than rural areas. The reasons for this trend are not clearly known; however, there are several possible influences such as:

- stronger County land use policies and decisions since the 1992 Comprehensive Plan;
- municipal policies that new developments seek annexation and municipal services; and,
- new County subdivision regulations requiring upgrades for substandard roadways.

Figure 2-1 shows that population densities between 2,500 and 7,500 people per square mile are found in a few urban areas within the County, primarily along the I-57 corridor. Kankakee County also maintains suburban densities (500 - 2,500 persons/sq. mile) in communities proximate to the City of Kankakee. Most of Kankakee County sustains rural densities less than 500 people per square mile.

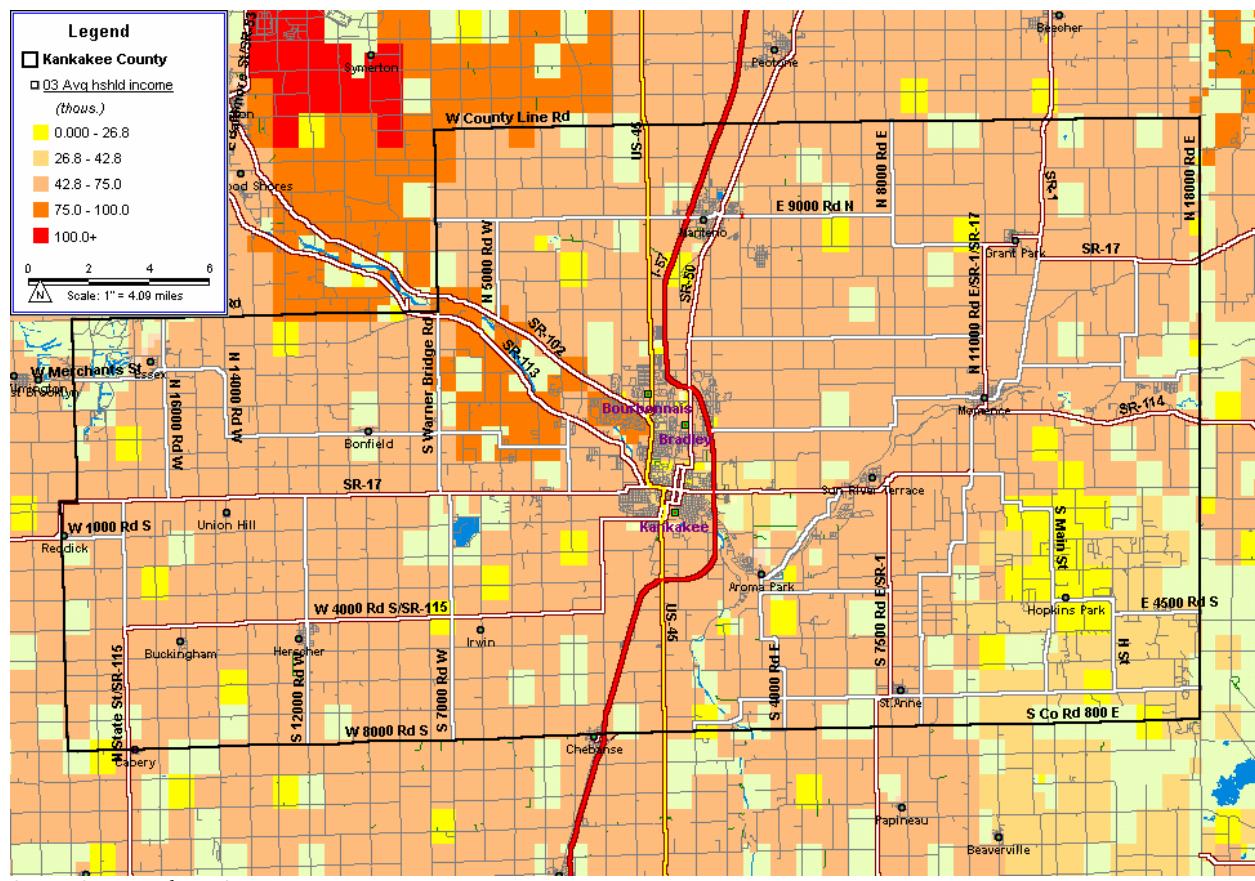
**Figure 2 - 1: Kankakee County's Population Density, 2003**



## County Income Levels

In 2000, the median household income in Kankakee County was \$41,532. The County's median household income was \$28,284 in 1990 and \$17,382 in 1980; therefore, the County's median household income levels are increasing. However, this income level is 11% below the State's median household income of \$46,590, and is 33% below Will County's median household income of \$62,238. Figure 2-2 shows the County's average household income levels by location, which indicates that the highest income households are in Bourbonnais and Limestone Townships.

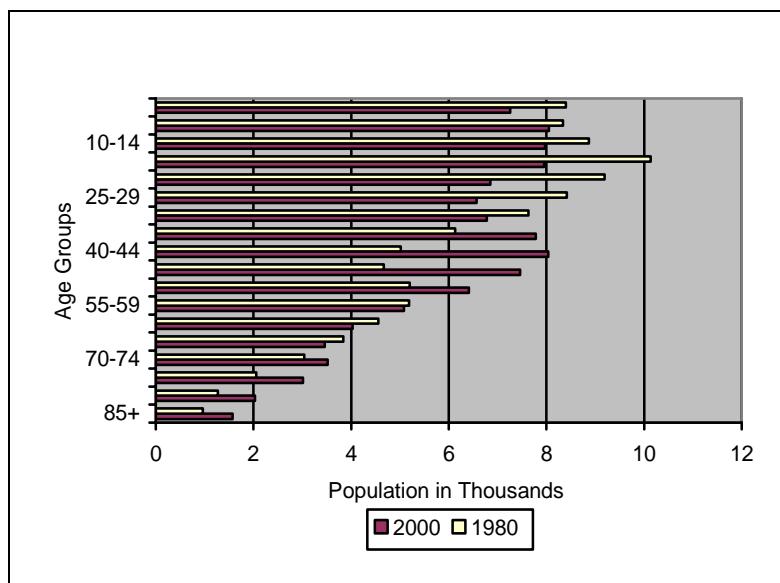
Figure 2-2: Kankakee County's Average Household Incomes, 2000



## County Age Profile

Like much of the United States, the median age of Kankakee County's population has increased over the last twenty years. In 1980 the median age was 28.85 years, while in 1990 the median age was 32.05 years. By the 2000 Census, the median age increased to 35.32 years. Table 2-2 shows the age groups in the County and how they have changed over the last two decades. The declines in those aged 15-30 should be carefully monitored. This age group constitutes the "creative class" of the work force. Kankakee County needs to develop strategies to retain younger workers, and enhance its role in the new economy.

Table 2-2: Kankakee County's Age Profile, 1980 and 2000



Source: U.S. Census and REPG

## Minority Population

Again, not unlike the Chicago metropolitan area, Kankakee County has seen significant growth in its Hispanic population. The Hispanic population was 1,252 in 1980 and 1,946 in 1990. However, between 1990 and 2000, it more than doubled to 4,959 persons. The emerging Hispanic community may require special services in the future, particularly relating to educational facilities for Spanish-speaking persons. The County should monitor this trend in the future.

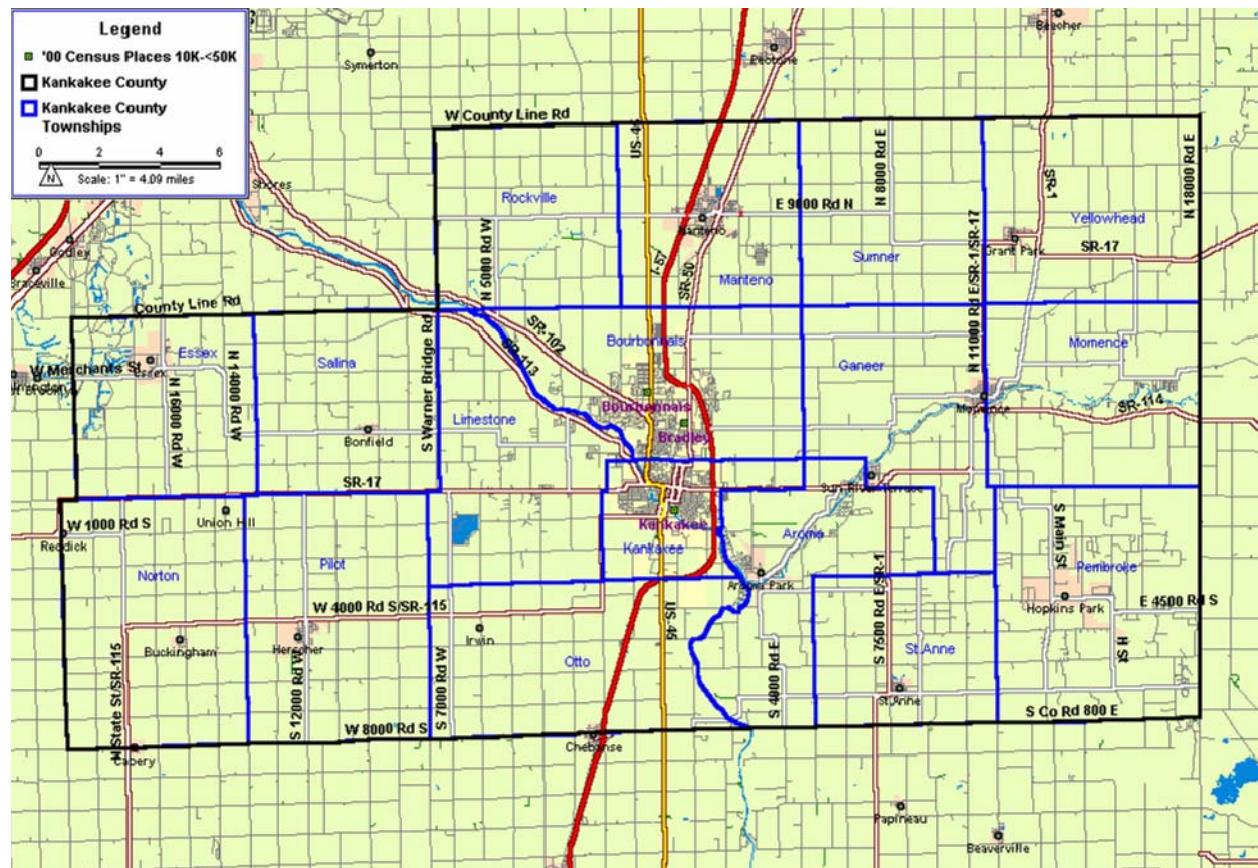


The County's African-American population has remained stable. The African-American population totaled 14,836 in 1980, and declined to 14,399 in 1990. However, it increased to 16,065 by 2000. According to the U.S. Census, the African-American population has remained stable at 15.5 percent of the County population, compared with 15.1 percent of the State. Concentrations of African-American population are located within the Kankakee Urbanized Area and Pembroke Township.

## B. Township Demographics and Growth

Population and growth trends within the County's townships are also indicative of sub-regional patterns of change within Kankakee County. Township statistics demonstrate the pressures of suburban growth. Figure 2-3 illustrates the seventeen townships within Kankakee County.

Figure 2- 3: Kankakee County Townships



Source: U.S. Census and REPG



Bourbonnais and Kankakee Townships contain 59 percent of the County's population with 61,090 people. Where in 1970 Kankakee Township had 35 percent of the County's population and Bourbonnais Township had 22 percent, the 2000 census shows that Kankakee Township has a 27 percent share and Bourbonnais Township now has a 32 percent share. None of the other townships in the County have had any significant change in their share of population over the past thirty years. Population growth for Kankakee County's 17 townships from 1970 to 2000 is depicted in Table 2-3.

**Table 2-3: Township Population Growth, 1970 - 2000**

*(Note: An asterisk represents township growth).*

TOWNSHIP	1970	1980	1990	2000
Aroma	5,847	6,107	5,565	5,835
Bourbonnais *	20,987	29,316	29,129	33,061
Essex *	802	995	994	1,294
Ganeer	3,404	3,490	3,146	3,222
Kankakee	33,819	31,081	28,502	28,029
Limestone *	4,092	4,627	4,358	4,659
Manteno	8,159	4,951	5,059	7,846
Momence *	3,545	4,383	3,750	3,884
Norton	1,130	1,239	1,129	1,067
Otto	2,649	2,714	2,558	2,430
Pembroke	4,351	4,693	3,320	2,784
Pilot *	1,665	1,868	1,917	2,065
Rockville *	696	612	614	785
Salina *	1,004	1,218	1,189	1,317
St. Anne	2,408	2,547	2,196	2,108
Sumner *	772	815	799	879
Yellowhead *	1,920	2,270	2,210	2,567
<b>Total Kankakee County</b>	<b>97,250</b>	<b>102,926</b>	<b>96,255</b>	<b>103,833</b>

*Source: U.S. Census, Kankakee County Regional Planning Department and REPG*

Between 1970 and 2000, nine townships saw population increases: Bourbonnais, Essex, Limestone, Momence, Pilot, Rockville, Salina, Sumner, and Yellowhead. Over this thirty-year period, Bourbonnais increased its population by 12,074 and the other eight townships increased by only 2,954. Yellowhead Township leads the smaller townships with a population increase of 647, followed by Limestone with 567, Essex with 492, and Pilot with 400. Manteno saw a net decline of 313 over this period, but this was mostly due to the State closing of a long-term mental health facility. Growth occurred primarily in the northern portions of the County, and is likely associated with proximity to the Chicago metropolitan market.



## C. Housing and Population Trends

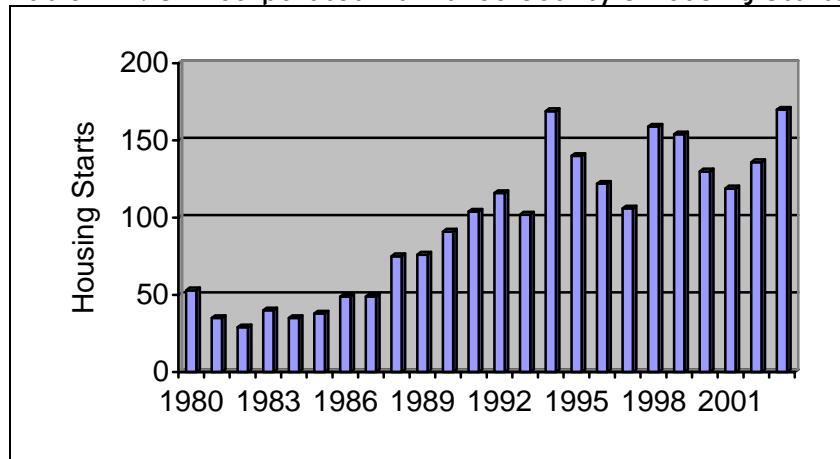
In the next 25 years, Kankakee County will face development pressures from the expansion of the Chicago region. However, Kankakee County has the opportunity to understand and plan for these pressures, and attempt to manage growth and economic influences to its benefit in the future.

### Housing Trends

During the planning process, several population trends and forecast sources were examined for potential application in the Comprehensive Plan. Kankakee County does not currently conduct any in-house technical demographic and forecasting services. Thus, other secondary sources were examined for their relevance based on observed trends in the County, such as Woods & Poole Economics and the Northeastern Illinois Planning Commission. In an examination of these other sources, it has been concluded that the County as a whole is growing at a greater rate than anticipated since the 2000 U.S. Census, and reliable secondary data is not available mid-census periods. Thus, the Plan relies on locally developed housing start information as a basis for determining a range of possible future households, and an extrapolation of future population.

Over the past twenty-four years, the unincorporated areas of Kankakee County have received a total of 2,297 housing units at an annual average rate of 96 units (see Table 2-4). More significantly, over the past 10 years (1994-2003), the rate of growth in the unincorporated areas of the County has increased substantially (140 units annually).

**Table 2-4: Unincorporated Kankakee County's Housing Starts**



Source: Kankakee County Planning Department (2004) and REPG



Based on the housing start permit trends, the Kankakee County Planning Department has estimated that the unincorporated areas of the County may add between 80 and 150 housing units annually over the next 30 years. Thus, the increase in the total number of housing units in the unincorporated areas of Kankakee County is projected to be between 2,400 and 4,500 units. A housing unit is defined as any residential use, whether a single-family home, duplex, or multi-family dwelling. Using an average of 2.61 persons per household (U.S. Census), this translates into a population increase between 6,264 and 11,745 persons over the next 30 years. Table 2-5 illustrates the 30-year housing and population projections by townships. Noteworthy is that these projections are based on past trends. Thus, northern townships and the entire I-57 corridor are expected to continue to receive the most pressure for growth in the future.

**Table 2-5: Unincorporated Kankakee County Housing and Population Projections**

TOWNSHIP	Low Annual Housing Total	2030 Low Housing Total	2030 Low Population Total	High Annual Housing Total	2030 High Housing Total	2030 High Population Total
Limestone	20	600	1566	30	900	2349
Bourbonnais	15	450	1175	28	840	2192
Manteno	7	210	548	15	450	1175
Rockville	6	180	470	12	360	940
Yellowhead	6	180	470	10	300	783
Sumner	5	150	392	9	270	705
Essex	4	120	313	7	210	548
Salina	3.5	105	274	6.5	195	508
Aroma	3	90	235	6	180	470
Pembroke	2.5	75	196	6	180	470
Ganeer	2	60	157	4.5	135	352
Momence	1.5	45	117	3.5	105	274
Otto	1.5	45	117	3.5	105	274
Pilot	1	30	78	3	90	235
Norton	1	30	78	2.5	75	196
Kankakee	0.5	15	39	2	60	157
St. Anne	0.5	15	39	1.5	45	117
<b>Total</b>	<b>80</b>	<b>2,400</b>	<b>6,264</b>	<b>150</b>	<b>4,500</b>	<b>11,745</b>

Source: Kankakee County Planning Department and REPG



Similarly, the Planning Department has estimated that the incorporated areas of the County may add between 220 and 360 housing units annually through 2030. The increase in the total number of housing units in the incorporated areas of Kankakee County is projected to be between 6,600 and 10,800 units. Based on an average of 2.61 persons per household, this translates into a population increase between 17,726 and 28,188 persons over the next 30 years. Table 2-6 illustrates the 30-year housing and population projections for the County's municipalities.

**Table 2-6: Incorporated Kankakee County Housing and Population Projections**

JURISDICTIONS	Low Annual Housing Total	2030 Low Housing Total	2030 Low Population Total	High Annual Housing Total	2030 High Housing Total	2030 High Population Total
Bourbonnais	80	2400	6264	126	3780	9865
Bradley	30	900	2349	48	1440	3758
Manteno	80	2400	6264	126	3780	9865
Misc. Villages	30	900	2349	60	1800	4698
<b>Total</b>	<b>220</b>	<b>6,600</b>	<b>17,226</b>	<b>360</b>	<b>10,800</b>	<b>28,188</b>

Source: Kankakee County Planning Department and REPG

In total, including both incorporated and unincorporated areas, the housing units for the County will range from 300 and 510 units annually and from 9,000 and 15,300 total units by the year 2030. This suggests a total population increase for the entire County of between 23,490 and 39,933 persons by 2030.



### **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**

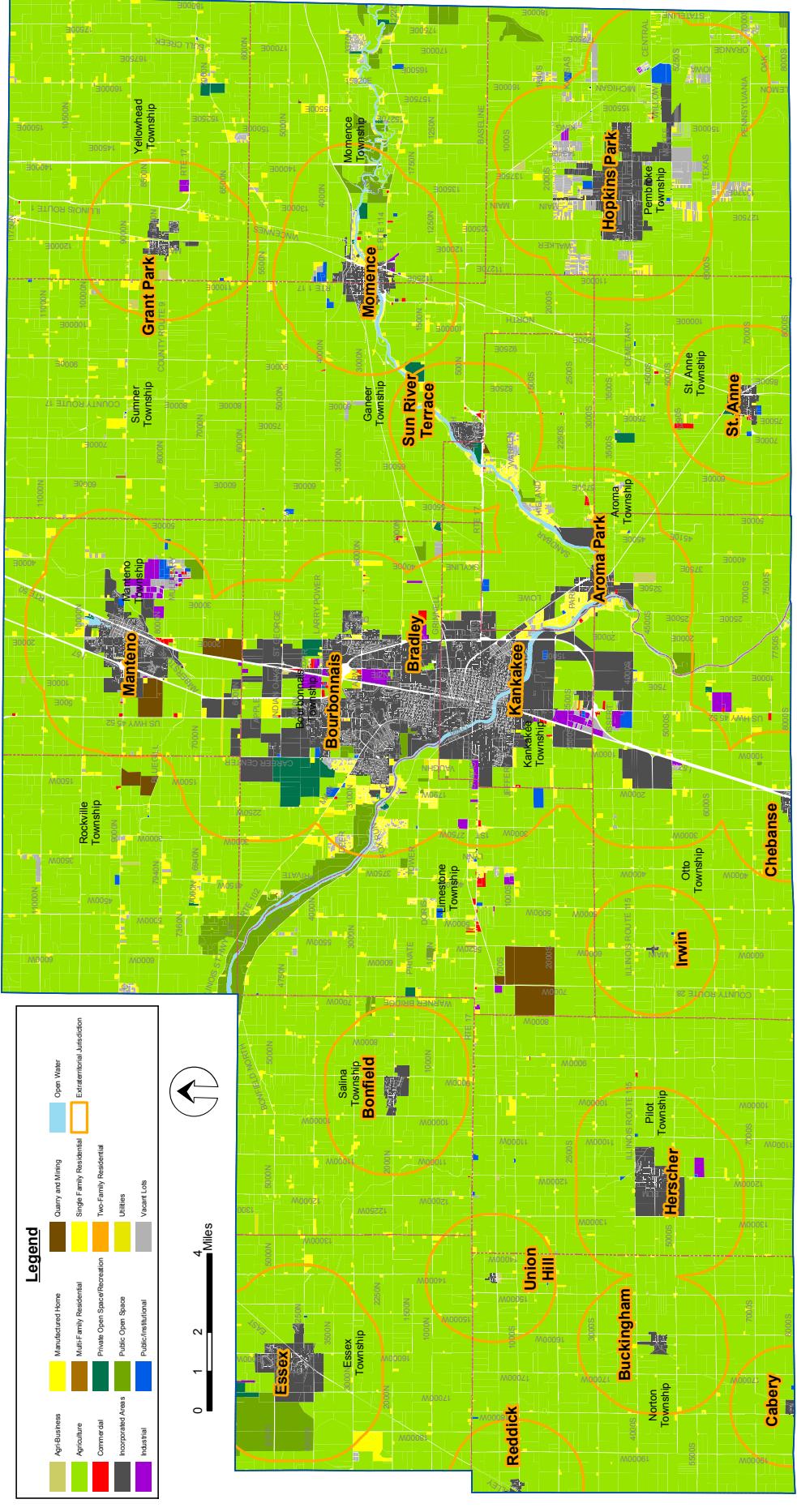
Table 3-1 highlights the distribution of existing land use acreage in Kankakee County. (Note: Although the grand total does not include approximately 17,000 acres for roadway right-of-way, this acreage represents 4% of the County's land mass.) Figure 3-1: Existing Land Use is illustrated on the following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

**HNTB**  
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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>	

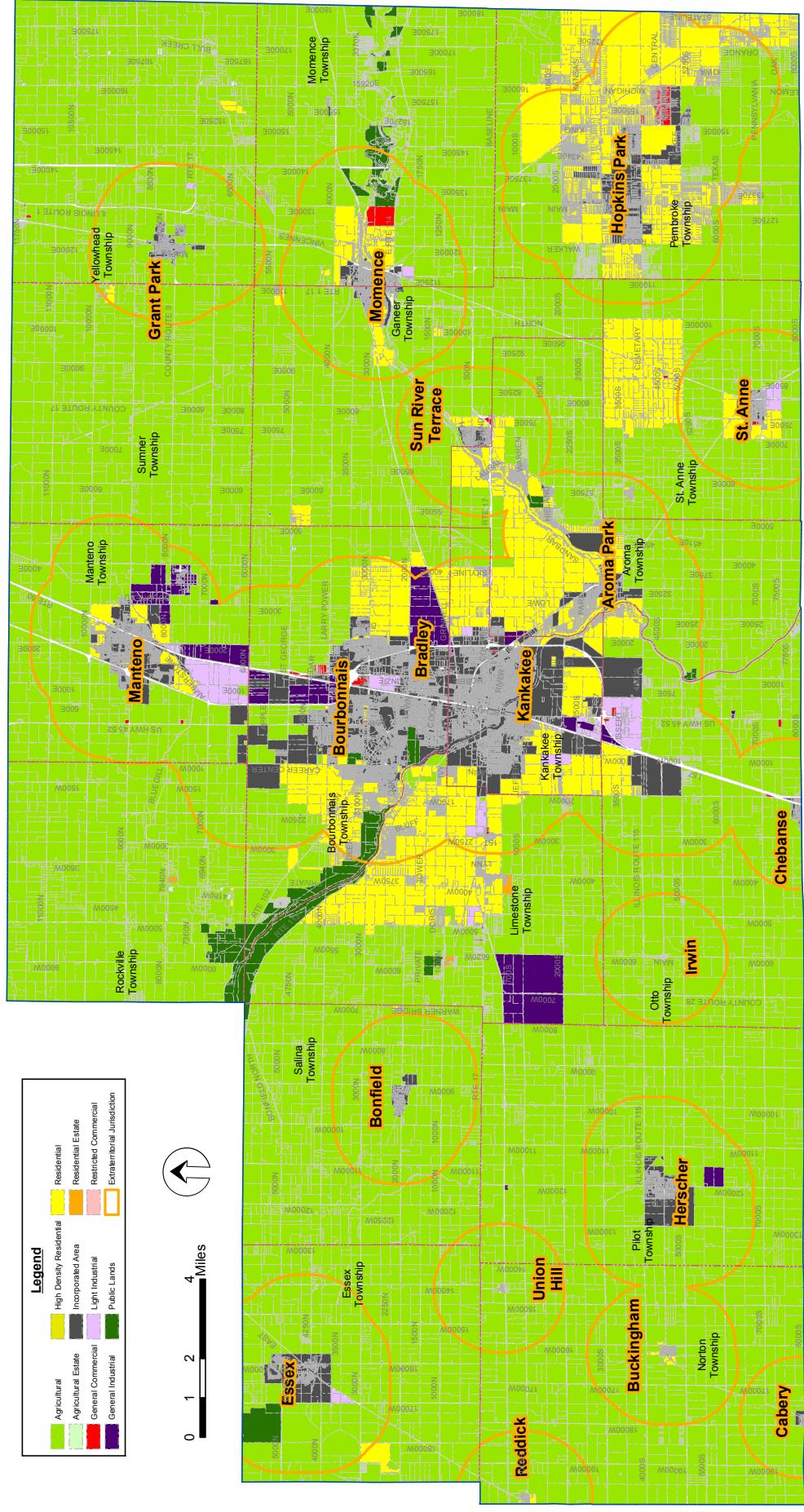
(\* Note: Grand total does not include acreage for roadways.)

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**

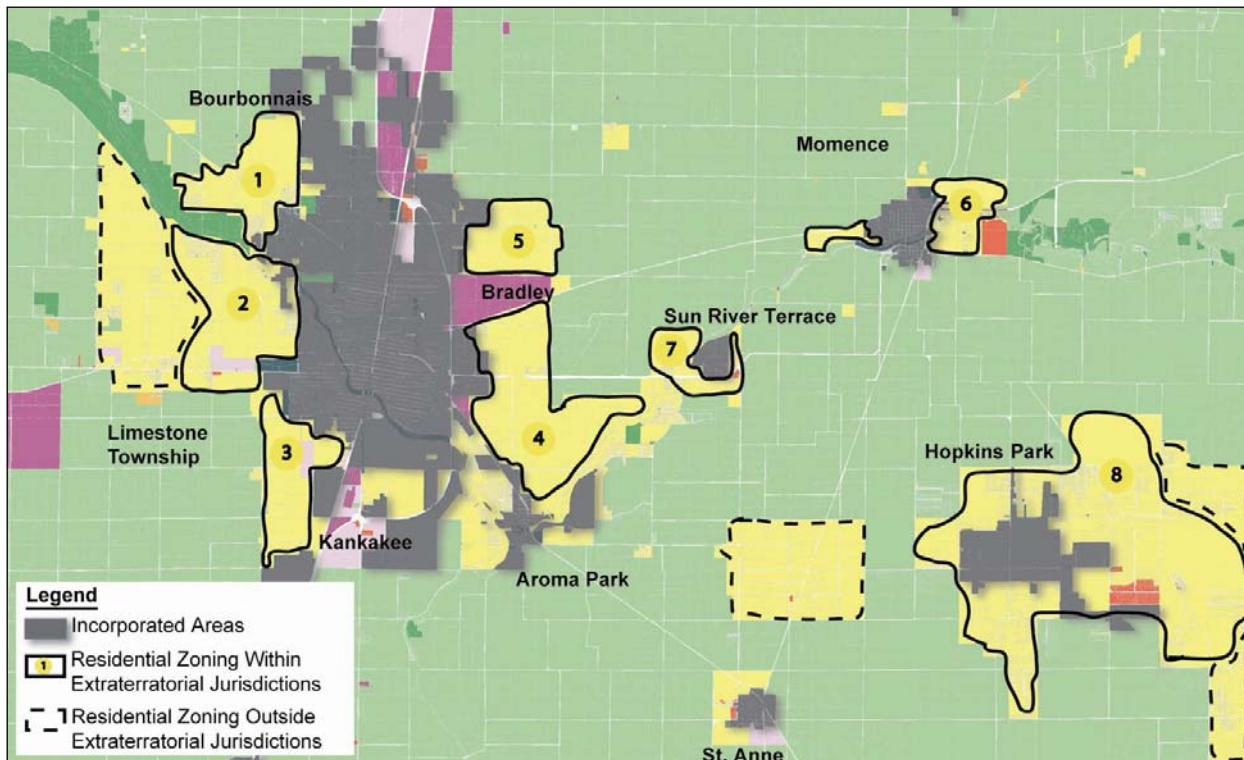


SOURCES  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

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.

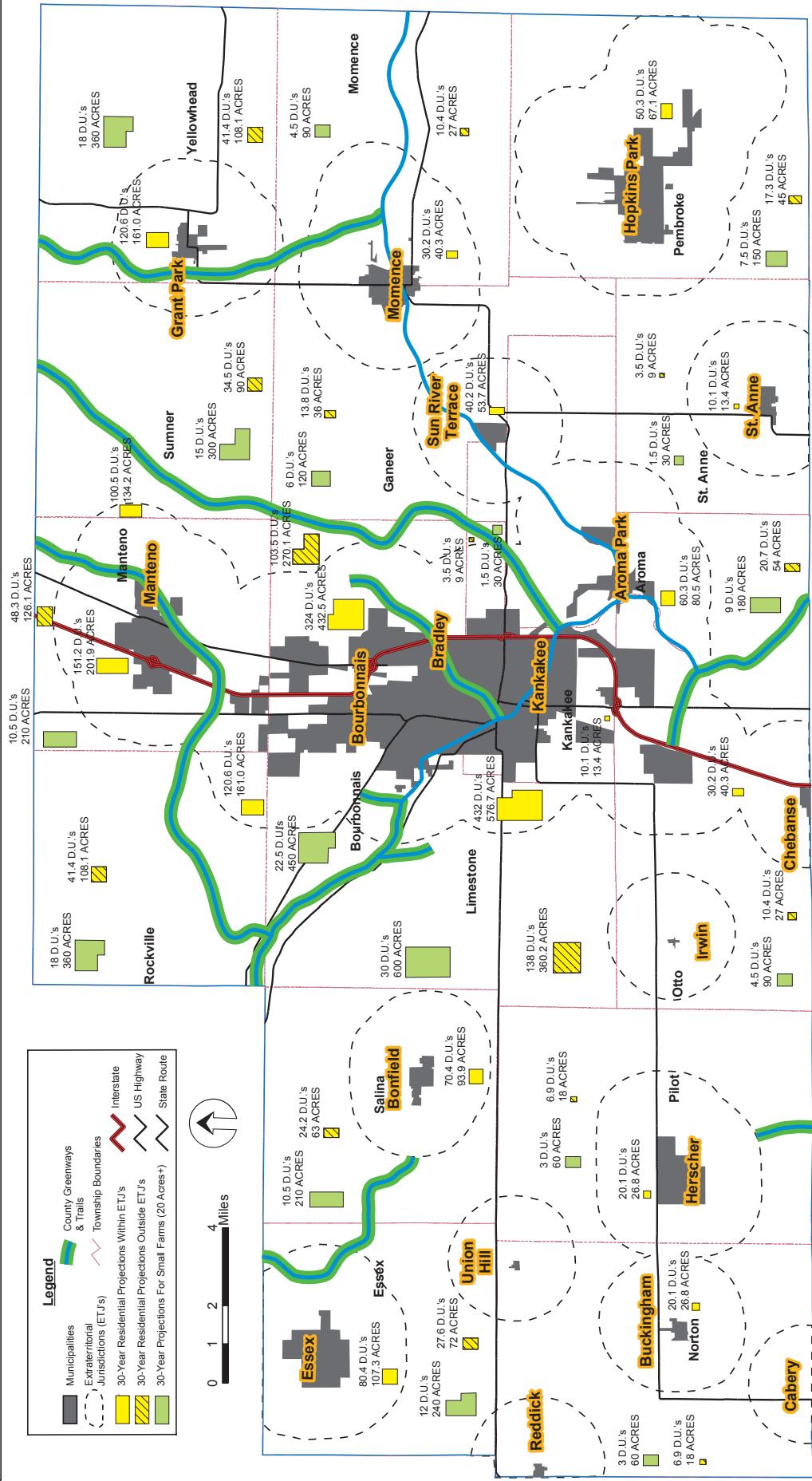
### Business As Usual

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.

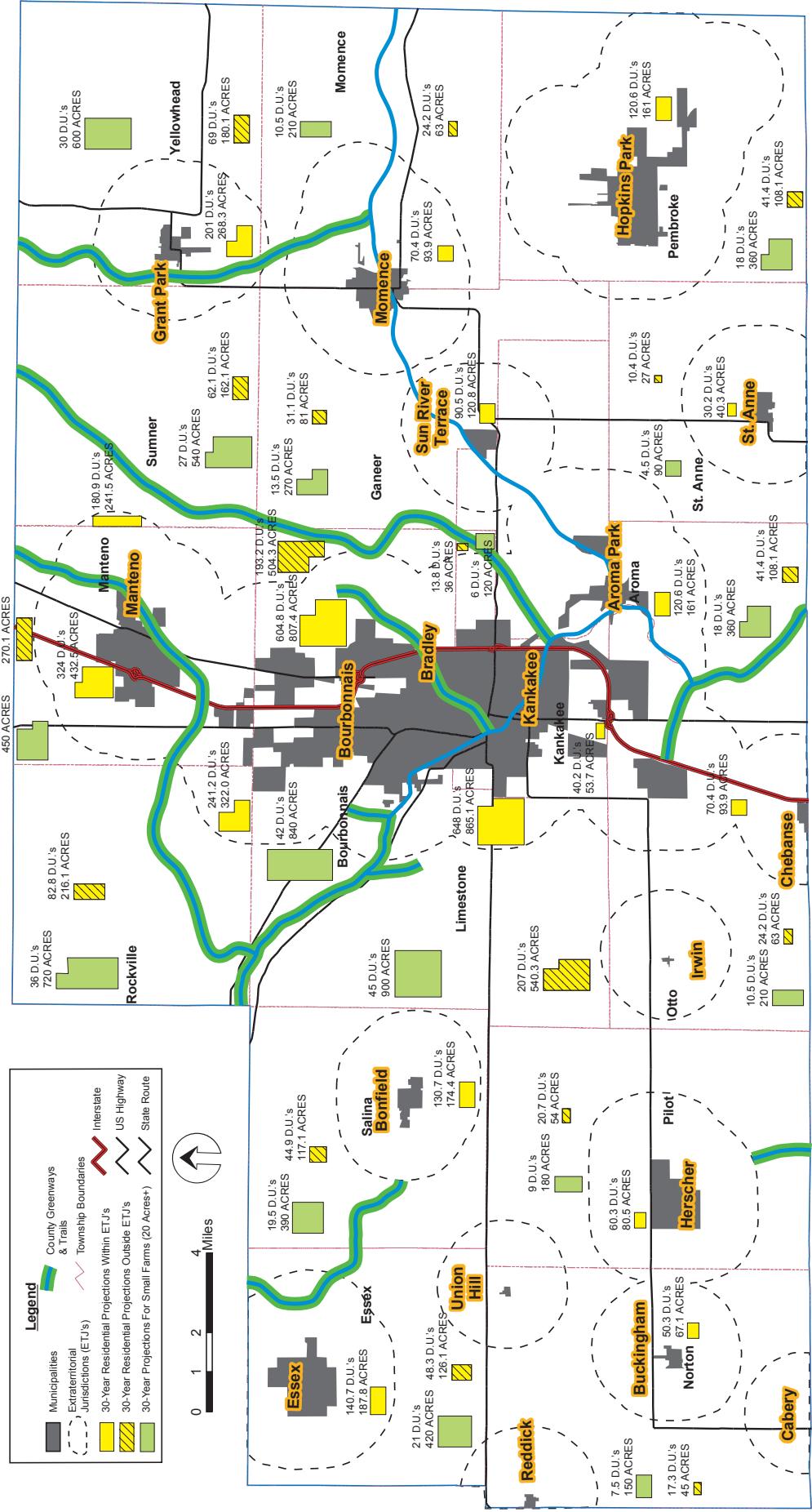


**Figure 3.4: Business As Usual Scenario (Low Estimate)**



Note: This conceptual map is a scaled representation of the low estimate for 30-year housing projections. The residential projections within the extraterritorial jurisdictions (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 a 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 ETJs. 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 (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.

## 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.

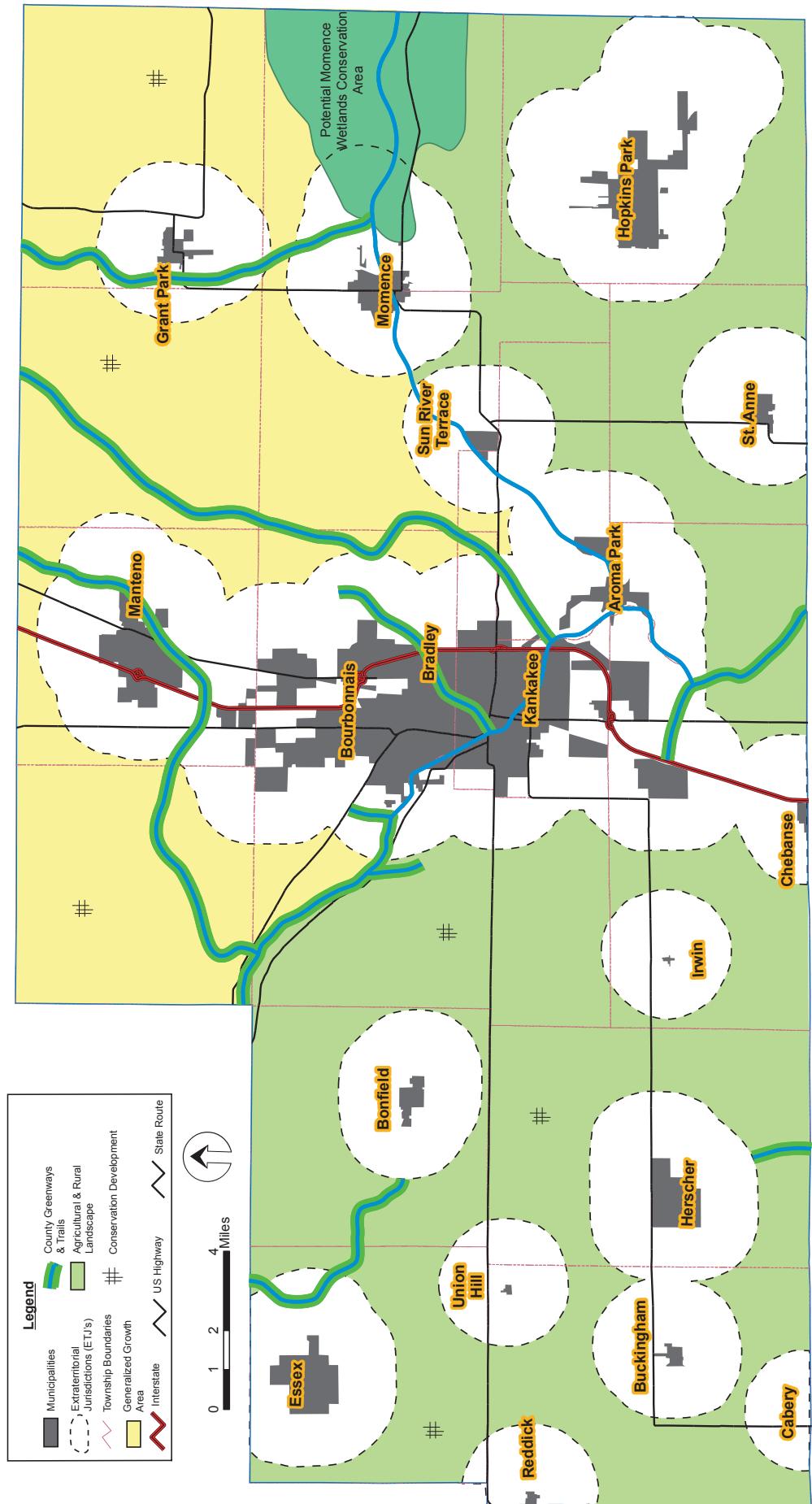


*Contiguous residential development in Manteno*

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.

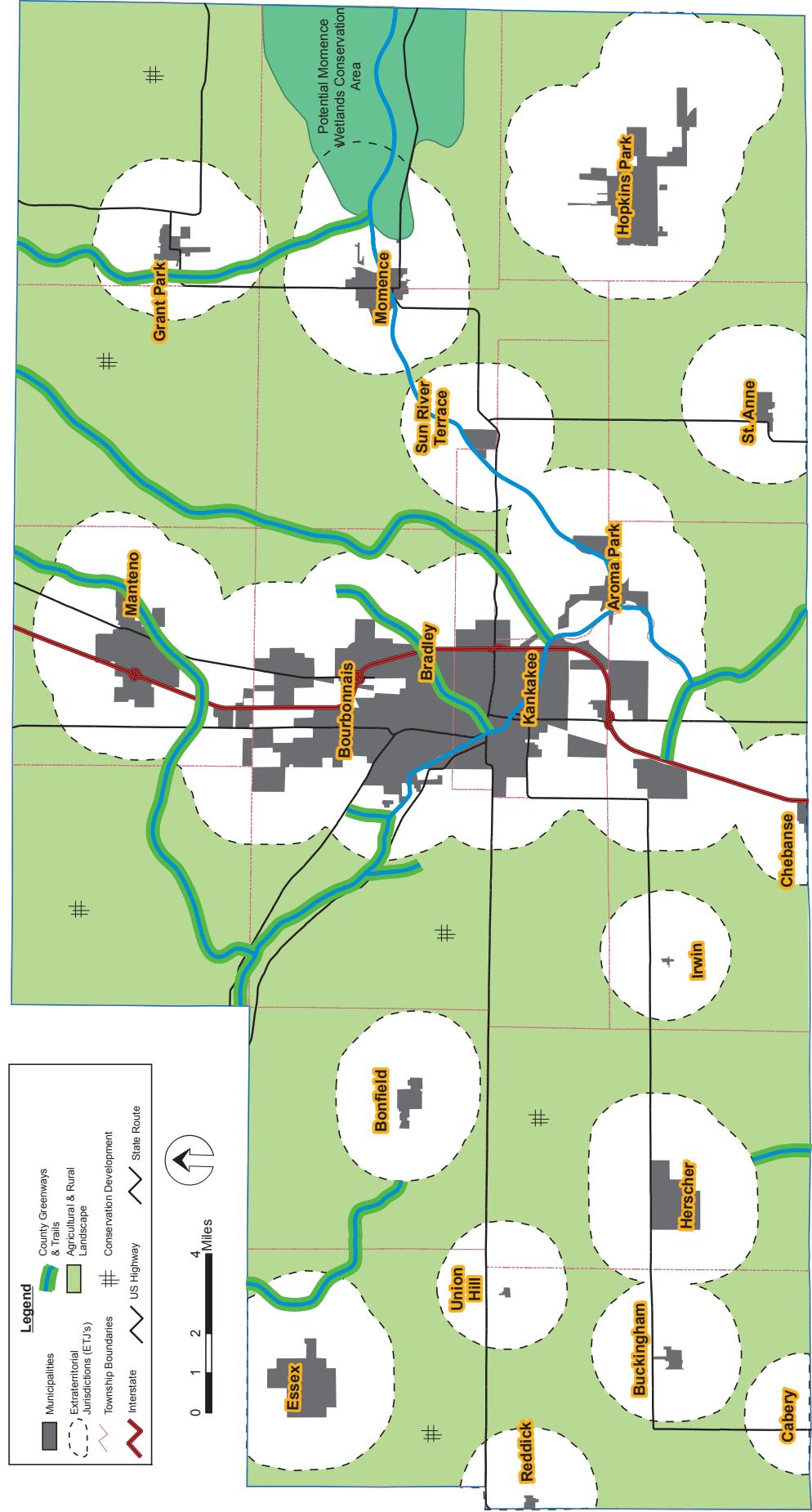


*Downtown Momence is a focus for development*

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."

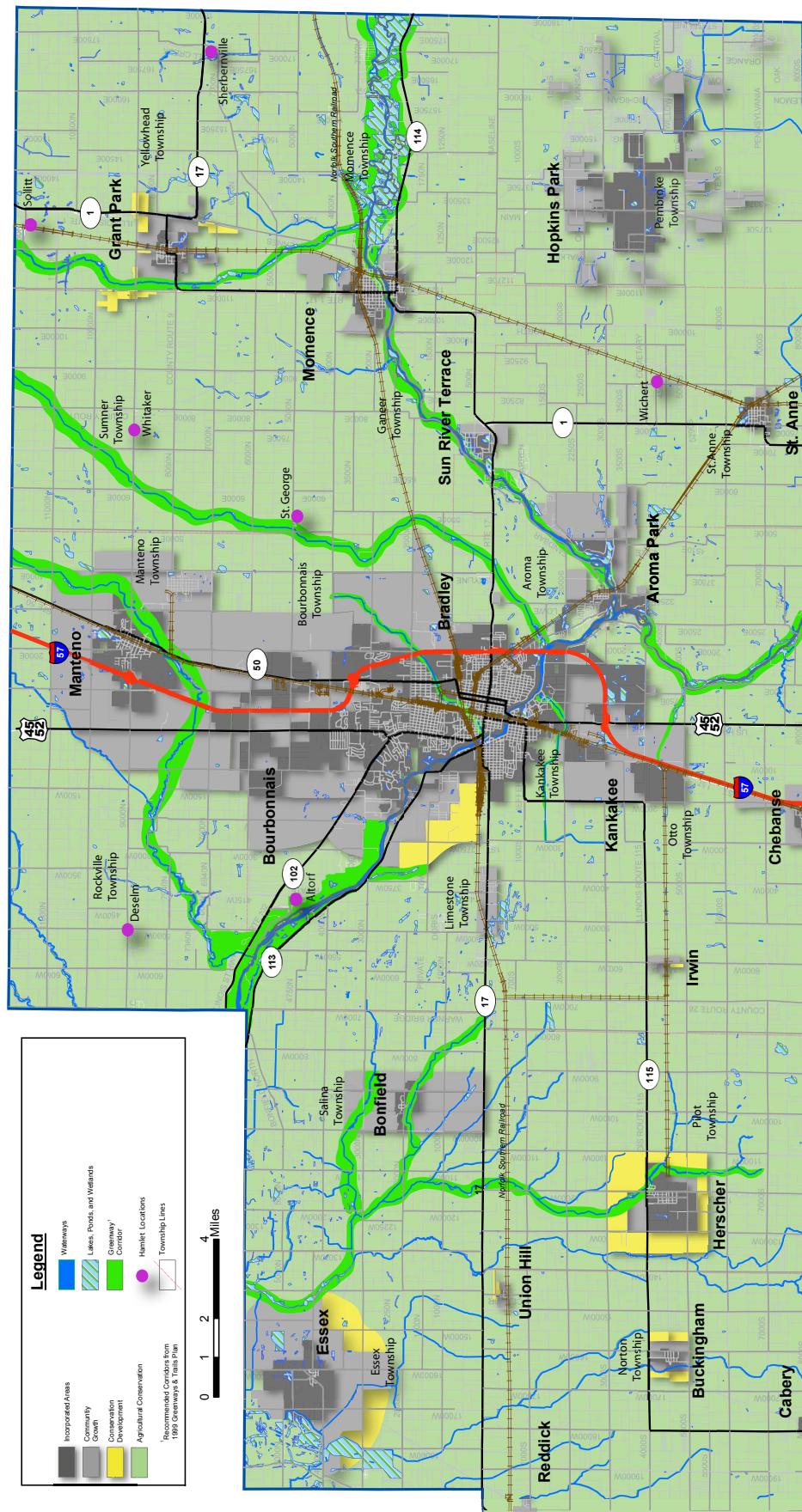
This tool places the County in a unique position to collaborate with local communities, townships and other agencies regarding plan implementation. The Plan focuses on implementation activities not only in the rural unincorporated portions of the County, but on working with municipalities to create joint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



Source: Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

2030 Kankakee County Comprehensive Plan

### ***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*

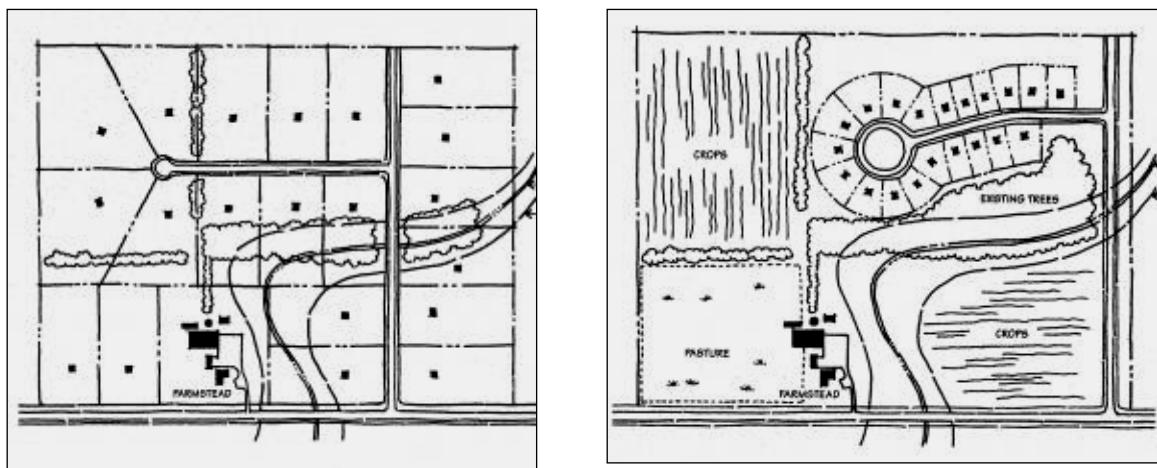
### ***Conservation Development:***

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).



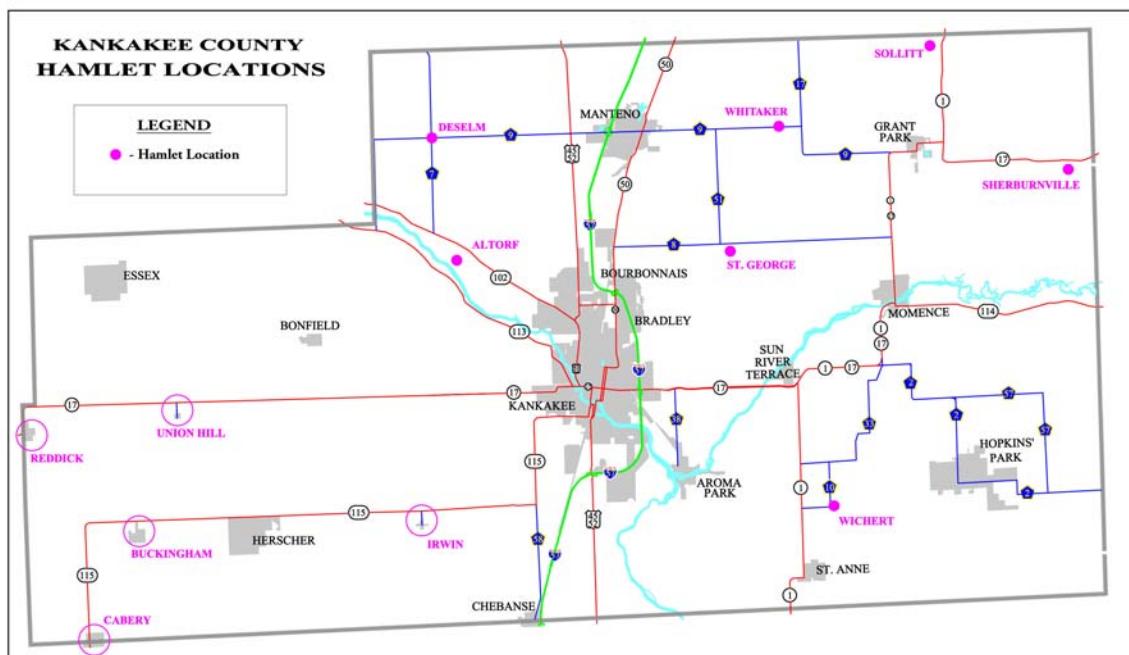
### *Hamlets:*

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.

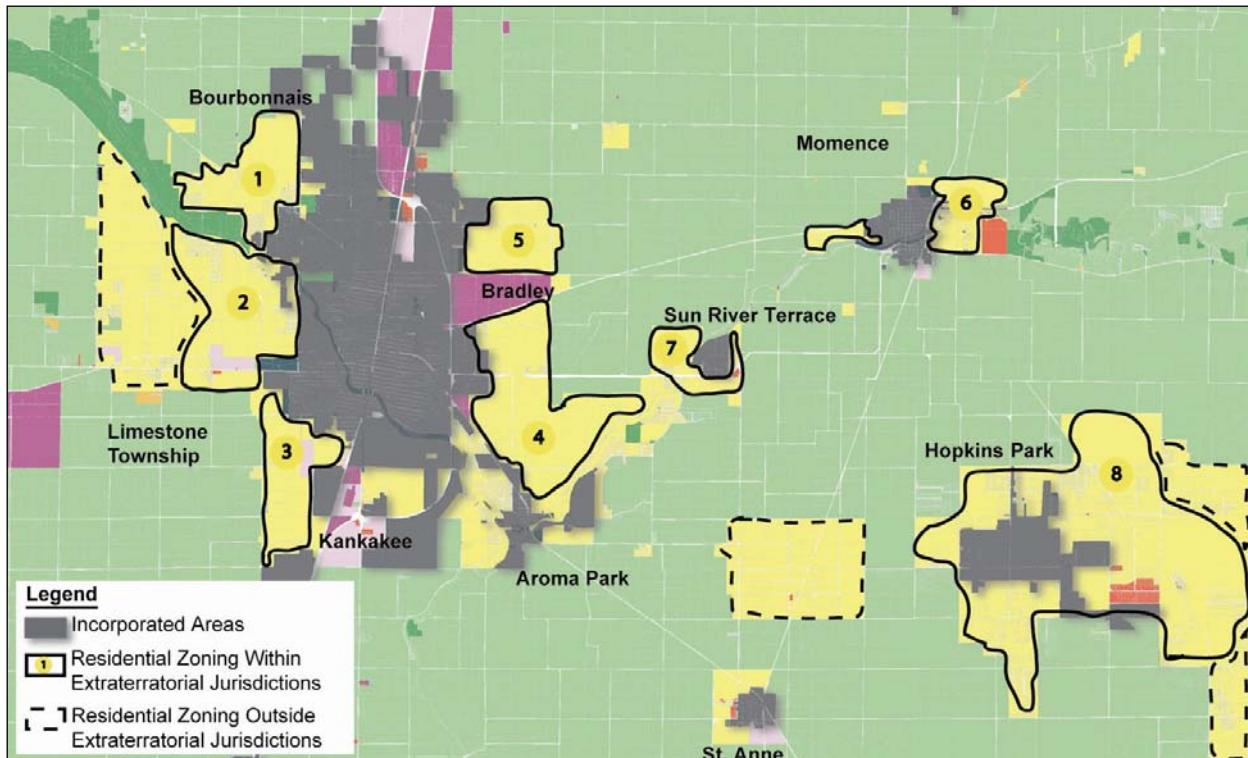
B. Reduce the over-supply of unincorporated R1 residential zoned land.

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.

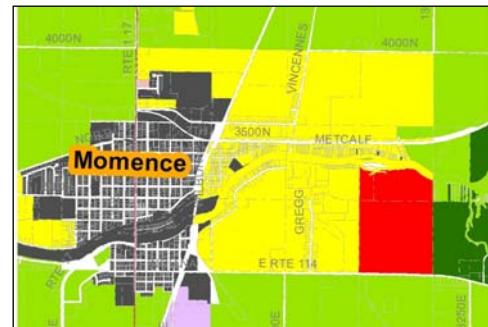
Projections for industrial land demand for the year 2030 range between 1,292 and 2,585 acres. However, the County currently has 5,980 acres of undeveloped industrially-zoned land. Of this total acreage, approximately 4,342 acres are within municipal ETJ's and 1,638 acres are outside municipal ETJ's. 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.

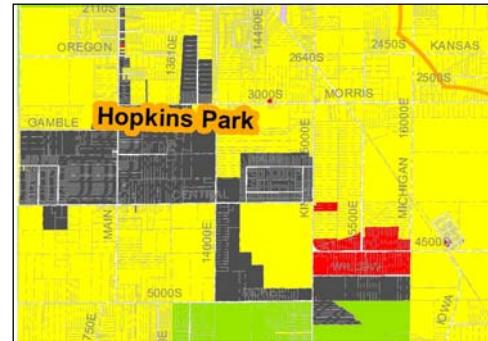
The County also should investigate the potential to change the use of specific commercially zoned areas, as a way to promote orderly growth and minimize the need for costly public services and infrastructure. There are two large commercial zones in Momence and in Pembroke Townships that may warrant a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

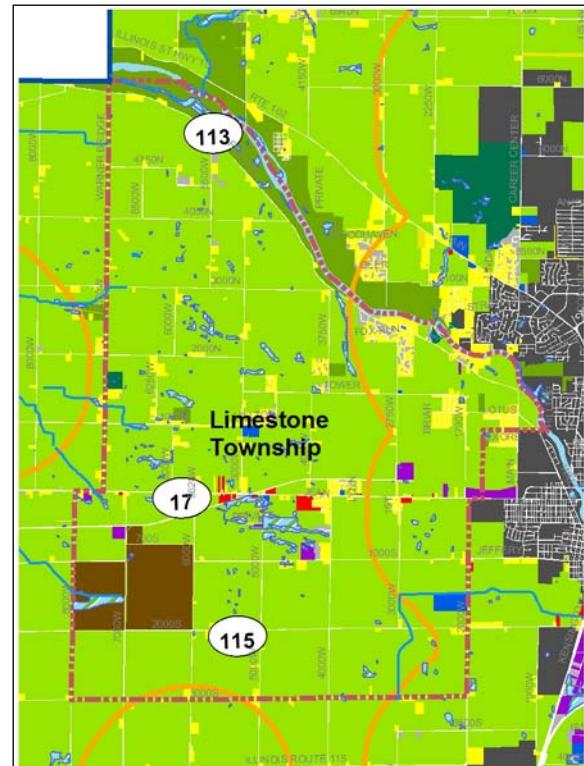
- Limestone Township
- Pembroke Township
- North I-57 Corridor

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*

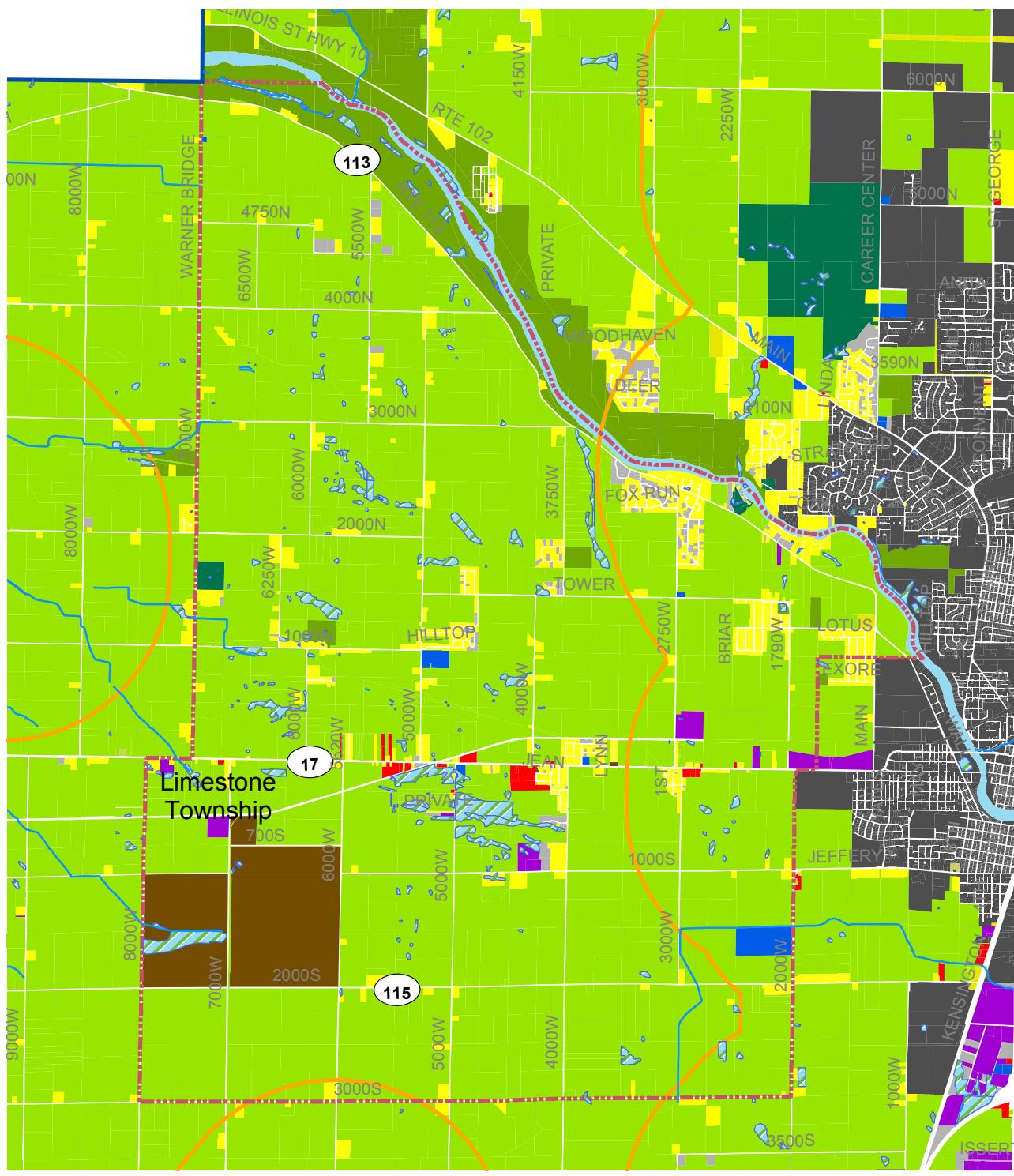
Limestone Township currently sustains 21,000 agricultural acres, out of a total land area of 25,000 acres. Existing single-family residential land uses account for 1,156 acres. Figure 3-11 highlights the scattered pattern of existing land uses in the Township. Single-family zoning covers about 7,753 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



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Miles



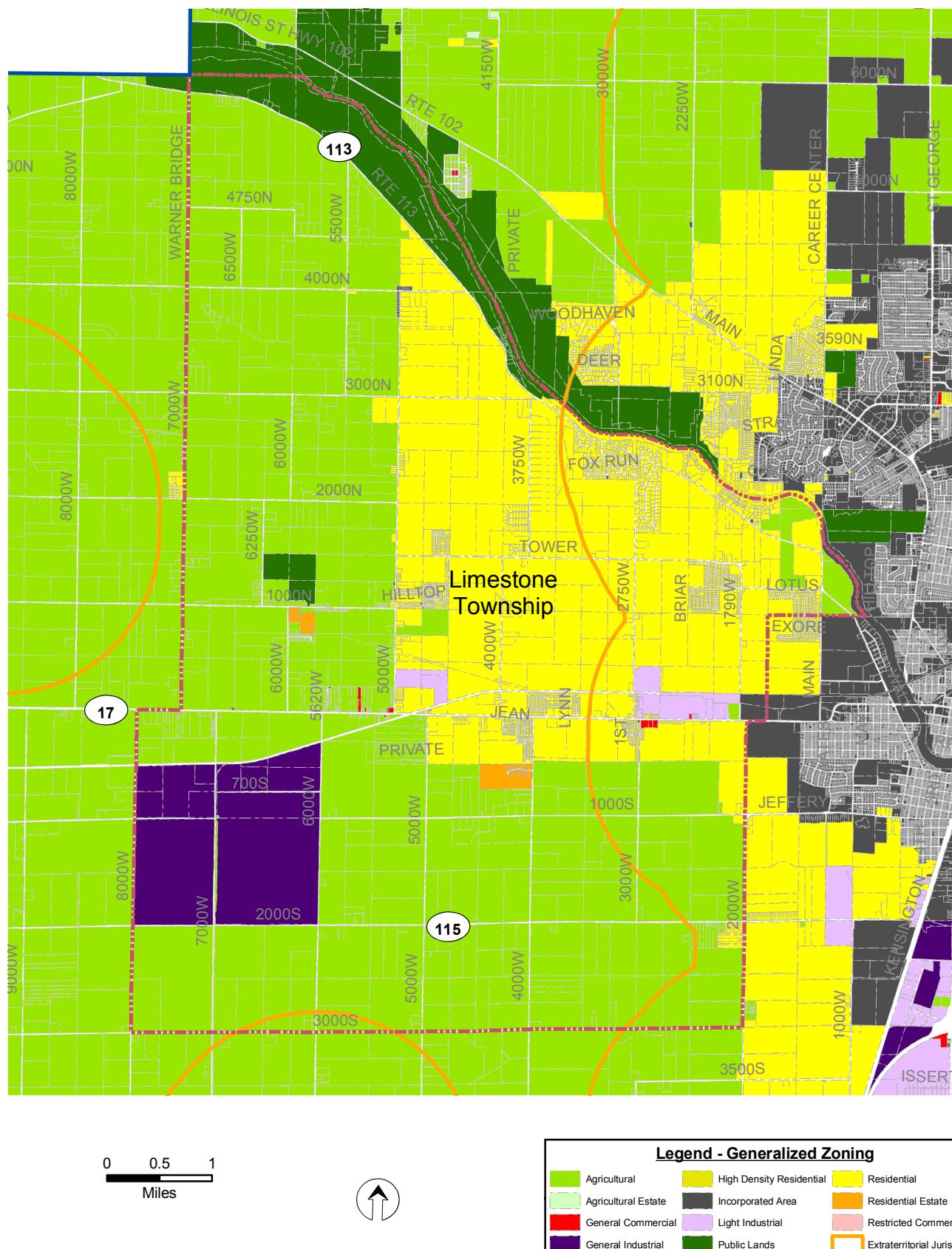
### Legend - Existing Land Use

Legend for Land Use Categories:

- 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

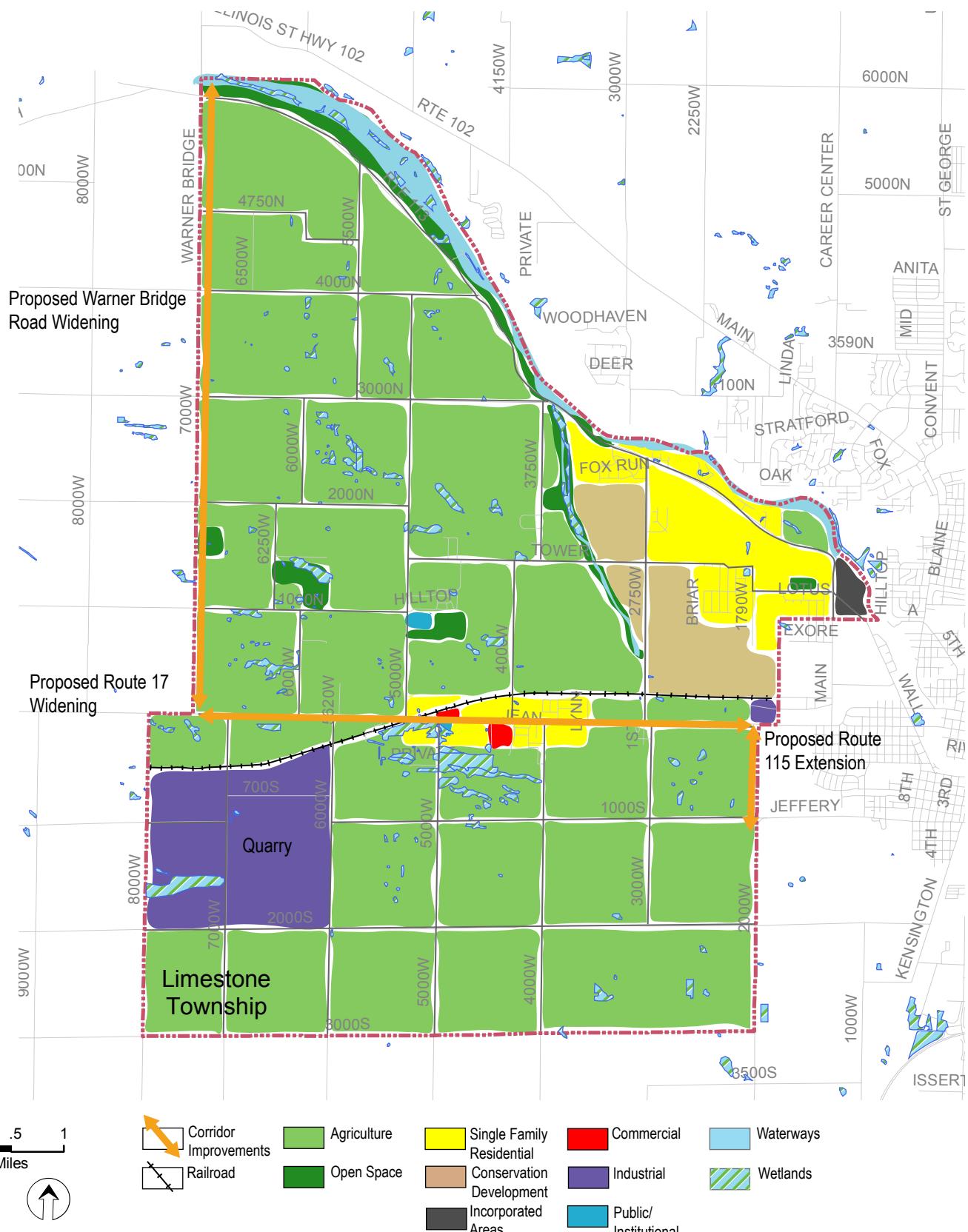
**Figure 3-12: Limestone Township Generalized Zoning**



Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse



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



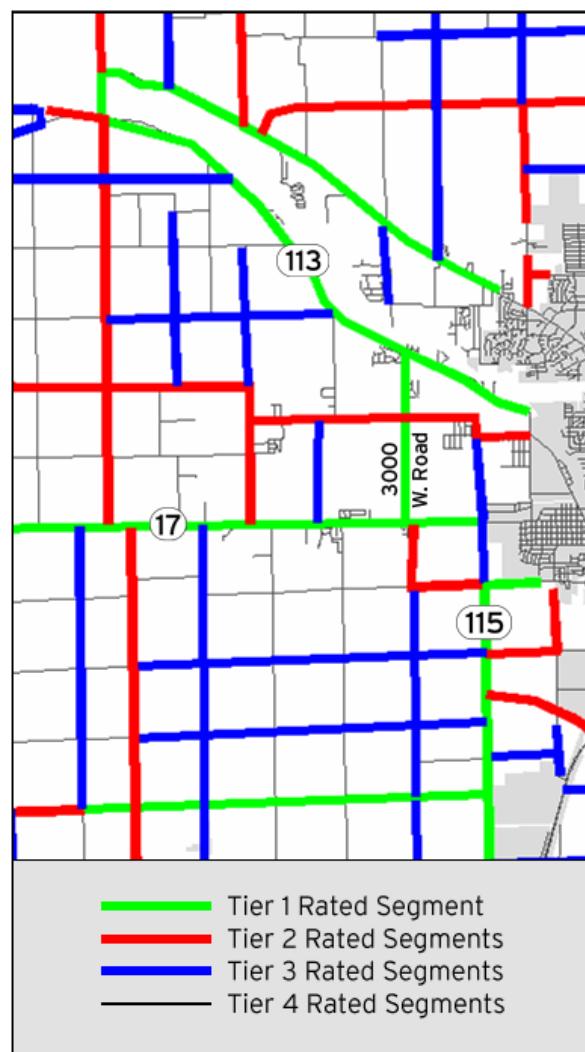
Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

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:

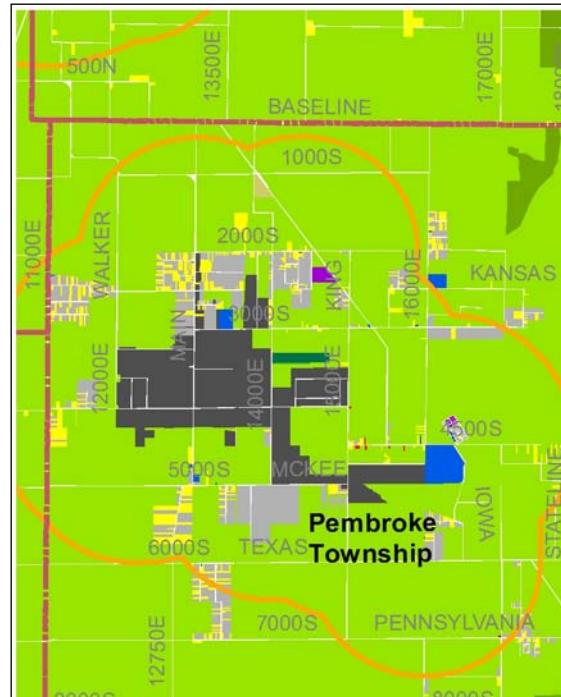
1. Due to the high levels of growth and complexity of natural constraints, the Township should consider creating a Plan Commission and developing a comprehensive plan. Township officials already have worked with the Kankakee County Planning Department on determining the land use plan, and could partner 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.

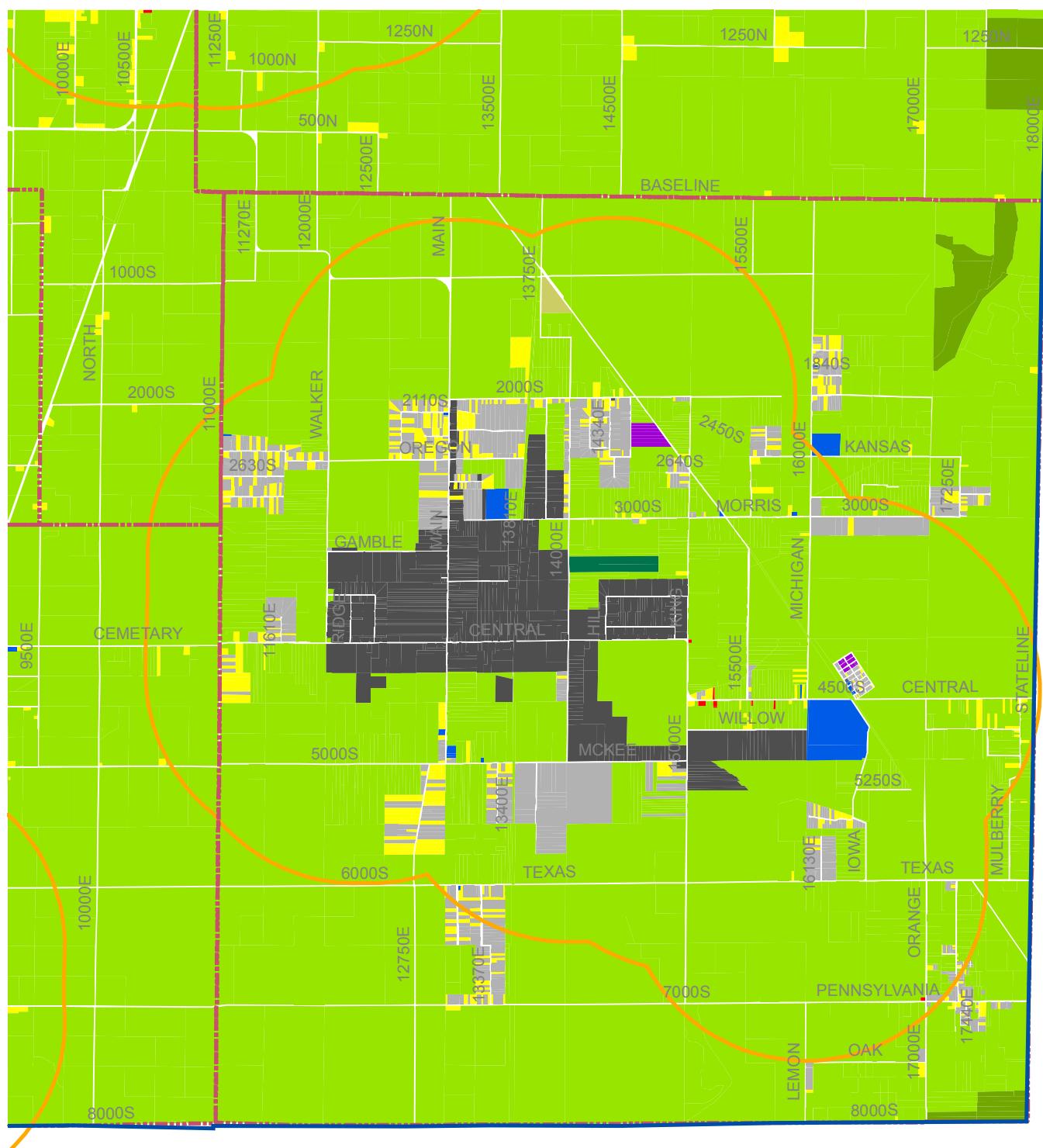
***Land Use Plan***

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**



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Miles

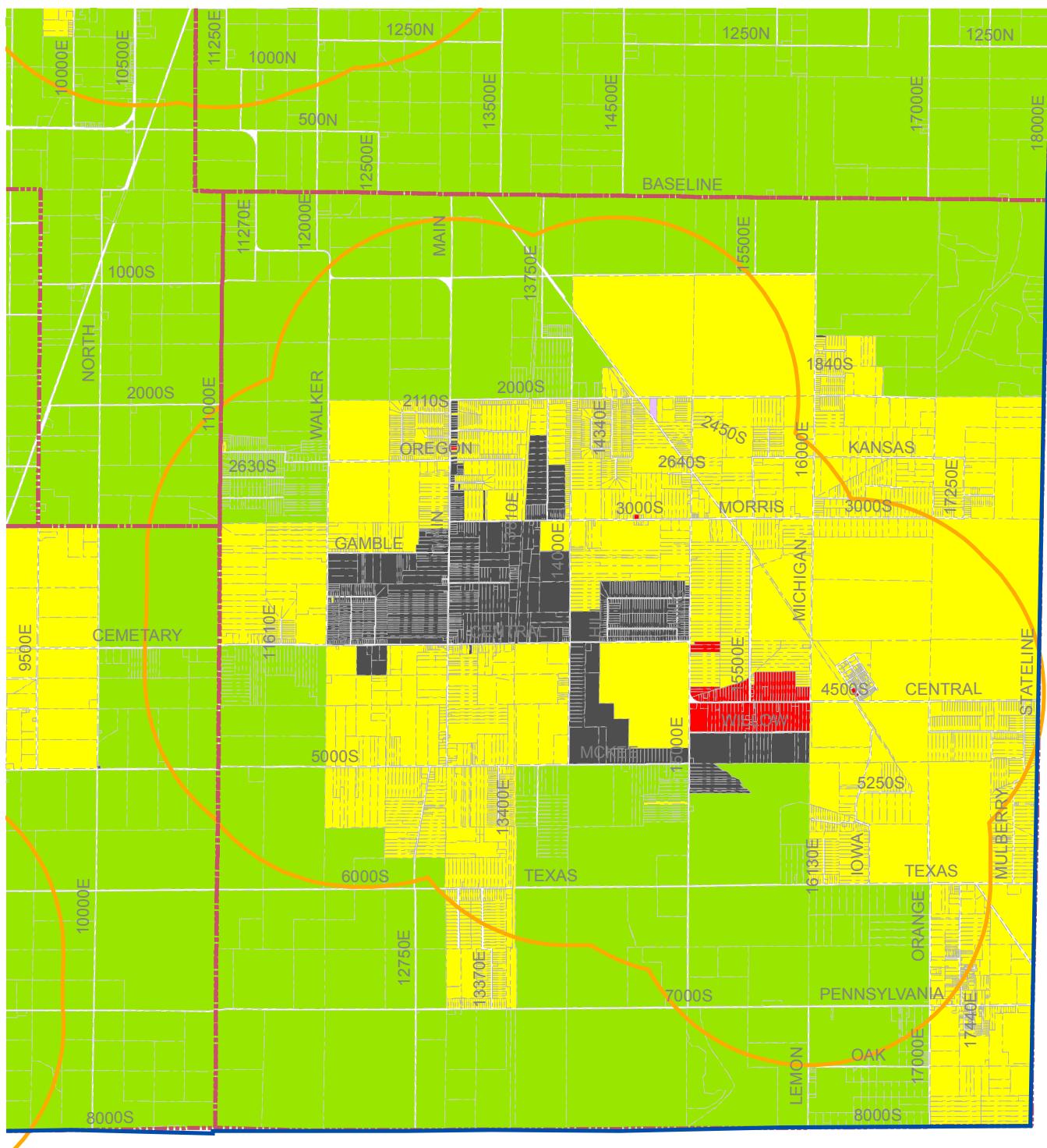


Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

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

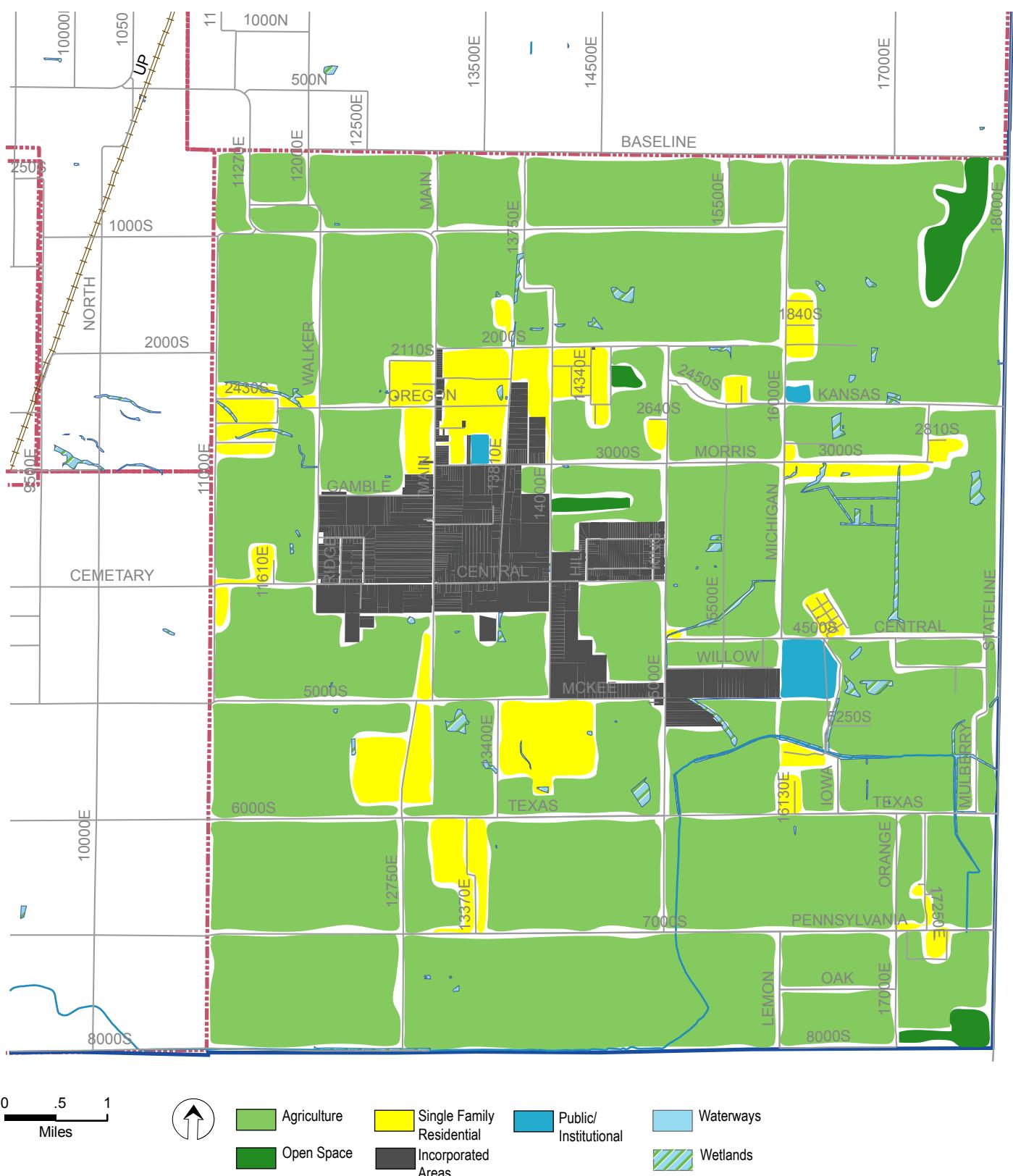


**Legend - Generalized Zoning**

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



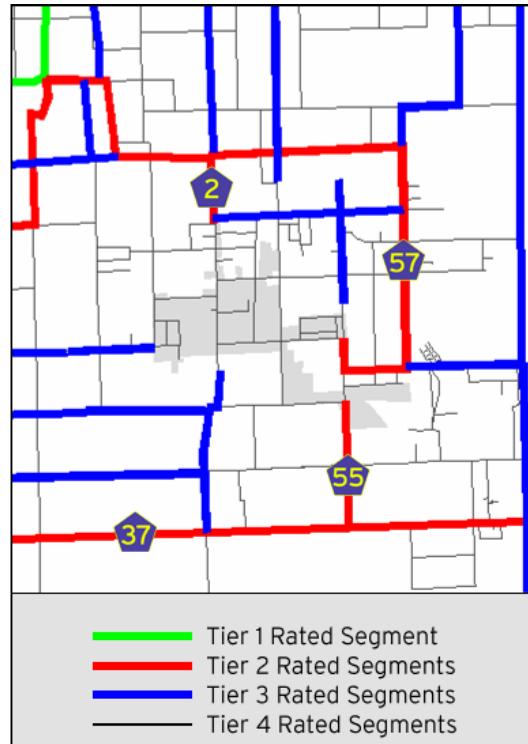
### Figure 3-17: Pembroke Township Land Use Plan



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*

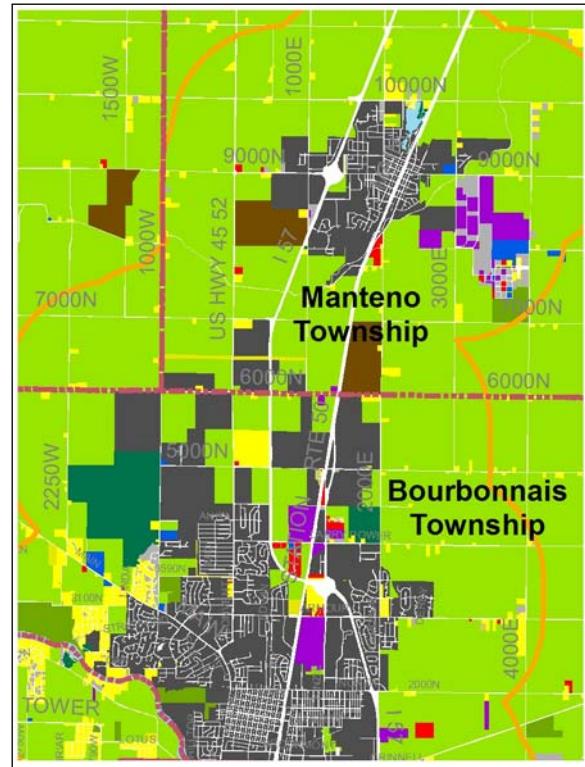
Kankakee County and its municipalities all have a major stake in the future of Pembroke Township. A major topic of the Comprehensive Plan is on economic development. For the County and its communities to be successful in the long run will require demonstration of its capability in association with Pembroke 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***

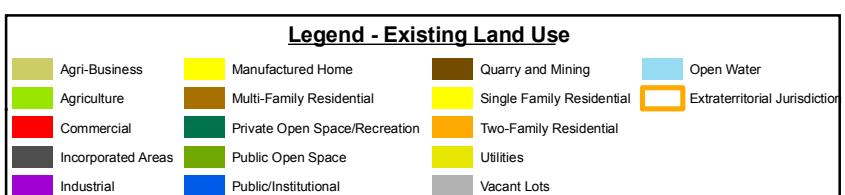
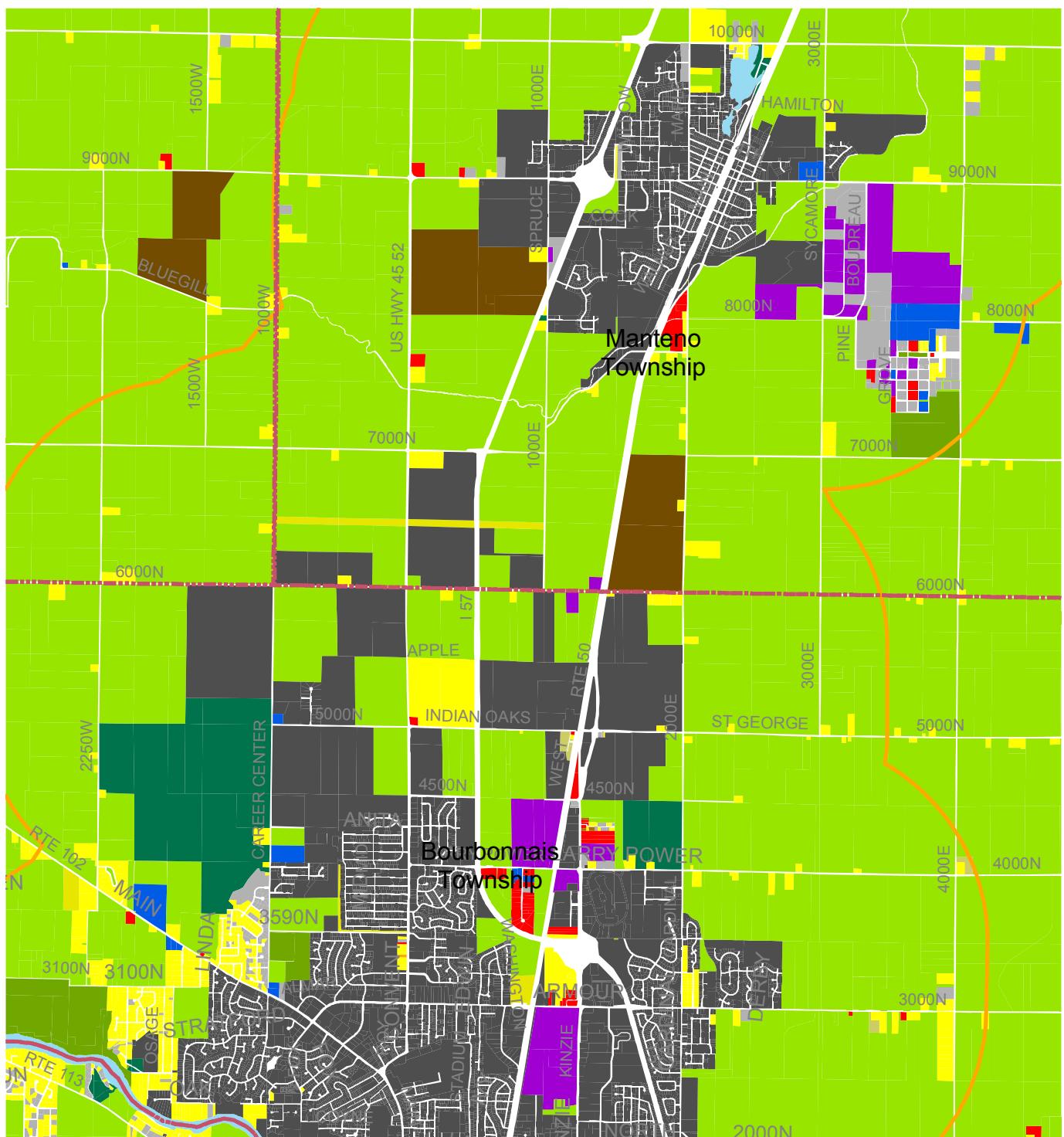
Since boundary agreements exist between the Villages of Bourbonnais, Bradley, and Manteno, issues of land control have already been resolved. Figure 3-19 highlights existing land uses within the area, and Figure 3-20 highlights current zoning classifications. As determined by the participating municipalities 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.



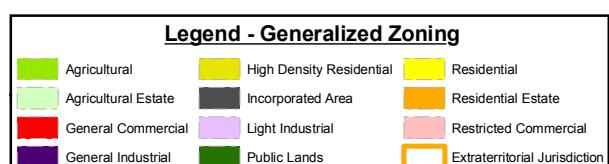
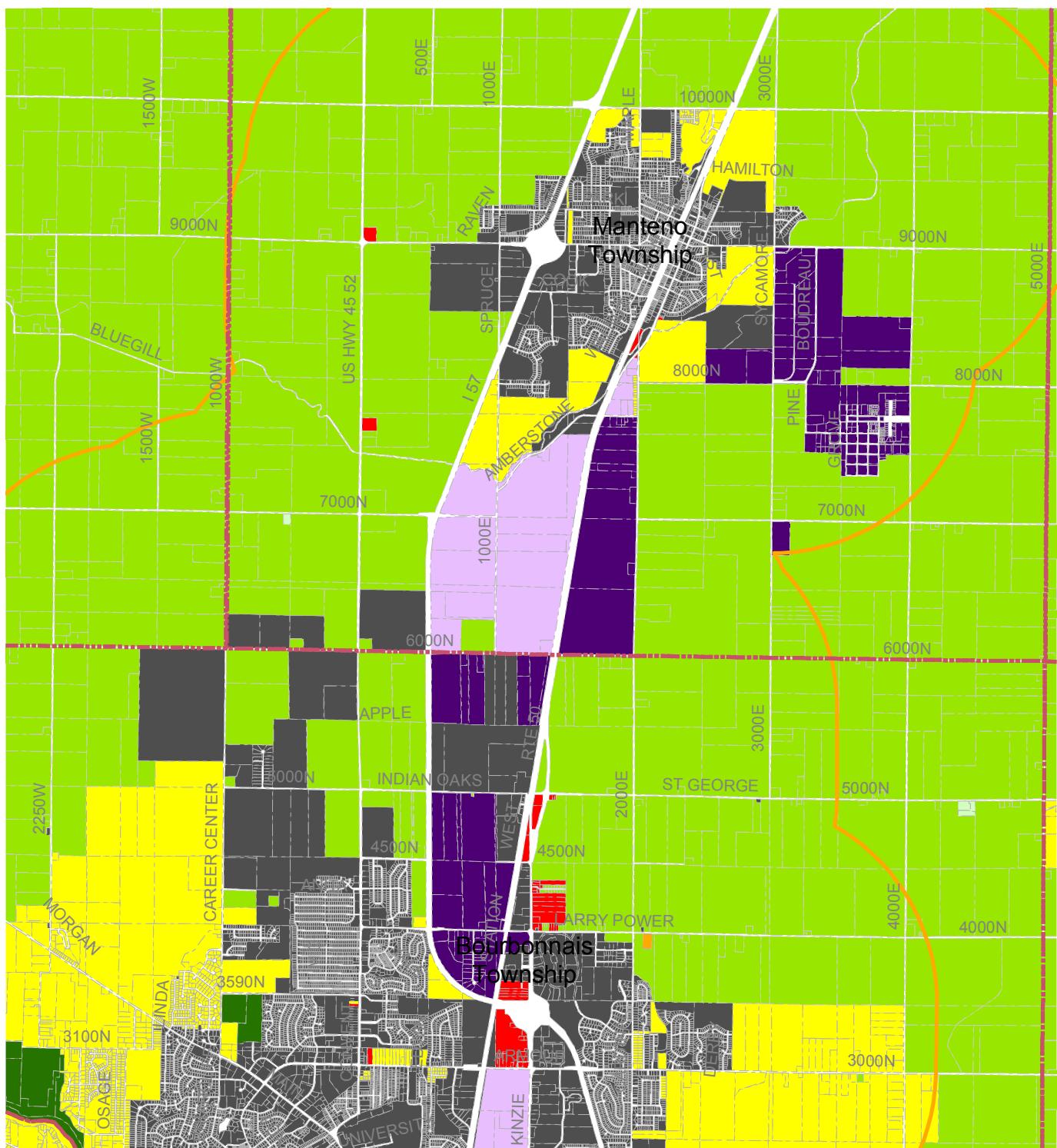
**Figure 3-19: North I-57 Corridor Existing Land Use**



Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

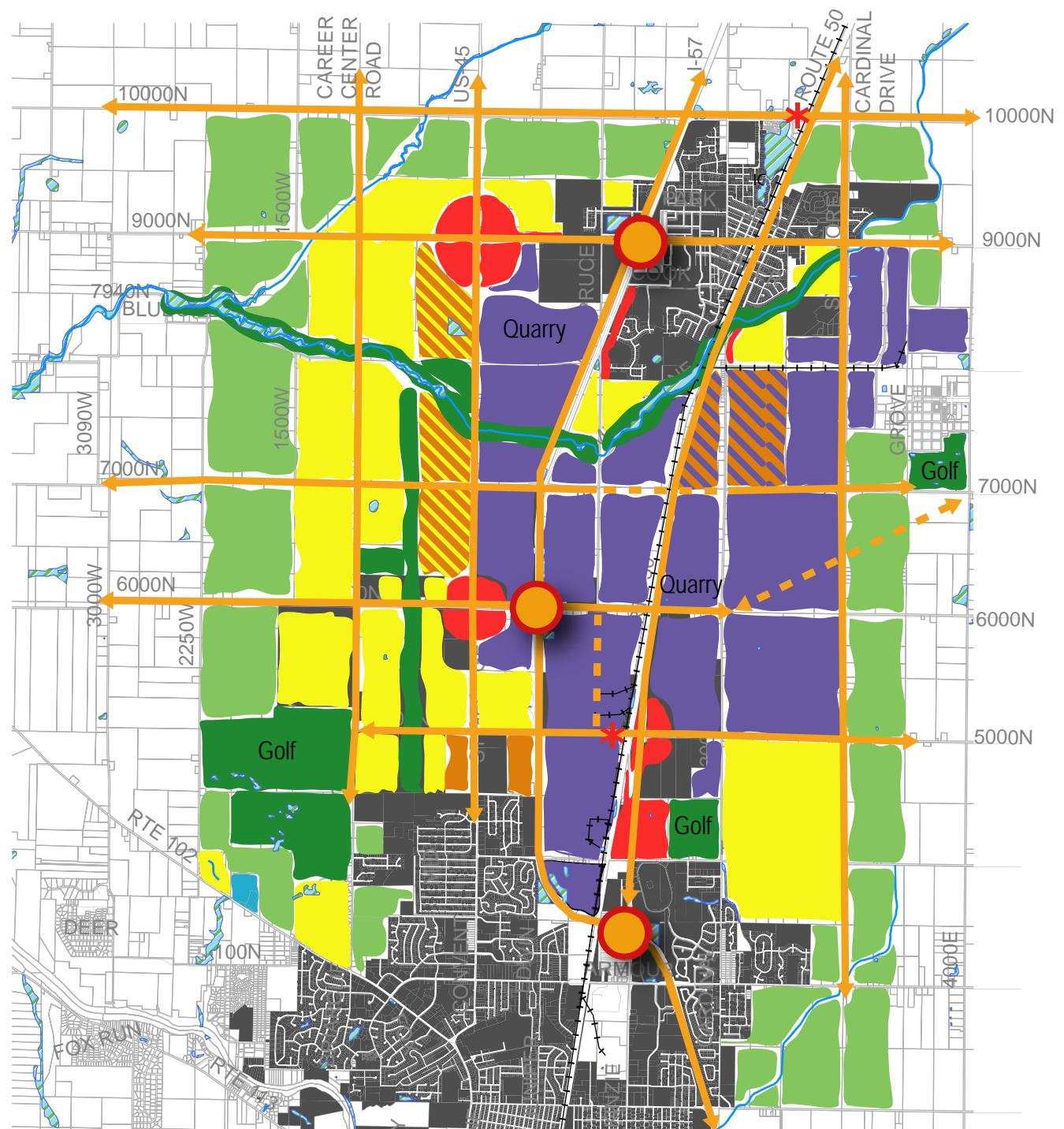


### Figure 3-20: North I-57 Corridor Generalized Zoning



Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

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



0 0.35 0.7 Miles



Source  
Kankakee County  
Illinois Natural Resources Geospatial Clearinghouse

\* Proposed  
Rail Station  
● Interchange  
Improvements

► Corridor  
Enhancement  
— Railroad  
► Future  
Roadway

■ Agriculture  
■ Open Space  
■ Public/  
Institutional

■ Single Family  
Residential  
■ Commercial  
■ Office  
■ Mixed-Use,  
Office and Residential  
■ Mixed-Use,  
Office and Industrial

■ Industrial  
■ Waterways  
■ Wetlands  
■ Incorporated  
Areas



### 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.

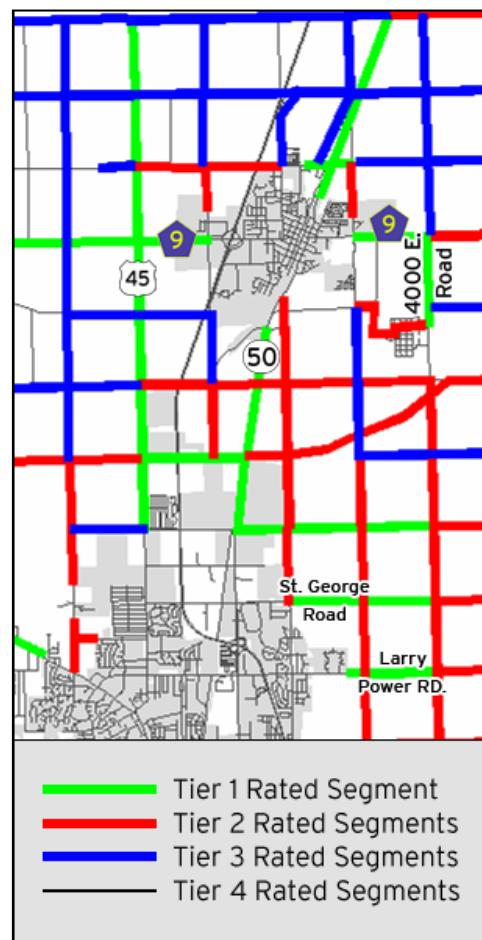


*Rt. 50 and St. George Rd. is planned for commercial*



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.



## **4. TRANSPORTATION PLAN**

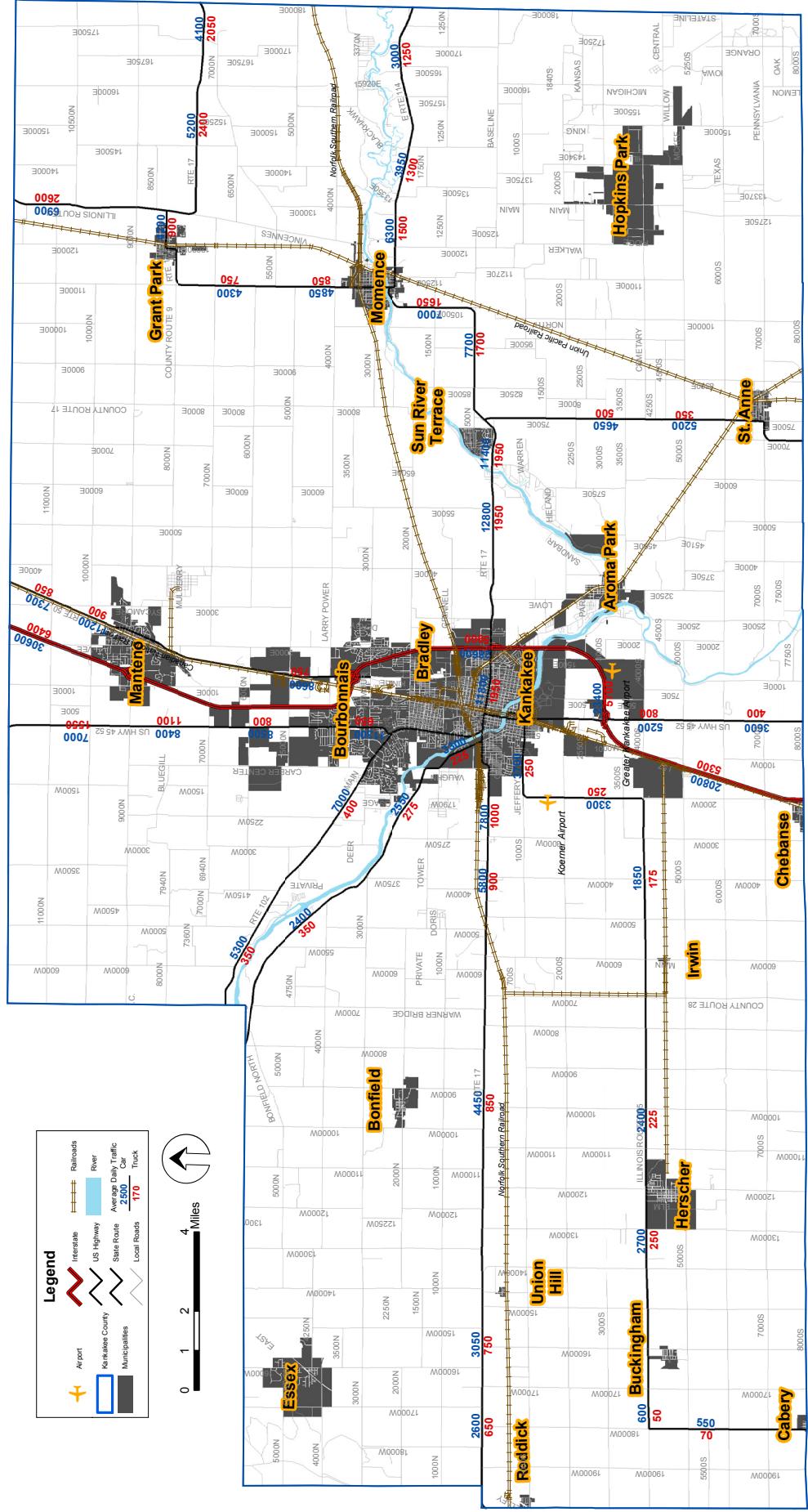
The Transportation Plan builds on and complements the land use plan. It encourages an integrated system of state, county, and rural roads to serve the unincorporated areas of the County. System design assumes that much of the unincorporated areas of the County will remain rural in character. This may or may not be desirable depending on preferred land use policy. Without appropriate land use controls and regulations, transportation improvements can quickly lose their capacity. The rural County roadway system in particular is very sensitive to development impacts. Wider roadways without the appropriate land development regulations could change the County's agricultural character. Route 17 east of the City of Kankakee is a four-lane, limited-access highway that passes through a rural countryside on the way to Sun River Terrace. Since the current zoning and access regulations along this stretch of Route 17 emphasize agricultural use, the road has a stronger chance of maintaining its transportation capacity and efficiency over the long-term. The County supports a Land Use Plan that provides direction in preserving its distinctive "town and country" character. The intent of the Transportation Plan is to establish a framework for future improvements that will facilitate growth and economic development, but not diminish the County's rural character.

### **A. Existing Conditions Summary**

Transportation access is essential to support land use and development. The advent of the Illinois Central Railroad in 1853 spurred settlement patterns in Kankakee County. Today, the County views the proposed South Suburban Airport in southern Will County as a major potential catalyst for change, as well as proposed improvements to the I-57/6000 N. Road Interchange. In recent years, the County has discussed the need for north-south corridor access across the Kankakee River, although the issue remains unresolved. The County understands that future potential growth will impact its transportation facilities, and has endorsed the Corridor Preservation Program to maintain future roadway improvement options. Figure 4-1 on the following page highlights the County's existing roadway infrastructure, average daily traffic on major roadways, and other transportation features, such as railroads and airports.



Figure 4-1: Car and Truck Traffic



## Major Road Network

Major roadways in the County include the federal and state highways, under the jurisdiction of the Illinois Department of Transportation (IDOT). Although IDOT controls these highways, Kankakee County as a member of the Metropolitan Planning Organization (MPO) provides direct input on planned improvements in developing the Kankakee County regional roadway network. The County Highway Department has jurisdiction over all County highways. All remaining roadways outside of the incorporated areas fall under the jurisdiction of the County's seventeen townships. The County's incorporated villages have jurisdiction over local roadways within their corporate boundaries. Just as IDOT and the County coordinate on highway projects, the County and the townships coordinate on unincorporated roadway projects.

Interstate 57 (I-57) serves as the major interstate connection between Chicago and eastern and southern Illinois, and Memphis, Tennessee. I-57 interchanges typically have spurred highway-related commercial development, industrial and warehousing, and residential uses. To improve freight truck access and development potential, the County is interested in improving existing I-57 interchanges at Exits 322, 315, 312, and 308, and building a new interchange at 6000 N. Road. As reflected in the Chicago Area Transportation Study's (CATS) 2030 Regional Transportation Plan, I-57 may be widened to a total of six lanes between I-80 and Peotone Road in Will County.



*New development near I-57 Exit 322 in Manteno*

U.S. Route 45/52 is a north-south route which runs through central Kankakee and Kankakee County. This roadway maintains two lanes outside the Kankakee Urbanized Area, and is a four-lane cross-section through Bourbonnais, Kankakee, and Bradley. Since the four-lane segment is a fairly congested roadway, the County should consider the implications of future commercial and residential uses north of Bourbonnais' corporate limits by requiring traffic impact studies for major developments prior to approval. Because Route 45/52 provides substantial access continuity through Kankakee County, with connections to the Chicago metropolitan area to the north, traffic volumes are likely to increase in the future.



Illinois Route 1 runs on a north-south alignment through the County, connecting Chicago with Downstate Illinois. Illinois Route 1 is a two-lane roadway along the eastern side of the County, and runs through Grant Park, Momence, Sun River Terrace, and St. Anne. It shares alignment with Illinois Route 17 from Grant Park to Sun River Terrace.

Illinois Route 17 is a primary east-west route through the County, connecting I-65 in Indiana to I-57 and to I-55 in Livingston County. Illinois Route 114 starts just south of Momence, and provides a link between I-65 and Route 17. Route 17 is two lanes south of Momence, and then becomes a four-lane divided highway eastbound to the City of Kankakee. West of the City, Route 17 is a two lane roadway.

Illinois Route 50 begins at U.S. 45/52 south of the Kankakee River, which it crosses via the Schuyler Avenue Bridge. Route 50 is a four-lane road. Due to the heavy traffic volumes near the Northfield Square Mall, the County should consider the implications of future residential development north of Bradley's corporate limits. Access and/or capacity improvements may be required in this area to minimize congestion levels.

Illinois Routes 102 and 113 parallel the Kankakee River as two-lane roadways, and provide access to the Warner Bridge Road river crossing. Route 102 widens to four lanes through Bourbonnais. These corridors travel through highly scenic areas along the Kankakee River. The County should consider limiting the need for future roadway improvements by maintaining agricultural zoning adjacent to the Kankakee River State Park. Nevertheless, growth in regional traffic might require that these roads be widened in the future, so the County will need to be proactive in managing growth and traffic in a way that will maintain current roadway characteristics.



*Scenic Route 113 along Kankakee River State Park*

Much of the land fronting Route 102 is owned by the Illinois Department of Natural Resources, and remains in agricultural use. In addition, IDOT owns significant right-of-way along Route 102. The need for future improvements on Route 102 in many ways relates to how the State chooses to develop the Kankakee River State Park, such as a possible lodge.



Illinois Route 115 is a two-lane roadway that connects the southwestern portion of the County to the City of Kankakee. This route provides access to the villages of Cabery, Buckingham, Herscher, and Irwin.

The State and County highway network forms the primary network for travel between communities and beyond the County. The County highway system may be characterized as more rural and scenic. However, over the years, rural development has generated new access points that aggravate congestion areas, and cause speed limit reductions and safety issues during peak travel times. Therefore, Kankakee County has established the Corridor Preservation Program to reduce the effects of random development on the County highways and to preserve a safe and efficient road network.



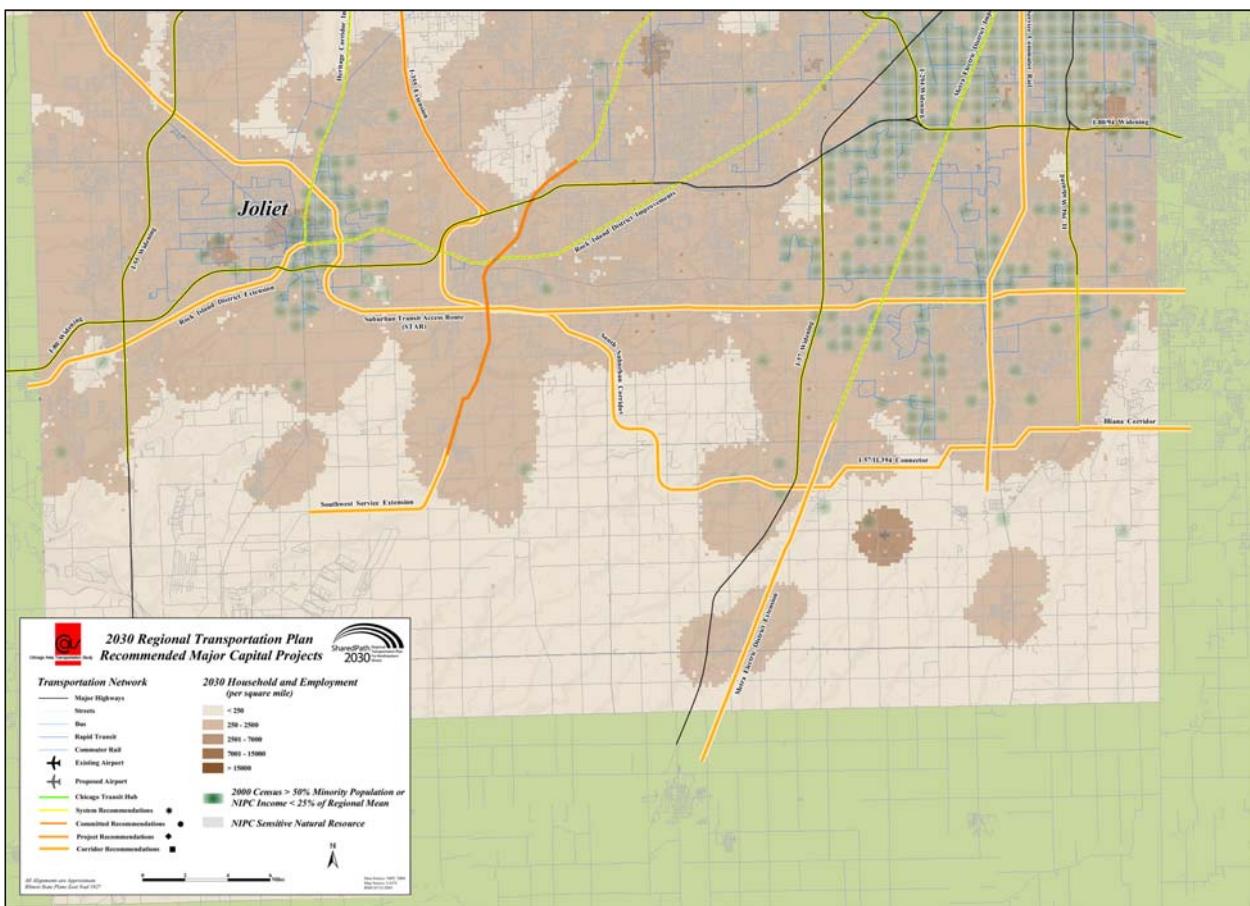
*Scenic views on County Highway 6 near Bonfield*

A major County highway need is to provide improved freight truck access to and from the federal highways and the state highways. I-57 is designated as a Class 1 truck route, while all other federal and state highways are designated as Class 2 truck routes. However, most of the Class 2 truck routes in Kankakee County pass directly through incorporated villages and negatively affects quality of life. Most concerns over truck traffic relate to the north-eastern part of the County, especially near Grant Park and Momence. Truck volumes through these villages represent 33% and 46% of total traffic volumes, respectively. Downtown Manteno is also heavily impacted by truck traffic. As a result, the County has been investigating potential solutions through the Corridor Preservation Program, the proposed I-57/6000 N. Road Interchange, and the 6000 N. Road Corridor Study, discussed later in this chapter.

Another important issue is that the northern area of Kankakee County is used as an east-west bypass around Chicago to make the connection between I-65 in Indiana to I-57 and I-80 in Illinois. Congestion and travel delays on the Tollway system have created these cut-through patterns in the County. This issue of cut-through truck traffic could be resolved by the following three proposed corridor improvements in Will County: the Illiana Corridor, the I-57/IL 394 Connector, and the South Suburban Corridor, as illustrated in Figure 4-2. These three proposed corridor projects are included as recommendations of the Chicago Area Transportation Study's (CATS) 2030 Regional Transportation Plan.



Figure 4-2: CATS 2030 Regional Transportation Plan, Will County Perspective



## Mass Transit Service

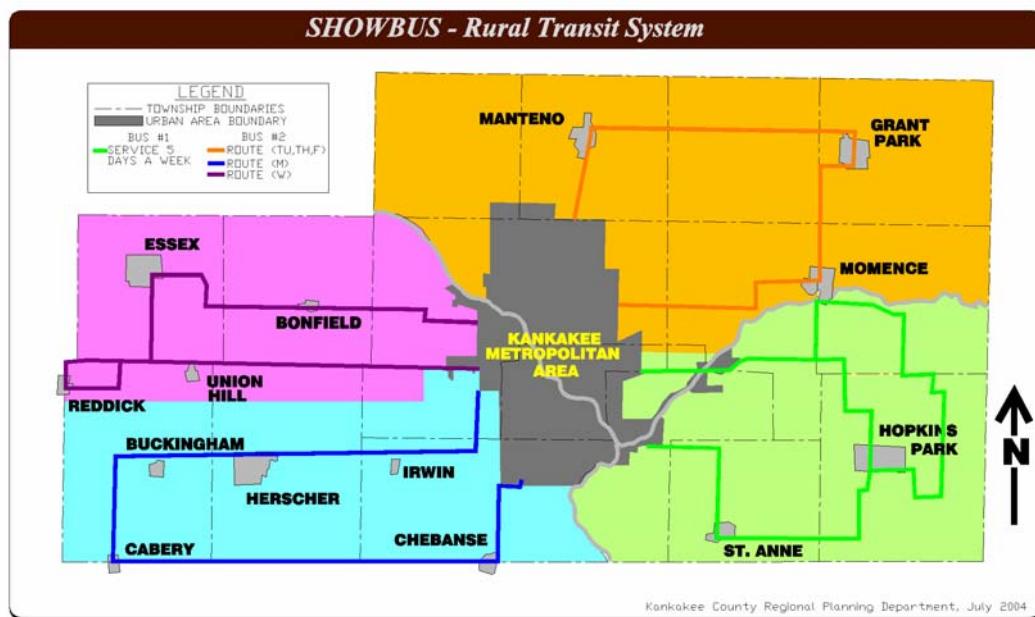
Through agreement with SHOWBUS, Kankakee County provides demand-response bus service throughout the County (see Figure 4-3, following page). This service is made available to the rural areas and villages:

- North and Northeast Kankakee County on Tuesday, Thursday, and Friday
- South and Southwest Kankakee County on Mondays
- Northwestern Kankakee County on Wednesdays
- Southeastern Kankakee County on all weekdays

Urban bus service was reintroduced to the Kankakee Metropolitan Area in July 1998. The River Valley METRO Mass Transit District services Kankakee, Bourbonnais, Aroma Park, Bradley, and adjacent unincorporated areas from Monday through Saturday.



Figure 4-3: SHOWBUS Rural Transit System, Kankakee County



Source: KATS 2004 Long-Range Transportation Plan Update

Due to considerable growth over the last five years (from 77,000 annual rides in 2000 to 189,000 in 2004), METRO is seeking additional funds from the State to increase its service capacity. METRO initiated evening service in February 2005. As a consequence, ridership on the system for 2005 is expected to grow to well over 200,000 annual rides. The system has been recognized nationally as one of the ten fastest growing systems in North America.

Amtrak currently provides two daily trips between downtown Kankakee and Chicago's Union Station. Metra commuter rail service to Chicago is available at University Park, in Will County. The County's 2004 Commuter Rail Feasibility Study documents the potential for extending Metra's commuter rail service into Kankakee County.



## **Major Rail Freight Service**

Rail freight service is provided by three major railroads. The Canadian National Railroad runs on a north-south axis through the middle of Kankakee County, with service to Manteno, Bourbonnais, Bradley, Kankakee, and Chebanse. The Union Pacific Railroad runs in a north-south direction through the County's eastern side, with service to Grant Park, Momence, and St. Anne. The Norfolk Southern Railroad runs on an east-west axis through the County, with service to Kankakee, Bradley, and Momence. The intersections of all three railroads occur in two places: Kankakee and Momence. Freight rail access remains essential to agriculture and industry in Kankakee County.



*Freight on Union Pacific near St. Anne*

A key rail issue in the County is the preponderance of at-grade rail crossings that pose safety concerns. Intersections along Route 50, where the Canadian National Railroad runs parallel and in close proximity, have also been a frequently cited issue. The March 1999 crash in Bourbonnais Township between a freight truck and an Amtrak train on the Canadian National tracks made evident the need for future grade separations. This accident has influenced the County's transportation planning efforts over the last five years, including the proposed I-57/6000 N. Road interchange. More significantly, the accident influenced a new County policy to dictate that grade separations be investigated for all potential improvements.

## **Airport Service**

The Greater Kankakee Airport is the only publicly-owned general aviation airport in Kankakee County. It is located just 60 miles south of Chicago off of Interstate 57. O'Hare International Airport is 75 miles north and Midway Airport 50 miles north of the Kankakee area. Yet, Kankakee airport is growing due to its small size and convenient access.

The Greater Kankakee Airport is the largest airport serving the south Chicagoland area. Annual operations are approximately 50,000 (25,000 arrivals and 25,000 departures). According to the 2004 *Economic Impact of Illinois Airports*, the Greater Kankakee Airport generates a total annual economic impact of \$22,175,110.



Due to its location near I-57 at Exit 308, the Greater Kankakee Airport has the potential to serve as a major economic development catalyst if its facilities are improved to accommodate larger planes and attract industry dependent upon air travel. Furthermore, the airport may have the potential to pursue "Free Trade Zone" status through the state to increase its economic development potential. The airport master plan is currently being updated.

Planning continues for construction of a new regional commercial airport, the South Suburban Airport near Peotone, in Will County. The proposed airport's impact on current north-south roadway facilities in Kankakee County will be taxed severely to meet the demands of even modest development at the South Suburban Airport.

## **Recent Plans and Studies**

### ***KATS 2004 Transportation Plan***

According to federal regulations, a long-range transportation plan must be developed every three to five years for urbanized areas with 50,000 or more people. The Kankakee Area Transportation Study (KATS) oversees the long-range transportation planning for the Kankakee area. Its membership includes the top elected local officials, municipal engineers, and representatives from the Illinois Department of Transportation (IDOT). Working with this organization, the Kankakee County Planning Department completed the KATS 2004 Long-Range Transportation Plan Update that evaluates existing conditions and estimates future transportation needs in the Kankakee Urbanized Area. The KATS 2004 Transportation Plan is accepted as part of this Comprehensive Plan.

### ***Corridor Preservation Program***

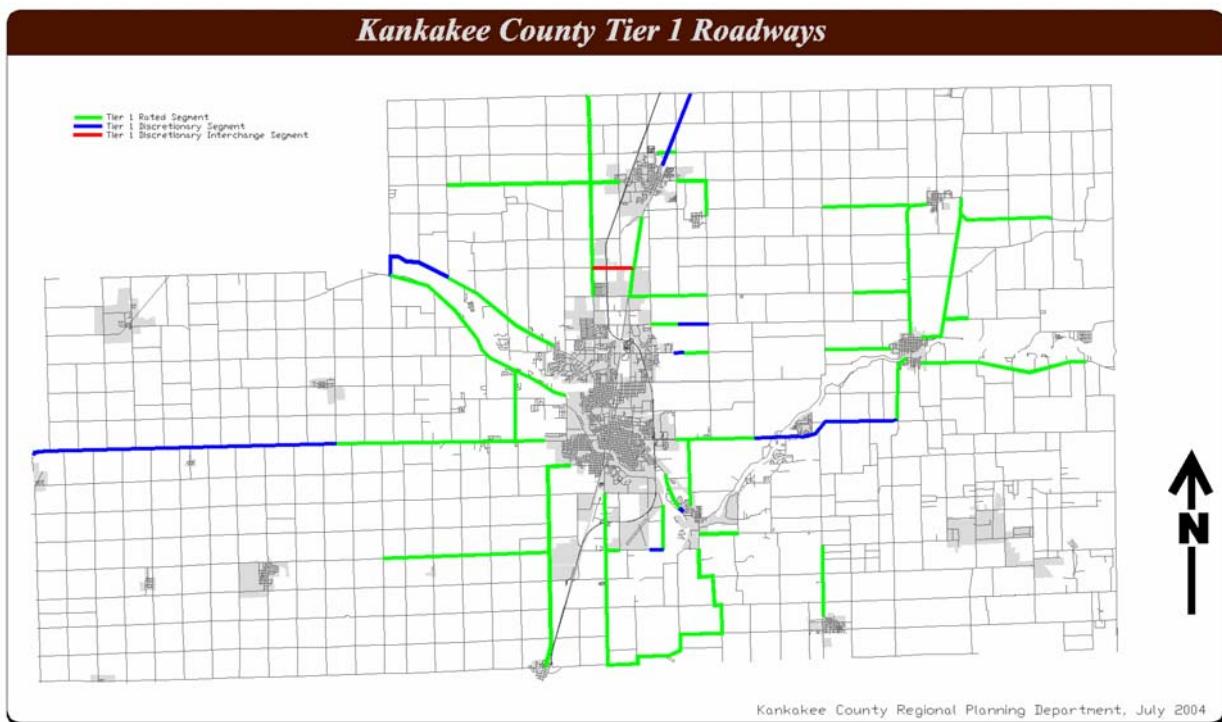
Kankakee County has developed the Corridor Preservation Program to ensure that important transportation facilities can be built in the future, when they are needed. The primary goal of the Preservation Program is to avoid private development in the path of future roadways and provide a "clear corridor" in case roadway improvements are made in the future. The general concept for implementation is to establish a hierarchy of existing and future roadways, and to require building setbacks to reserve "clear corridors" for future road improvements. Significantly, the Program does not recommend taking any private property,



but recommends building setbacks in case roadway improvements are needed, at which time roadway right-of-ways would be purchased.

Over a two-year period, the Kankakee County Planning Department analyzed 1,331 miles of existing and potential roadway corridors. Based on adopted design standards, four corridor types or classes were developed: Tier 1 for urban traffic volumes where six lanes may be needed; Tier 2, where four lanes may be needed; and, Tiers 3 and 4 as rural routes for low traffic volumes. To classify current existing and proposed corridors, a ranking system was devised to rate roadways based on the following seven criteria: future development potential; interstate access; current classification status; river or railroad crossing; major traffic generators; classification links; and, traffic factors. Figure 4-4 (KATS 2004 Transportation Plan excerpt) highlights Tier 1 corridors, and Figure 4-5 illustrates the County-wide system.

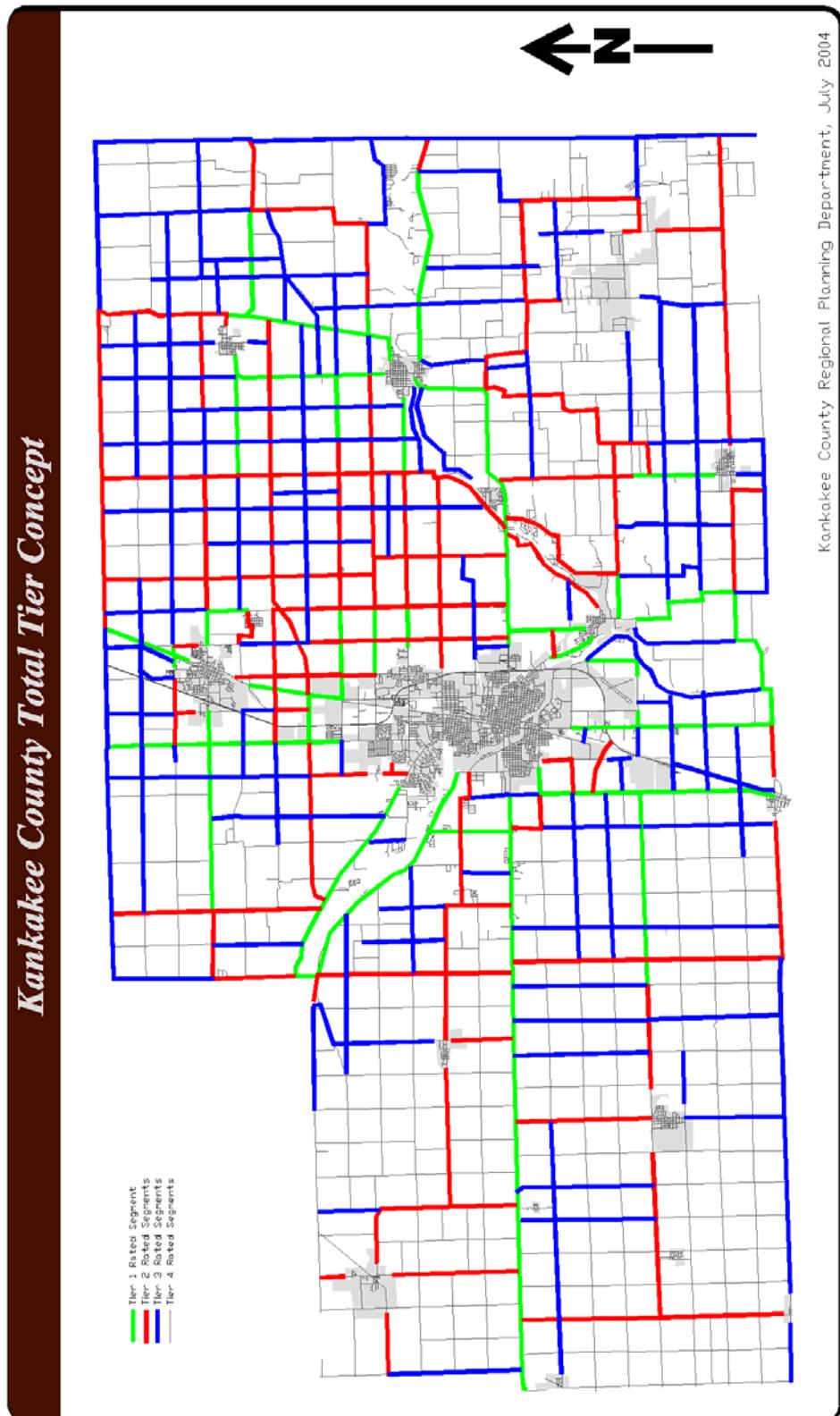
**Figure 4-4: Kankakee County Tier 1 Roadways**



Source: KATS 2004 Long-Range Transportation Plan Update



Figure 4- 5: Kankakee County Total Tier Concept



Based on current design standards, typical cross sections have been established to preserve the appropriate width or “clear corridor” for future roadway improvements. Typical cross sections include:

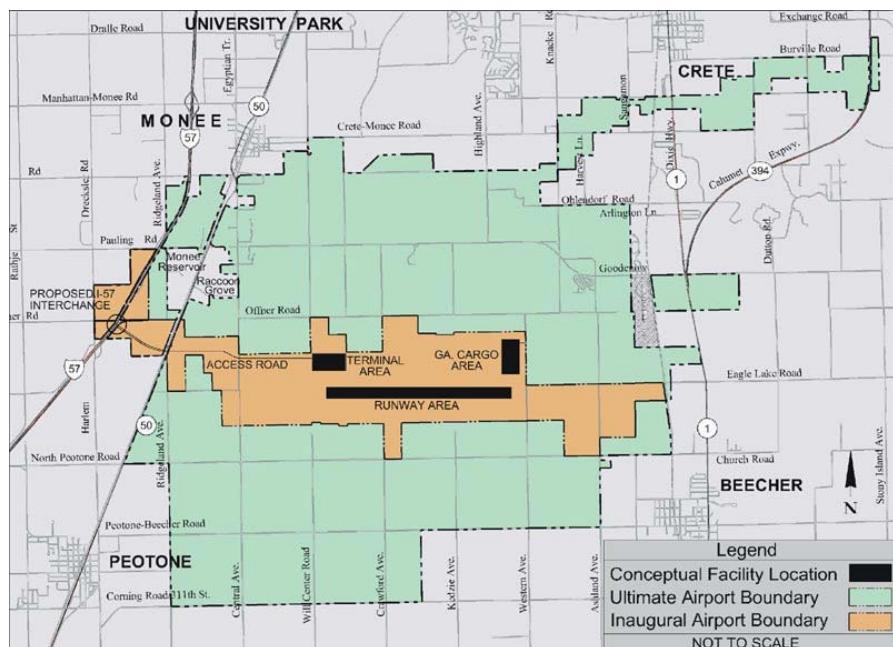
- **Tier 1:** 138-foot corridor (four travel lanes, median turning lane, shoulders, and 26-foot drainage swales)
- **Tier 2:** 110-foot corridor (two travel lanes, median turning lane, shoulders, and 26-foot drainage swales)
- **Tier 3:** 96-foot corridor (two travel lanes, shoulders, and 26-foot drainage swales)
- **Tier 4:** 70-foot corridor (two travel lanes, shoulders, and 26-foot drainage swales)

In order to implement the Program, the County must adopt the tier maps and then subdivision regulation amendments are required to provide appropriate building setbacks.

### *South Suburban Airport*

In 1998, the Illinois Department of Transportation (IDOT) completed the Phase 1 Engineering Study and Airport Layout Plan (ALP) for the construction and operation of a commercial service airport at the South Suburban Airport (SSA) site in Will County, Illinois. Figure 4-6 illustrates the location and conceptual layout of the South Suburban Airport.

**Figure 4-6: Proposed South Suburban Airport Boundaries**



Source: South Suburban Airport Project, IDOT website, 2004



A Master Plan is currently under development. The Master Plan is intended to provide guidelines for future airport development that will satisfy aviation demand in a financially feasible manner, while at the same time resolving the air travel, environmental and socioeconomic issues in the region. The plan is also to provide spatial representation of the future development, anticipated land uses in the vicinity of the airport, a schedule for development, an achievable financial plan, and satisfy local, state, and federal regulations. Preparation of an Environmental Impact Statement (EIS) is also under development.

The Illinois Department of Transportation (IDOT) has prepared draft projections of aeronautical activity for the "inaugural" airport program. The inaugural program represents the first phase of airport development. This document was submitted for review by the Federal Aviation Administration (FAA). On June 4, 2004, FAA approved the report finding that it reasonably projects passenger demand and aviation activity.

IDOT projects that 360 to 3,400 passenger air carrier operations will occur at the SSA during its first year of operation, with growth between 9,800 and 23,500 annual operations after five years. The number of passengers expected at the airport range from 19,600 to 169,000 during the first year and increase between 470,000 and 970,000 after five years.

Cargo activity at the airport is projected to range from 0 to 2,600 operations in the first year to between 1,200 and 5,500 operations after five years. General aviation/corporate aviation activity during the first year is expected to range from 16,400 to 54,000 operations. This activity is expected to increase to between 16,800 and 55,600 operations after five years.

#### *Proposed I-57/6000 N. Road Interchange*

I-57 has provided critical access opportunities for new commercial, industrial, and residential development in Kankakee County. I-57 currently interchanges in Manteno at exit 322, in Bradley at exit 315, and in Kankakee at exits 308 and 312. A key goal of local planning efforts is to deal with truck freight access to I-57 from the corridor between U.S. Route 45/52 and Illinois Route 50. Currently, in order for trucks to access I-57, they must travel through the County's northern villages and townships, impacting local quality of life.

In the KATS 2004 Transportation Plan, the Metropolitan Planning Organization asserts that I-57 between Bourbonnais, Bradley, and Manteno will realize the highest rate of growth in



the County over the next 20 years. Specifically, the area between 9000 N. Road and 4000 N. Road along I-57 is targeted for future industrial uses. In order to facilitate better access, an engineering feasibility study for a potential I-57 interchange in this area is underway. The I-57/6000 N. Road Interchange is currently the preferred future interchange location.

### ***6000 N. Road Corridor Study***

Although an interchange at 6000 N. Road would resolve many of the north-south truck traffic issues in the I-57 corridor, county-wide truck traffic issues remain. The 6000 N. Road Corridor Study was conducted to resolve truck access issues.

Currently, the only connection west of 6000 N. Road that would serve trucks is Route 102. In order to fully serve east-west truck traffic in the County, a connection would be needed to Route 17, which can only be reached via Warner Bridge Road. The Warner Bridge is the only river crossing west of Kankakee, and is a vital link for north-south access. Because access is planned to be improved from Route 17 north to Route 102, it was determined that a southern connection was needed from Route 17 to I-57 outside of Kankakee. Therefore, a new connection to I-57 exit 308 was selected as the best option for this southern route (see Figure 4-7 on the following page).

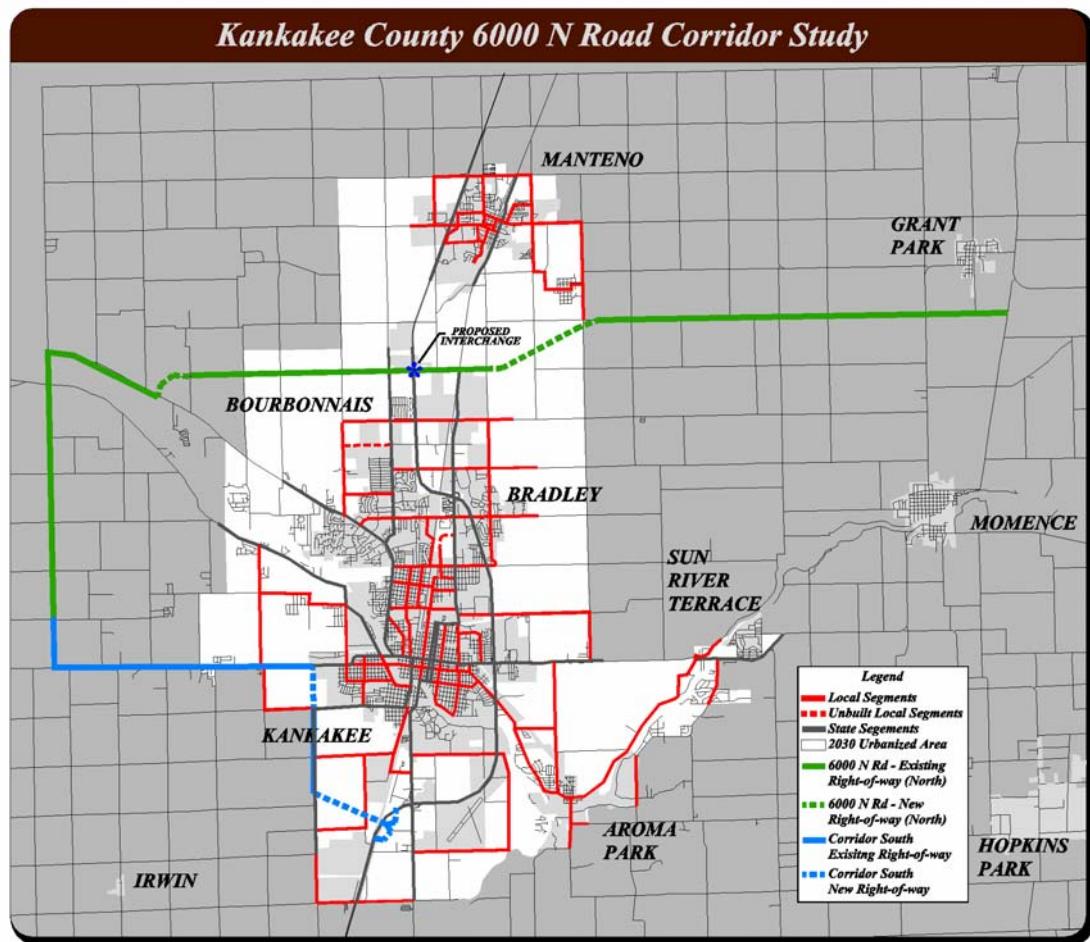


*Warner Bridge Road is a key river crossing*

County Highway 9 is currently the only improved east-west roadway in northern Kankakee. In order to serve east-west truck traffic east of I-57, an appropriate truck route is needed to connect with Illinois Route 1. Based on public input, a 7000 N. Road with Vincennes Trail at its terminus (just east of Route 1) was identified as an alternate route. In May 2004, the Kankakee County Board unanimously adopted these preferred truck access routes (see Figure 4-7).



Figure 4-7: Kankakee County 6000 N. Road Corridor Study Recommendations



Source: KATS 2004 Long-Range Transportation Plan Update

### Commuter Rail Feasibility Study

Kankakee County undertook a *Commuter Rail Feasibility Study* in early 2004. The study's main purpose is to investigate potential connections and station locations for an extension of Chicago's METRA Electric District Line, between its current terminus at University Park and downtown Kankakee. While a service connection is technically feasible from a rail operations standpoint, costs and institutional issues are the key factors for feasibility for new commuter lines, both of which are still under investigation. Should it occur, the development of the South Suburban Airport would hasten the need for commuter rail service in Kankakee County. Significantly, the extension of the METRA Line to Kankakee County is listed as a recommendation of the Chicago Area Transportation Study's (CATS) 2030 Regional Transportation Plan.



## **B. Goals and Objectives**

Kankakee County's transportation network is complex, and includes both urban and rural systems. To facilitate and concentrate growth in the urbanized area, the County is committed to major improvements along the I-57 corridor, including new interchanges and upgrades, improved rail access, and the introduction of commuter rail. In addition, the County is committed to solving its east-west access issues through roadway improvements.

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 subsequent transportation goals are followed by individual objectives that were considered in the implementation and recommendations section.

### **Transportation**

***Goal 1: Maintain and enhance the existing County transportation system.***

- Objective 1.1: Implement the county-wide Corridor Preservation Program and maintain necessary "clear corridors" for future roadway improvements.
- Objective 1.2: Seek developer participation in roadway improvement costs that are uniquely attributable to new development.
- Objective 1.3: Continue to work with state and local officials in the maintenance and improvement of the county-wide roadway system.
- Objective 1.4: Adopt and enforce an access control policy to eliminate unnecessary multiple access points along the existing roadway network.

***Goal 2: Integrate multi-modal transportation planning with land use and economic development to create transportation choices.***

- Objective 2.1: Within the urbanized area, forward preliminary subdivisions and land development plans to the METRO Transit District for their review to expedite transit service to Kankakee County.
- Objective 2.2: Continue to support development of South Suburban Airport in Will County.
- Objective 2.3: Support high speed rail system connections between Chicago, through Kankakee County, to St. Louis.
- Objective 2.4: Encourage the development of trails, bicycle facilities and related improvements in new developments as recommended in the Kankakee County Greenways and Trails Plan and any related municipal plans



Objective 2.5: Working with METRO, encourage routing plans for public transit that maximize employee access to the County's employment markets.

Objective 2.6: Continue to support the extension of commuter rail service from University Park (originating in Chicago) to downtown Kankakee.

**Goal 3:** *Support the Metropolitan Planning Organization's (MPO) efforts to secure multi-modal transportation funds to strengthen the county's position in the region, national and international economies.*

Objective 3.1: Continue to seek intergovernmental cooperation and financial support in transit funding to help solve county-wide transit accessibility problems.

Objective 3.2: Initiate marketing campaign to better communicate the role and benefits of the MPO.

**Goal 4:** *Facilitate improved regional corridor access systems through Kankakee County (East-west corridor, east-west truck traffic, river crossing(s), and air transport)*

Objective 4.1: Support the I-57/6000 N. Road Corridor Interchange to allow truck traffic generated by and to the area between U.S. 45/52 and Illinois 50 to gain access within the corridor.

Objective 4.2: Establish primary east-west truck routes in the northern portion of the County.

Objective 4.3: Depending on the ultimate alignment, support the proposed "Illiana" connection (between I-65 in Indiana and I-57 in Illinois), and its potential for relief of east-west truck traffic through Kankakee County.

Objective 4.4: Move forward with implementation procedures for the 6000 N. Road/Warner Bridge Road/Exit 308 Corridor.

Objective 4.5: Identify alternative river crossings to accommodate future development and facilitate north-south access across the Kankakee River in cooperation with area units of government and municipalities.

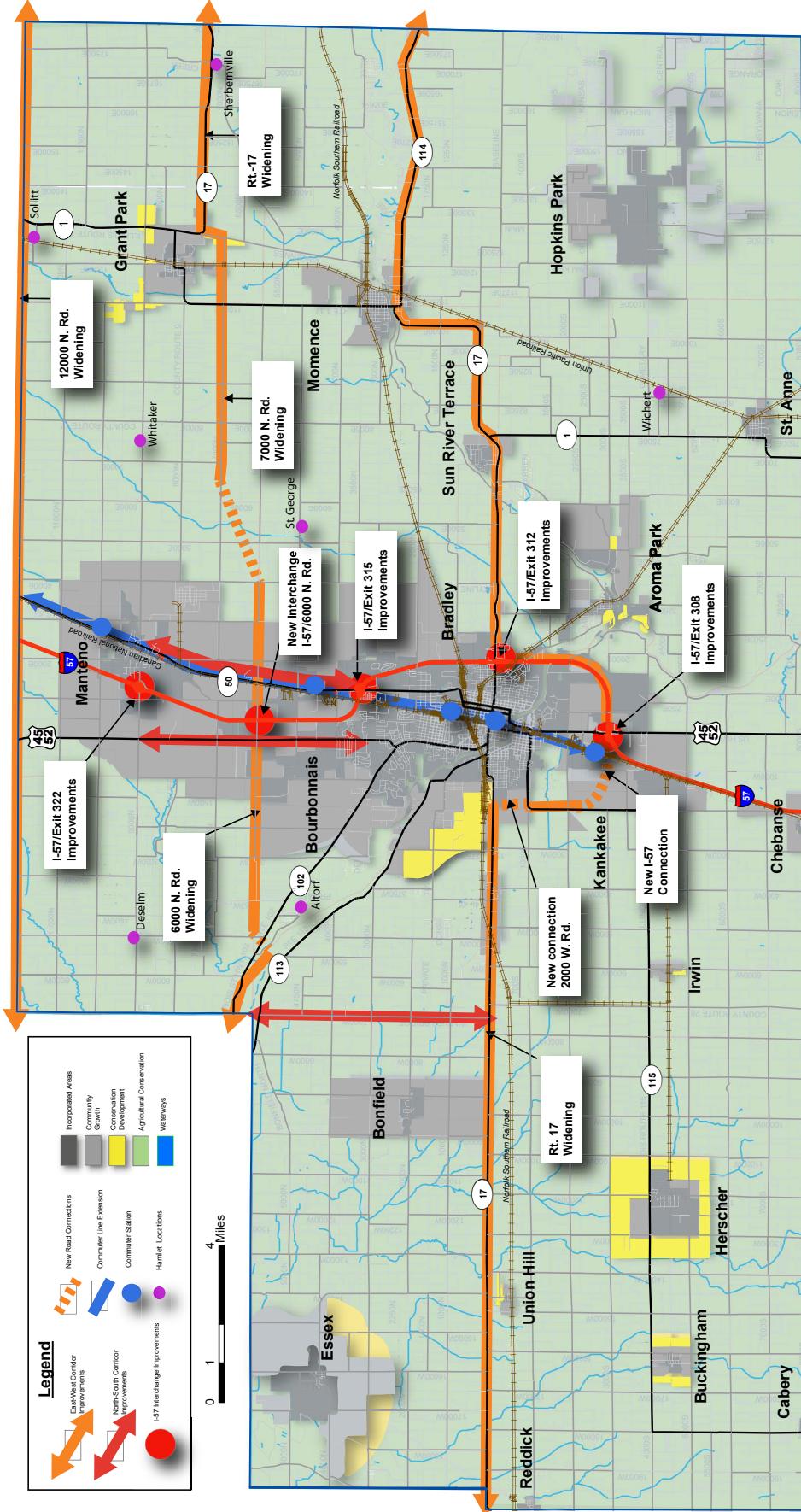


## C. Recommendations and Implementation

Kankakee County is at a key juncture in its history in directing future transportation improvements consistent with its “town and country” land use vision. Given its consistency with the Land Use Plan, the County will support KATS 2004 Long-Range Transportation Plan in order to invest transportation funds where future growth is planned. In particular, the County is focused on highway improvements along the I-57 corridor, including upgrading interchanges at exits 322, 315, 312, and 308 and building a new interchange at 6000 N. Road. In addition, the County desires to improve freight rail access and the Greater Kankakee Airport to support projected industrial growth. These I-57 corridor improvements would encourage more growth to occur in the County’s urbanized area, instead of its rural areas. The County also seeks to improve east-west access and north-south access through its Corridor Preservation Program, which would preserve “clear corridors” for future highway improvements. Specifically, the 6000 N. Road corridor is significant for both east-west and north-south access in the County. Since roadway widening is costly due to construction and property costs, the County will work to minimize the need for roadway widening by working on development regulations that reduce access points and development densities in the County’s rural areas. Lastly, the County will support agricultural productivity by preserving the function of rural roadways, which also helps define the County’s character. Ultimately, Kankakee County is committed to making the appropriate transportation improvements that will induce growth, but not negatively impact the County’s rural areas. Due to costs, major projects have been prioritized for implementation and are highlighted on Figure 4-8: Major Transportation Recommendations Plan.



**Figure 4-8: Major Transportation Recommendations Plan**



November 2005

## **Transportation**

Based on plan goals and objectives, and County preferences for future transportation improvements, several recommendations and implementation strategies are provided below.

***Recommendation 1: The County will support transportation improvements along the I-57 corridor to facilitate and concentrate growth in the urbanized area.***

**A. Provide support for I-57 interchange improvements.**

Highway interchanges along I-57 have spurred economic development in Kankakee County. In order to facilitate improved access and circulation as well as development opportunities, the County should provide support for interchange improvements at Exit 322 in Manteno, at Exit 315 in Bradley, and at Exits 312 and 308 in the City of Kankakee. In particular, existing interchanges are used heavily by freight trucks, and require access improvements to reduce truck and car conflicts. Kankakee County could provide support for these interchanges by facilitating meetings between appropriate State, County, and Municipal representatives to discuss issues, opportunities, and funding sources.

**B. Facilitate construction of the I-57/6000 N. Road interchange.**

Kankakee County has studied the feasibility of the I-57/6000 N. Road interchange. Due to its importance for truck access from U.S. 45 and Route 50, the County has already committed to preliminary engineering studies for the interchange through KATS. In particular, KATS has requested a preliminary engineering study for the interchange as part of its 2005 Highway Improvement Program. The preliminary engineering study would also determine the costs for a bridge overpass on 6000 N. Road over the Canadian National Railroad and Route 50, to minimize future rail and vehicle conflicts. In addition, Kankakee County is working with the Villages of Bourbonnais, Bradley, and Manteno to determine appropriate land use regulations that would maintain roadway capacity and facilitate development. The County should continue its land use and transportation planning efforts to help facilitate the construction of the 6000 N. Road interchange.



C. Facilitate engineering studies for U.S. 45 and Route 50 improvements.

Due to its importance for truck access, the County should encourage KATS to conduct preliminary engineering studies for U.S. 45 and for Route 50. The study should examine potential widening, median turning lanes, and existing at-grade rail crossings to enhance safety. Kankakee County should advocate for funding of highway improvements through the IDOT Transportation Improvement Plan.

D. Develop a local roadways assessment plan for the North I-57 Corridor.

Kankakee County has been working with the Villages of Bourbonnais, Bradley, and Manteno on a joint land use plan for the North I-57 Corridor between the municipalities. To facilitate orderly development, these cooperating agencies also should work on a joint transportation plan that evaluates the need for local roadway improvements and new access roads. The KATS 2004 Long-Range Transportation Plan has documented the need for arterial roadway improvements. The County and municipalities should support the funding of this local roadway study through KATS.

E. Support the expansion of the Greater Kankakee Airport.

The Greater Kankakee Airport is the largest local airport south of the Chicago region. Due to its location near I-57/Exit 308, the County should support the expansion of the airport for commercial service and industrial purposes. The County should facilitate meetings between airport leadership, the Economic Development Council, the Chamber of Commerce and others to prepare a unified capital and economic development plan for the airport.



*Recommendation 2: The County will support, and the MPO will implement, the KATS 2004 Long-Range Transportation Plan as the basis for transportation improvements in the Kankakee Urbanized Area.*

*Implementation Actions:*

A. Discuss potential expansion of Kankakee Urbanized Area with the Village of Manteno.

The Kankakee Area Transportation Study (KATS) is the Metropolitan Planning Organization (MPO) for the Kankakee Urbanized Area, which includes the City of Kankakee, Bourbonnais, Bradley, and Aroma Park. Due to projected growth, the County should discuss with Manteno's elected officials the potential expansion of the Kankakee Urbanized Area to include Manteno. Due to associated planning and financial benefits, Manteno should be included in the MPO at a mutually agreed upon time.

B. Pursue expansion of METRA service to Kankakee with IDOT.

Kankakee County has studied the feasibility of expanding METRA service from University Park in Will County to the City of Kankakee. The County is now exploring the possibility of an alternatives analysis study, which would study the costs and benefits of the feasible alternatives. Kankakee County should discuss with the Illinois Department of Transportation (IDOT) its support of the South Suburban Airport, provided Kankakee's interests in transportation access and improvements is satisfied.

*Recommendation 3: The County will refine the Corridor Preservation Program by prioritizing growth corridors in urban areas and reducing rural area improvements.*

*Implementation Actions:*

A. Preserve "clear corridors" for the County's total tier system.

Kankakee County should update its zoning regulations to increase minimum building setbacks, so that a "clear corridor" is preserved on all tier roadways. The County should also work with municipalities to adopt the same regulations through intergovernmental agreements. It is in the best



interest of the County and the municipalities to cooperate on land use and transportation planning, so that capital investments address their original intended purpose and need.

B. Facilitate preliminary engineering study for 9000 N. Road widening.

The Corridor Preservation Program identifies 9000 N. Road, west of I-57, as a Tier 1 corridor. Due to its significance for truck access from U.S. 45, the County should work with township and municipal highway officials to facilitate a preliminary engineering design study for this corridor. In addition, the County should work with Manteno on developing land use and access control regulations.

C. Develop joint land use plans to reduce Tier 1 improvements in rural areas.

The Corridor Preservation Program establishes 10% of the County's roadways as Tier 1 corridors. While the plan identifies desired improvements, construction funding for the improvements has not been identified. To reduce the need for costly construction, the County should work with municipalities on joint land use plans and related development regulations. In a number of locations, adjustments to Tier 1 classifications might be made which more fully support the land use recommendations of the Plan. Specifically, the Villages of Irwin, Chebanse, Aroma Park, and St. Anne all have adjacent Tier 1 road designations in rural locations. Ultimately, the County should work with these communities not only to reduce the need for costly road improvements, but also to maintain two-lane roads that help define the County's rural character.



*Recommendation 4: The County will support agricultural productivity by preserving the rights of farmers to use rural roadways.*

*Implementation Actions:*

A. Consider developing a rural roadways program for farm vehicle usage.

Agricultural operations often require the use of slow-moving farm vehicles along the County's roadways, which in turn cause conflicts with standard trucks and cars. Given the necessity of shared right-of-way, the County should consider preparing operation and development standards for roads, and other improvements within or near right-of-way to permit compatible farm vehicle operations. For instance, the County could build larger shoulders along certain roads, which are heavily traveled by both farm and standard vehicles. In addition, the County could consider designating critical travel routes for farm vehicles and post roadway signs. These standards and guidelines could be assembled into a rural roadways program, which could be cooperatively developed by the County, Farm Bureau, and rural townships and municipalities.

B. Discourage residential developments along gravel roads.

Many rural areas of Kankakee County contain gravel roads, which are appropriate for agricultural land uses but not for residential land uses. Since residents typically drive many times from home and back over the course of a day, this frequent travel will quickly deteriorate the condition of gravel roads. Therefore, with the exception of farm homes, the County should revise its development regulations to prevent residential developments along gravel roads.

*Recommendation 5: The County will work to solve regional and local east-west access issues.*

A. Work with Will County to persuade IDOT to study regional east-west access.

Truck traffic through the northern municipalities of Kankakee County—Momence, Grant Park, and Manteno—is a significant quality of life and safety issue. Many trucks “by-pass” Chicago’s metropolitan traffic via I-65 in Indiana, and then use state and county roads in Kankakee County to reach I-



57. The Chicago Area Transportation Study's (CATS) 2030 Regional Transportation Plan has recommended three potential corridor improvements that would alleviate this regional truck issue: the Illiana Corridor, the I-57/IL 394 Connector, and the South Suburban Corridor. Kankakee County should continue to work with Will County and IDOT to place these projects on the state's transportation improvement plan and to fund preliminary engineering studies.

B. Facilitate preliminary engineering studies for the 6000 N. Road Corridor.

Kankakee County has already studied the feasibility of the 6000 N. Road Corridor to address east-west access through its northern tier and north-south access, west of I-57. Due to the corridor's importance for truck access, the County should work with KATS to secure partial funding for a preliminary engineering study to determine improvement needs and costs.

C. Facilitate joint feasibility study for the 12,000 N. Road Corridor.

Kankakee County and Will County are investigating an opportunity for a joint feasibility study through an Illinois Tomorrow Corridor Planning Grant. The purpose of the feasibility study is to resolve inconsistent roadway alignments between the two counties and to identify potential solutions to east-west truck traffic issues.



## 5. NATURAL RESOURCES, OPEN SPACE, & RECREATION PLAN

When discussing the “assets” of Kankakee County, many citizens point to the abundance of the County’s natural resources and open spaces, and the Kankakee River. Many aspects which qualify the rural areas of the “town and country” land use preference for the County are based on the extensive natural areas and open spaces of the County.

The *Natural Resources, Open Space and Recreation Plan* provides a framework for continued preservation of existing resources, as well as the development of new recreational opportunities in the future. Today, farmland and the Kankakee River watershed serve as the County’s key natural resources and open space. Many other resources such as the savanna oak trees in Pembroke Township, the County’s historic structures, and State Parks all provide important contributions to the County’s “system” of cultural, open space and recreational uses. The Plan makes provision for their protection and expansion in the future.

### A. Existing Conditions Summary

Kankakee County’s history is rooted in agriculture. In the early 1900s, prairie was converted to productive farmland through the use of varying drainage techniques. Today, 87% of the County’s land is used for farming purposes. Contributing factors of farmland productivity are the creeks, wetlands, and floodplains of the Kankakee River watershed, which are an integral part of the agricultural drainage system. In addition, the Kankakee River watershed provides for the largest remaining natural ecosystem for fish, wildlife, and plant habitat in the County. Fortunately, the Kankakee River State Park protects over 4,000 waterfront acres in the northwestern Kankakee. It also provides major recreational options within the County. This public land network, however, could be expanded to include more riverfront areas throughout the County. Through prioritized actions, the County could not only preserve significant features of the Kankakee River watershed, but also support agricultural productivity, natural resources, and recreational systems.



*Kankakee River State Park is an invaluable asset*



## Water Resources

The Kankakee River Watershed comprises nearly all of Kankakee County, and provides for its water supply, drainage, and recreational resources. The origins of the river basin is near South Bend, Indiana and flows to Aroma Park, where it is joined by its largest tributary, the Iroquois River, and continues to Channahon where it joins with the Illinois River. In Illinois, the entire river system maintains its original meandering path, and is an invaluable asset providing unique recreational and economic benefits. The river's watershed also holds a high potential for archeological finds. The County's original inhabitants, the Pottawatomie Tribe, settled in temporary encampments along the river and its tributaries. As noted by many, the Kankakee River is the defining resource for the County.



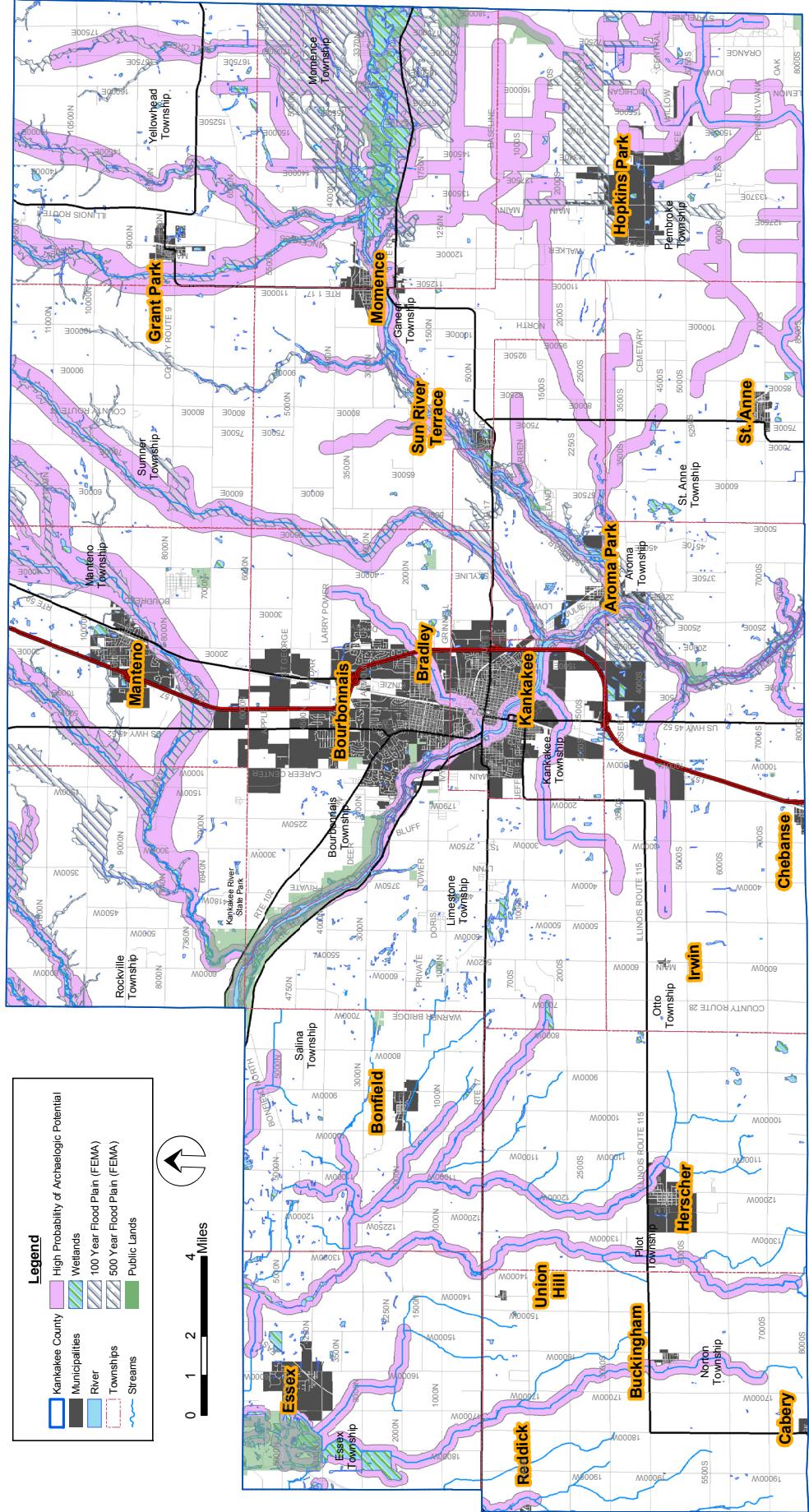
*The Pottawatomie settled along the Kankakee River*

Floodplains, wetlands, and other tributaries of the Kankakee River Watershed account for the majority of the County's drainage ways. Floodplains are areas near a river or stream that are periodically covered by flood water. Wetlands are areas that are regularly saturated by surface water or groundwater, and are characterized by vegetation adapted for those soil conditions. Both floodplains and wetlands serve vital functions for flood control, and wetlands serve as a natural filter of pollutants. The Kankakee River Watershed contains critical natural resources, and care should be taken to avoid and minimize impacts from future land development. The key features of the watershed have been identified on Figure 5-1 (see next page), and should be avoided or buffered when planning or constructing new development.

Notably, the Kankakee River State Park protects 4,000 acres along the river, and provides opportunities for hunting, fishing, boating, camping, hiking, and horseback riding. In addition, the portion of the river below Momence maintains some of the best sport fishing in the State. The most extensive remaining wetlands along the Kankakee River are the "Momence Wetlands," east of the City of Momence. Highly diverse populations of birds, fish, and mussels that are biologically significant can be found in this area. However, much of the Kankakee River, as well as the Momence Wetlands, remains unprotected and suffers from sedimentation, hydrological changes, and erosion.



Figure 5-1: Critical and Sensitive Areas



## Soil Resources

Kankakee County is agricultural in character, and is the basis of the County's historic and cultural heritage. Many areas of the County sustain prime agricultural soils that are suitable for most major crops, particularly the southwestern corner of the County near Buckingham, Herscher, and Irwin. However, other areas have serious limitations and require intensive management to maintain moisture, increase fertility, and minimize erosion. The key to preserving the County's most productive agriculture soils is to understand the soil's composition and properties.



*Farming is a way of life and the County's heritage*

The majority of the County's soils have developed from glacial origins, which left till, outwash, lake-bed sediments, and loess. The properties of the existing soils depend upon the type and thickness of the upper deposits, as well as the underlying materials. The underlying material, till, is a mix of clay, silt, sand, and gravel. This mix varies the soil's under drainage capability from slow to moderate permeability. Soils developed on outwash tend to have good under drainage, while those on lake sediments tend to have poor under drainage. Artificial drainage systems, such as ditches and field tiles, have been used on many lands in the County to convert poorly-drained soils into excellent agricultural land.

Soil is also an important issue for new development. Stable building foundations and septic systems rely on proper soil types. A number of locations in the County, such as Limestone Township, have had difficulty with supporting new development due to poorly drained soils. Further, since the County's economic production depends on agriculture, the County should promote redevelopment and infill within municipalities, and encourage new development within local municipalities.

The Land Evaluation and Site Assessment (LESA) Program is a widely accepted method to classify which soil is most appropriate for farming or most compatible for new development. LESA provides a framework for preserving farmland. Prime farmland is land that has the best combination of physical and chemical qualities for the production of crops, whereas farmland of statewide importance is land that has a good combination of these



qualities. Farmland of local importance is either currently producing crops, has the capability of production, or is used for confined livestock.

The most recent soil survey for Kankakee County was published in 1979 by the U.S. Department of Agriculture (USDA) Soil Conservation Service. The 1979 survey provides a detailed soil type description and limitations for farming and/or development. However, the USDA is currently updating the 1979 survey with new soil types and descriptions, and will not complete their work until late 2005. Nevertheless, the Kankakee office of Natural Resources Conservation Service has provided soil productivity data, which is illustrated in Figure 5-2.

### **Drainage Districts**

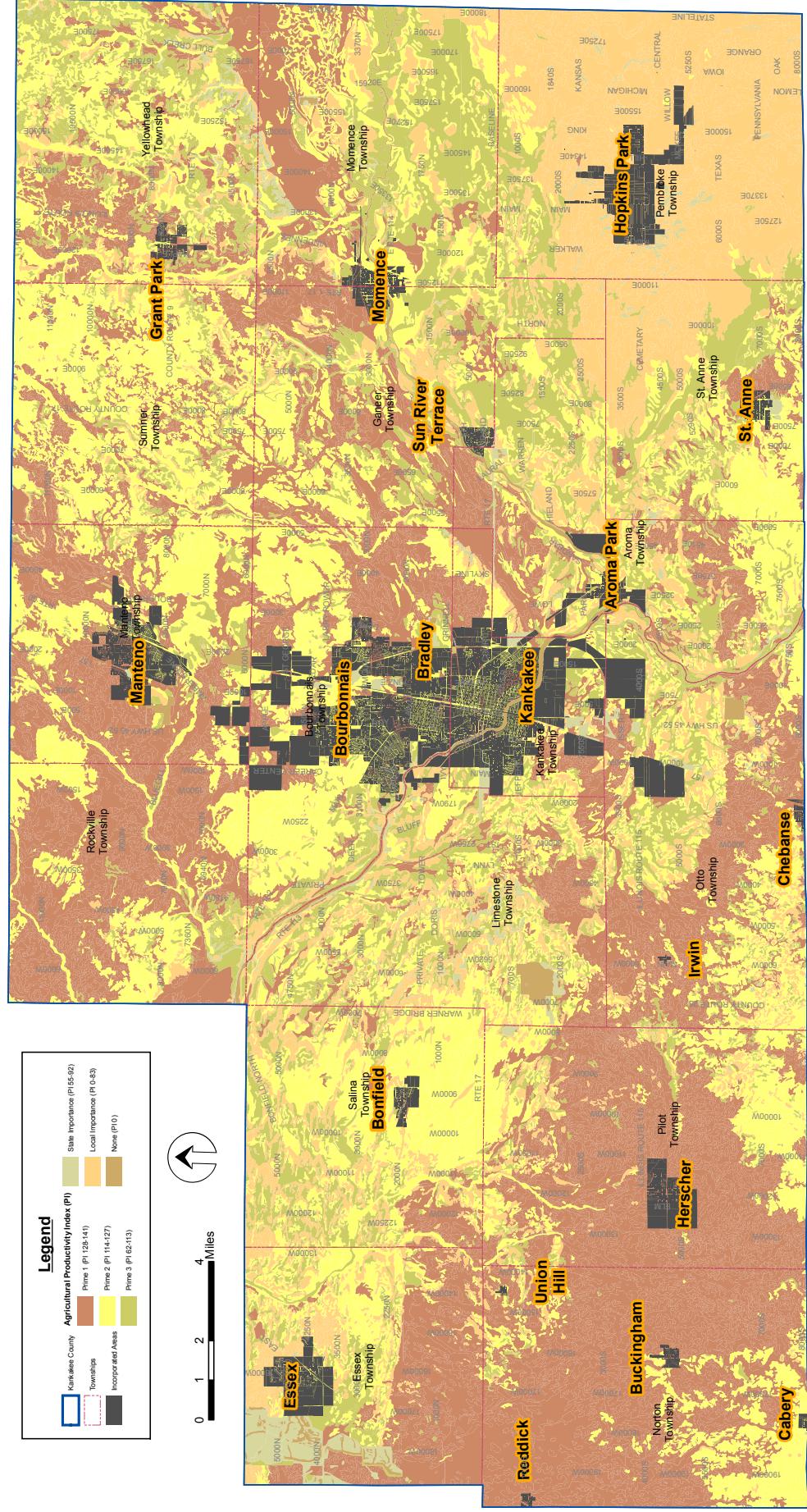
In order to increase farmland productivity, vast areas of the County have received improvements from local drainage districts. Drainage ditches, swales, and underground tiles have been improved to help control the moisture levels for crops. Although there are 53 drainage districts in the County, many districts are inactive and do not maintain or improve drainage.

An issue for farmers close to a major stream or river is that their farms are on occasion inundated during periods of heavy rains. Sophisticated farming has sought to find ways to drain soils quickly to enhance productivity. Many drainage systems were developed generations ago when farmland was less intensely cultivated. Therefore, minor development can exacerbate storm water and flooding concerns.

The most notable issue for drainage districts is non-farm development. When residential subdivisions are constructed on farmland, developers are often unaware of farm/soil drainage systems. In many instances, excavation damages underground field tiles, and causes flooding. In addition, new residential infrastructure—such as driveways, access bridges, and storm water management—may disregard the area-wide drainage district system and cause an imbalance in the overall drainage system. In a County as topographically “flat” as Kankakee, minor changes in surface conditions can be very disruptive to storm and flood water management. Therefore, drainage districts should be contacted and consulted prior to development application approval in order to determine the most effective strategy to maintain appropriate drainage for existing farmers and for new developments.



**Figure 5-2: Agricultural Productivity Map**



SOURCE  
Kankakee County  
Illinois Natural Resources Conservation Service  
USDA Natural Resources Conservation Service



## Open Space and Recreation

The primary goal of the 1999 *Kankakee County Greenways and Trails Plan* is to provide environmental, aesthetic, and recreational enhancements to the County by creating a comprehensive system of natural corridors and trails. The Plan highlights the preservation of possible future corridors and improvement of park facilities through regional cooperation. Essentially, the Greenways and Trails Plan is a framework for action over the next 20 years to protect significant environmental resources and increase quality of life amenities, such as natural open space, trails, and parks. The 1999 *Greenways and Trails Plan* is accepted as part of this Comprehensive Plan, and copies are available at the Kankakee County Planning Department.

The Greenways and Trails Plan has established an ambitious goal of creating 10 natural greenways and 41 trails over a period of 20 years. The natural greenways were based on the following natural resources: Kankakee River, Iroquois River, Rock Creek, Soldier Creek, Baker Creek, Minnie Creek, Bourbonnais Creek, Wiley Creek, Davis Creek, Gar Creek, and Horse Creek. 41 trails are designated to connect existing municipalities to these natural greenways, and existing parks. A priority ranking system was created to highlight the greenways and trails that provide the most potential benefits. Figure 5-3: Kankakee County Greenways & Trails Plan on the next page highlights the greenway and trail opportunities available in Kankakee County.

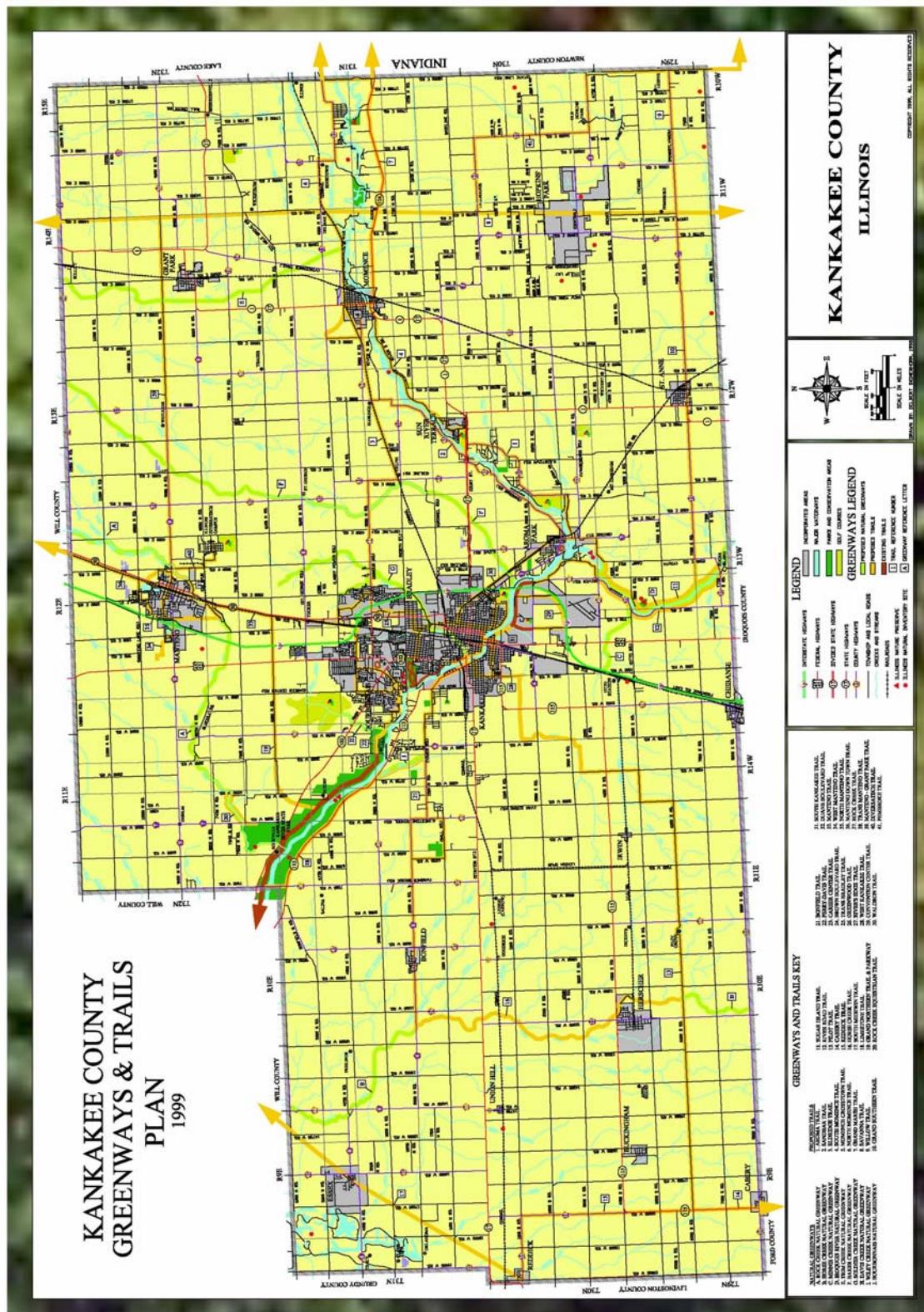


*Potential trail site along the Kankakee on CH 42*

An important benefit of a comprehensive greenway system is its ability to help manage unwanted development. If properly implemented through zoning and subdivision regulations, the greenway system would provide a buffer between developed areas and help preserve natural and scenic areas for public enjoyment. Various implementation tools are outlined in the Greenways Plan. The County should offer planning assistance to those municipalities with jurisdiction over the high-priority greenways or trails to realize plan implementation.



Figure 5-3: Kankakee County Greenways and Trails Plan



## B. Goals and Objectives

Kankakee County is a rural county that wishes to preserve agricultural productivity as a long-term planning goal. The County has a unique opportunity to plan and maintain a comprehensive greenway system, because most areas are accessible and undisturbed by non-agricultural activity. Therefore, an overall goal of the County is to proactively implement the 1999 *Greenways and Trails Plan*, which provides comprehensive guidance on a county-wide greenway system.

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 natural resources, open space, and recreation are listed below, and were considered in the subsequent implementation and recommendations section.

### Natural Resources, Open Space, and Recreation

**Goal 1:** *Preserve the integrity of the Kankakee River as a sustainable source of water and as an environmental, recreational and economic resource.*

Objective 1.1: Educate residents about the role that natural resources and wildlife play in maintaining a high quality of life in the County, and residents' roles in protection and restoration efforts.

Objective 1.2: Promote recreation and ecotourism opportunities within the County, including areas such as the Kankakee River and the State Park near Essex.

**Goal 2:** *Safeguard Kankakee County's environmental features and natural resources as distinguishing features of the community.*

Objective 2.1: Prepare a county-wide inventory and program to preserve and manage existing and potential natural resources and habitats that emphasizes larger, connected areas rather than small, isolated pockets.

Objective 2.2: Make available to the public the state of Illinois Dept. of Natural Resources inventory that identifies natural resources and habitats that are unique to Kankakee County.

Objective 2.3: Identify opportunities to network multi-use trails and pathways to provide connections between subdivisions, schools, parks, and commercial areas.



Objective 2.4: Support creative funding mechanisms in order to achieve and implement park, open space, and recreation objectives at every level of Kankakee County government.

Objective 2.5: Coordinate land use designations with soil and topographic characteristics, the protection of historical and natural resources, existing land uses, and the availability of public facilities.

***Goal 3: Manage storm water, floodplains and wetlands.***

Objective 3.1: Implement a county-wide Storm Water Management and Erosion Control Model Ordinance.

Objective 3.2: Require that the management of storm water discharge meets standards that will ensure there will not be adverse impacts on agriculture, or on the quality of potable public surface water supplies.

Objective 3.3: Study the possibility of providing regional storm water management.

***Goal 4: Support a public and private parks and recreation system that promotes healthy lifestyles by offering active and passive recreational opportunities.***

Objective 4.1: Implement the Kankakee County Greenways and Trails Plan and provide support for any interrelated municipal open space plans.

Objective 4.2: Continue to support the State Park system in Kankakee County.

Objective 4.3: Encourage Kankakee County's cities and villages to adopt open space and recreation plans consistent with the County Greenways & Trails Plan.

Objective 4.4: Continue to enhance access and utilization of the Kankakee River for recreational purposes.



## **C. Recommendations and Implementation**

Kankakee County is committed to preserving its agricultural productivity, especially prime farmland outside municipal extraterritorial jurisdictions. Since 1996, the County has taken a strong position in supporting agriculture by requiring a minimum 20-acre lot for residential uses, and supporting urban areas by encouraging annexations of major residential subdivisions. Nevertheless, as described in the Land Use Plan, growth pressures have consumed rural agricultural lands. Given the expected rate of growth in the County over the next twenty to thirty years, absent any further intervention by the County, the rate of consumption could increase.

Kankakee County, with the support of its municipalities, is pursuing a stronger policy of requiring annexations of subdivisions, and increasing the minimum farm size in agricultural areas. In addition, the County and its municipalities are committed to implementing the 1999 *Kankakee County Greenways and Trails Plan* to provide a comprehensive open space and recreation network. This effort will require county-wide leadership, zoning and subdivision revisions, and a focus on priority greenway corridors. In preparing for its future open space vision, the County should use the subsequent policies and implementation actions.

### **Natural Resources, Open Space, and Recreation**

Based on plan goals and objectives, and County preferences for future natural resource and open space protection and development, several recommendations and implementation strategies are provided below.

***Recommendation 1: Protect and enhance the Kankakee River for its natural beauty, recreational opportunities, and potential for nearby economic development.***

#### ***Implementation Actions:***

##### ***A. Promote a county-wide open space management entity.***

In order to manage preserved open space over the long-term, the County should promote the development of a county-wide "management entity." Forest preserves or park districts are typical management entities used by



other counties. One option is to expand the jurisdiction of the Kankakee Valley Park District, which was established in 1925 and now manages 31 properties covering 600 acres. Even though the Park District formally serves the residents of Kankakee and Aroma Park Townships, its parks are enjoyed county-wide.

B. Update development regulations to protect 100-year floodplains.

The County should update its subdivision regulations to protect 100-year floodplain areas from significant disturbance. Residential construction is permissible in floodplains under federal regulations (provided the dwelling area is located above federally-designated flood levels). However, homes in a floodplain are always particularly subject to damage in major storm events. Therefore, the County should consider the preservation of floodplains as part of a development's open space requirements. In the unfortunate situation of a large flood, the County should work with FEMA to purchase damaged properties, relocate residents, and preserve the properties as open space.

C. Adopt a county-wide storm water management program.

The Kankakee County Regional Planning Commission's Land Use Subcommittee has drafted a county-wide storm water ordinance and submitted it for state review. It is planned the ordinance will be submitted for County Board adoption in late 2005. The Comprehensive Plan encourages its endorsement, along with unified storm water management regulations by municipalities in Kankakee County.

D. Provide planning grants for public access studies.

The County currently provides small grants for community improvement projects, such as comprehensive plans, technical studies, or environmental projects, under the *Kankakee County Quality Improvement Grant Initiative*. The County should update the program to ensure that grants demonstrate concurrence with the 1999 Greenways and Trails Plan.



*Recommendation 2: Utilize the 1999 Kankakee County Greenways and Trails Plan to create a comprehensive trail network and protect critical natural resources.*

***Implementation Actions:***

A. Update County's development regulations to require waterfront "buffers."

The County should update its regulations to specify that any developments must preserve a 50- to 100-foot natural buffer from the top of all river and stream banks. The County's subdivision regulations already require open space as part of a new development; however, the regulations do not specify the protection of river and stream banks. The Village of Herscher already has such provisions in its subdivision ordinance. Other County cities and villages along rivers and streams should adopt similar regulations.

B. Update regulations to allow conservation development.

The County should update its subdivision regulations to allow for conservation development, which could be mandatory within the "greenway and trail district" zoning overlay (see Greenways and Trails Plan). This type of residential subdivision allows for flexible site planning, lot size development, and clustering so that natural features and larger open space areas are preserved. If this development technique is used with the "greenway and trail district," larger open space areas could be unified into a county-wide open space network. Shared open space areas adjacent to residential areas typically increase the value of homes for resale.

C. Promote designation of county-wide land trust to manage greenways.

In order to manage a comprehensive greenways and trails system, the County should promote the designation of a non-profit land trust, park district, or other management entity. In the short-term, the preservation of open space greenways and creation of trails within new developments may be managed by "local" entities such as a homeowners' association. In the long-term, the creation of a unified greenways and trails system will require a skilled management staff and maintenance crews.



D. Conduct a detailed natural resources inventory for the entire County.

To help preserve critical natural resources as part of the greenway system, the County should prepare a detailed natural resources inventory. The Illinois Department of Natural Resources (IDNR) has a partial inventory of woodlands, savannas, and prairies, which may be used as a starting point for the county-wide inventory. The County also should work with municipalities to inventory natural resources, and then disseminate the inventory to municipalities and other local agencies for awareness and preservation purposes.

E. Provide planning assistance to create greenways and trails system.

The County should offer planning assistance to its municipalities for updating their regulations to preserve waterway "buffers." In addition, the County could provide municipal planning assistance in determining appropriate trail locations and connections. Lastly, the County could facilitate the development of grant applications to state and federal agencies for trail construction funds, and sponsor municipal applications to these agencies.

*Recommendation3: Preserve the Momence Wetlands for its hydrologic value, natural beauty, recreational opportunities, and economic development potential.*

*Implementation Actions:*

A. Provide planning assistance to Momence and Momence Township.

The County should provide planning assistance to facilitate the preservation of the Momence Wetlands as a state park, which is a concept supported by the City of Momence. Once the County has updated its development regulations for open space requirements, it should offer planning assistance in securing protection of the area. In particular, the County and the City should work together to explore alternative uses for residentially zoned parcels proximate to the area (see Land Use Plan). The Momence Wetlands are biologically significant, and have the potential to provide an eco-tourism niche for visitors including fishing and hunting, canoe and kayak, bed and breakfasts, and specialty retail.



B. Enlist the assistance of the Illinois Department of Natural Resources.

The Illinois Department of Natural Resources (IDNR) already owns a number of parcels within the Momence Wetlands. The County should continue to support this agency's interest in planning and financial assistance to preserve the Momence Wetlands. In particular, the IDNR could provide leadership and knowledge on preserving wetlands and floodplains through regulatory means, conservation easements, and funding sources.

C. Study potential for state park designation.

The County in collaboration with other agencies should study the potential for state park designation of the Momence Wetlands. The more partners that the County can enlist to support conservation of the Momence Wetlands, the more likely it can become a reality. Local environmental organizations, such as the Chicago Openlands Project, can provide the County with valuable experience in this area.

*Recommendation 4: Protect and preserve the ecologically significant savanna prairies in Pembroke Township as an open space amenity.*

*Implementation Actions:*

A. Provide planning assistance to Hopkins Park and Pembroke Township.

Pembroke Township contains some of the last remaining savanna oaks in the entire Midwest, as well as other threatened and endangered plants in its woodlands and savanna prairies. Because these features are relatively undisturbed, the Nature Conservancy has already purchased land within the township. In addition, the U.S. Fish and Wildlife Service had investigated the potential to purchase lands in the area. Kankakee County should provide planning assistance to the township and Village of Hopkins Park to inventory these areas and facilitate preservation efforts, while at the same time accommodating future growth.



B. Promote environmental sustainability principles within Pembroke Township.

Due to the significant natural resources within the Township, the County should promote environmental sustainability principles as a component of an economic development strategy. Specifically, the County could utilize the many resources of the U.S. Department of Agriculture's rural sustainability program, which provides planning and funding opportunities for renewable energy sources.

*Recommendation 5: Promote an open space development strategy for the former strip mines in Essex Township.*

A. Provide planning assistance and support for Essex and Essex Township.

The former strip mines west of Essex are used locally for fishing and boating activities. The County should offer planning assistance to Essex and Essex Township to develop an open space plan that focuses on an eco-tourism development strategies. In particular, the County could provide general planning services, GIS mapping, and meeting facilitation.

B. Enlist the assistance of the Illinois Department of Natural Resources (IDNR).

The Mazonia Fish and Wildlife Area in Will County is located just north of the former strip mines, and already includes portions of the strip mine area. The County should contact IDNR to determine if they have plans to incorporate additional strip mine areas into the Fish and Wildlife Area.

*Recommendation 6: Protect the Prime 1 agricultural soils in Kankakee County due to their high productivity levels for farming.*

A. Utilize the LESA Program to preserve Prime 1 agricultural soil.

The U.S. Department of Agriculture developed the Land Evaluation and Site Assessment (LESA) Program to help governing bodies determine the most appropriate areas for farming and non-farming development. Since the majority of the County's land cover is prime agricultural soils, the County should focus its preservation efforts in those areas with large amounts of Prime 1 soils, outside municipal extraterritorial jurisdictions. In particular, "county west" and the northern tier township of Rockville contain Prime 1



soils. The County should work with the local Farm Bureau to specifically determine the most appropriate areas for preservation efforts.

B. Consider increasing the minimum lot area for farm dwellings.

In 1996, the County increased the minimum size of a farm residence parcel from 2 to 20 acres. As indicated before, rural growth pressures will continue in the future. In order to reduce the potential for a "fractured" rural landscape, the County should investigate an increase in the size of a farm residence parcel. Many of the rural Illinois counties have utilized varying minimum residential lot sizes in agricultural areas. Kankakee County should consult with the Farmland Trust and other agencies to determine the precedents for increased lot sizes and to address farmers' development issues.

C. Investigate potential for a farmland conservation easement program.

The County should investigate the potential for a conservation easement program through the assistance of regional open space organizations, such as the Open Lands Project, or the U.S. Department of Agriculture. For farmers wishing to preserve their land for future generations, they may voluntarily develop a conservation easement over a portion of their land. A conservation easement could be used for charitable tax deductions and lower property and estate taxes. The conservation easement would need to be "held" by a government entity or non-profit organization, such as a land trust.



## 6. PUBLIC FACILITIES PLAN

The availability of adequate public facilities and services is necessary for the health, safety, and welfare of County residents. As growth occurs in unincorporated areas, the County will be faced with residential expectations for urban and suburban level amenities and services. Due to the high costs of public services, the County simply cannot accommodate low-density residential development in all parts of the County. The Public Facilities Plan makes provision for continued rural services at adequate levels. Because the Land Use Plan seeks to limit indiscriminate rural development, emphasis for facilities and services is placed on those areas expected to receive new development in the future.

### A. Existing Conditions Summary

Kankakee County contains 19 municipalities and 17 townships. The majority of public services are provided through municipal systems, volunteer organizations, or private service providers. Most municipalities provide police protection and receive fire protection through volunteer fire protection districts. The townships also are served by volunteer fire protection, but receive police protection by the Kankakee County Sheriff. Many municipalities provide public water and sewer. Unincorporated areas and rural municipalities and townships utilize well and septic systems. The majority of public schools are also located within municipalities with a few exceptions, such as Limestone Township.

The following information highlights public facilities in each municipality, as documented by the Kankakee County Planning Department's 2003 *Community Profiles* or updated through municipal review. Specific township issues relating to public services are noted separately.

#### Water Service

The majority of the County's population receives public water service through Aqua Illinois. The company's services dates back to 1886 when a public water supply corporation was authorized by the Kankakee City Council. The Kankakee Water Company was formed in 1910, and constructed one of the first water filtration systems in the Midwest. Public water service is one of the most important infrastructure projects necessary for sustainable



development. Aqua Illinois' provides water service to the City of Kankakee, Bourbonnais, Bradley, Aroma Park, Grant Park, and the Illinois Diversatech Campus in Manteno Township. Expansion capacity will need to be studied by Aqua Illinois as Kankakee County grows over the next 25 years.

For the remainder of the County, most municipalities provide public water service through a municipal well system. As growth occurs in these municipalities, the capacity of future water service needs to be carefully evaluated and studied.

For rural municipalities and unincorporated areas, individual private wells are used on a lot by lot basis. The major issue with private wells is potential groundwater contamination from failed septic systems or environmental hazards. For instance, a Shell Oil spill in Limestone Township in the mid-1990s contaminated ground water supplies, and public water lines were extended from the City of Kankakee to the Limestone spill area. Although these public water lines provide an incentive for additional development, Limestone Township is well known for its poor soils and low depth to bedrock, which are conditions that may lead to septic system failure. As discussed in the Land Use Plan, Limestone Township has responded to this issue by carefully examining and limiting future residential growth areas. Table 6-1 highlights near-term water service planning issues within the County's municipalities.

**Table 6-1. Municipal Water Service Issues in Kankakee County**

MUNICIPALITY	Water Service	Service & Long-Range Planning Issues.
Buckingham	Municipal well	Capacity is 3 xs larger than current demand.
Grant Park	Aqua Illinois	Good situation: at 50% of its capacity with land set aside for future expansion
Herscher	Municipal well	Good situation: In 2004, capacity was expanded to 300,000 gallons per day.
Hopkins Park	Municipal well & private on-site wells	Poor situation; overall system upgrade and maintenance are needed; state agencies are assessing the problem and potential solutions.
Manteno	Municipal well	Considering water extensions along 9000 N. Road, west of I-57, to facilitate development.



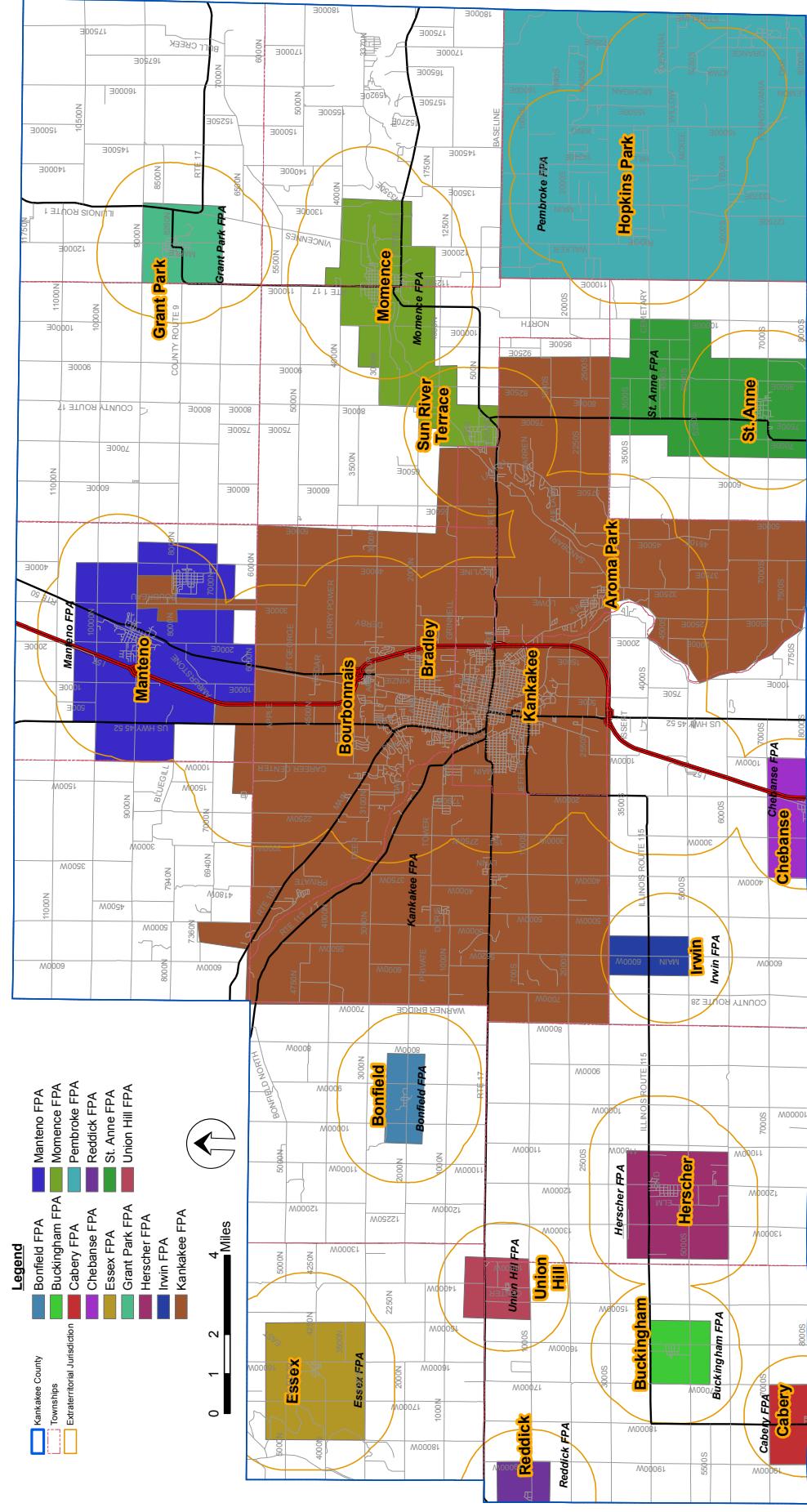
## **Wastewater Treatment Services**

Figure 6-1 on the following page highlights facility planning areas, where communities have extended or may extend wastewater treatment service. Significantly, the facility planning area for the "Kankakee Urbanized Area" of Kankakee, Bourbonnais, Bradley, and Aroma Park extend well beyond these communities' 1.5-mile extraterritorial jurisdictions. This area is serviced by the Kankakee River Metropolitan Agency (KRMA), which is a public wastewater treatment authority that operates under a local intergovernmental agreement. While KRMA's facility planning area recognizes the capacity of its treatment facilities for future service, how service is extended over time is most important to County residents. Currently, KRMA requires annexation of new development to a local municipality prior to extending wastewater treatment service. This policy is essential to maintaining compact, planned, and coordinated growth in the urbanized area.

According to the Kankakee County Health Department, over 30% of all homes in Kankakee County rely on on-site sewage treatment systems. These systems consist of two components: the septic tank that receives household wastewater and the subsurface seepage system. Partially treated waste goes from the septic tank to the seepage system and is absorbed into the soil. Seepage systems are installed at specific distances above the water table and bedrock formations to protect ground water supplies. However, if the system is neglected, it may fail and lead to a potential public health hazards. In areas where conventional systems are unsuitable, it may be possible to use other systems or modify site conditions. Limestone Township is dependent on private sewage treatment systems, which are often problematic due to the township's soil conditions. Township officials and residents often complain about system failures, especially during wet weather periods. The County should work with rural townships and municipalities to determine local soil conditions and appropriate residential growth areas and lot sizes for homes with private sewage systems. Table 6-2 highlights planning issues associated with wastewater treatment facilities in Kankakee County.



## Figure 6-1: Facility Planning Areas



Source  
Kankakee County  
Illinois Natural Resources Geospatial Data Clearinghouse  
TIGER Line Files



**2030 Kankakee County Comprehensive Plan**

November 2005

**HNTB**

**Table 6-2. Municipal Sewer Service Issues in Kankakee County**

MUNICIPALITY	Sewer Service	Service & Long-Range Planning Issues
Bonfield	Private on-site systems	Requires a 1-acre minimum for new homes w/septic
Chebanse	Private on-site systems	Working on sewer expansion agreement with City of Kankakee
Grant Park	Municipal system	Good situation: at 50% of its capacity with land set aside for future expansion
Herscher	Municipal system	Expanded sewer capacity in 1997
Hopkins Park	Municipal system	Poor situation: emergency maintenance repairs funded by state; current study being conducted for overall system upgrade and maintenance
Kankakee	KRMA	Considered sewer extensions into Limestone Twp. over 20 years ago, but dismissed concept due to high costs estimated at \$25 million
Manteno	Municipal system	Needs to study current capacity and future demands based on development and growth projections; state turned down request to extend FPA

## Fire Service

With the exception of the City of Kankakee, all of Kankakee County is serviced by volunteer fire districts. Municipalities are generally satisfied with the amount of services provided. However, developing unincorporated areas, such as Limestone Township, may have service demand issues in the near future. Kankakee County should consider any known local fire service issues when evaluating development proposals for unincorporated residential subdivisions.



*Public fire service in the City of Kankakee*



## **Police Service**

Many of the County's municipalities each have their own police force. The municipalities that do not are served by the County Sheriff, and include the following villages: Hopkins Park, Sun River Terrace, Irwin, Cabery, Reddick, Bonfield, and Buckingham. The unincorporated areas are also patrolled by the County Sheriff's Office. While current service levels are deemed adequate, if new development continues within unincorporated areas, the County Sheriff's Office may need to expand its services. Therefore, Kankakee County should consider any known local police service issue when evaluating development proposals for unincorporated residential subdivisions.

## **Solid Waste Management**

Kankakee County has a solid waste management plan, which is updated every five years, to coordinate trash collection and recycling efforts within the unincorporated areas. Solid waste disposal and recycling are handled by the private sector, and will likely continue for the foreseeable future. Nevertheless, the County has invested in a full-time solid waste coordinator, who focuses on residential waste reduction and recycling efforts. Each of the incorporated communities manages their own solid waste collection and disposal, but the County manages the landfill. A key issue for solid waste collection and disposal is that the County's landfill has reached full capacity. Therefore, Kankakee County is considering three possible alternatives: landfill expansion; a new landfill; or, hauling waste out of the County.

## **Public Schools**

Kankakee County's projected population increase of 24,000 - 40,000 by the year 2030 will inherently create new demands on the public school system in the County, such as the need for additional facilities, teachers, and bus services. In addition, new residential development in unincorporated Kankakee County will create additional bus and traffic demands. There are 12 public school districts in Kankakee County, containing 40 grade schools, six junior grade schools, and eight high schools. Each school district accommodates educational needs from both municipalities and unincorporated Kankakee County. All of the school districts are managed within the Iroquois-Kankakee Regional Office of Education and provided oversight by a regional superintendent of schools.



The municipalities of “county west”—Bonfield, Union Hill, Reddick, Buckingham, Irwin, and Herscher—and the unincorporated townships are facing a minor service crisis. This geographic area is serviced by the Herscher School District. Due to cost-effectiveness considerations in obtaining full classrooms, Herscher School District now buses students around county west: pre-4<sup>th</sup> graders go to Limestone Township; 4<sup>th</sup> and 5<sup>th</sup> graders go to Bonfield or Reddick; and, all high school students go to Herscher. Some communities feel that if local student populations do not attend local schools the fabric and social cohesion of their community may diminish.



*Limestone Elementary School serves “county west”*

A critical issue facing the public school system for Kankakee County, and the entire State of Illinois, is the school funding crisis. Although the state's constitution calls for “an efficient system of high-quality public educational institutions and services,” the state only pays about 36% of total public school expenses. The majority of school funds, about 53%, come from local property taxes. This funding formula inherently creates unequal levels of funding for students, with those living in wealthy communities receiving more funds per student. The expenditure level per pupil in Kankakee County is about \$6,300, whereas some wealthy communities in the state allocate up to \$15,000 per pupil. Illinois consistently ranks as one of the worst nationally in education funding. The state legislature is now considering a bill that would increase the sales tax and income tax to help solve the school funding crisis.



## **B. Goals and Objectives**

Planning goals and objectives are intended to provide general policy direction when facilities and services initiatives in the future. 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 subsequent goals for public facilities and services are followed by individual objectives, which were considered in the implementation and recommendations section.

### **Public Facilities and Services**

***Goal 1:*** *In support of the land use and development goals, new urban and rural development should be supported with adequate water and wastewater facilities.*

Objective 1.1: For municipalities that provide water or wastewater facilities, require new developments to connect to those facilities.

Objective 1.2: Review current County guidelines for on-site waste disposal systems in unincorporated areas of the County for effectiveness in ground water aquifer protection, and provide adequate code enforcement and performance monitoring.

Objective 1.3: Consider possible use of alternative rural waste water disposal systems such as land treatment technologies.

***Goal 2:*** *Support managing County solid waste in accordance with the following action hierarchy: prevent, reduce, reuse, recycle, waste to energy, incinerate, and landfill.*

Objective 2.1: Continue to be responsible for updating solid waste management plan.

Objective 2.2: Continue to seek grants to further the County's recycling, conservation, and education efforts.

Objective 2.3: Identify and establish County programs which provide education and identify agencies, services and vendors which support the action hierarchy for solid waste handling and disposal.

Objective 2.4: Support/enhance the existing pollution inspection and enforcement program delegated to Kankakee County by the Illinois EPA.

***Goal 3:*** *Ensure a supply of high-quality water, including conservation measures, to support the county's population, economy and natural systems.*

Objective 3.1: Utilize design solutions that reduce the amount of impervious surfaces.



Objective 3.2: Support programs that raise public awareness about county-wide water supply and storm water issues.

Objective 3.3: Develop standards and incentives which encourage increased use of native landscaping through demonstration projects.

Objective 3.4: Work with institutions and organizations to better communicate the importance of water and other natural resources to the public through a media campaign sponsored by the County.

Objective 3.5: Encourage cooperation between communities and water companies to ensure adequacy of intake, treatment, and distribution of the public water supply.

**Goal 4:** *Support a system of public safety, justice and law enforcement that provides equal and fair treatment to all.*

Objective 4.1: Support development of the proposed County office complex in downtown Kankakee, incorporating the existing historic Courthouse.

**Goal 5:** *Support funding the County's educational system to ensure the equitable distribution of quality education.*

Objective 5.1: Support local efforts to change school funding sources to relieve the burden on individual property owners and work to resolve the state educational funding crisis.

Objective 5.2: Consider developing a county-wide school impact fee ordinance consistent with state enabling legislation.

Objective 5.3: Support small elementary and neighborhood in-town schools or the renovation of existing ones, instead of building new schools on remote sites that induce sprawl development.

Objective 5.4: Encourage the school districts to coordinate their facilities planning program with the county's and municipalities' planning and development process.



## C. Recommendations and Implementation

The Public Facilities Plan provides a flexible approach to providing adequate infrastructure and services within the unincorporated areas of the County. Through the planning process, Kankakee County recognizes the need to consider policies that encourage new development in areas that are adequately served by existing or planned facilities. Although the Comprehensive Plan makes land use recommendations through 2030, it must be recognized that additional infrastructure will be required to support future land use.

Kankakee County plays an important role in the provision of rural County services. The County should continue to encourage intergovernmental cooperation in the provision of basic public services. The County can also continue to serve as a technical resource to villages and townships.

### Public Facilities and Services

Based on plan goals and objectives, and County preferences for future public facilities and services, several recommendations and implementation strategies are provided below.

*Recommendation 1: All non-farm residential development will be serviced by public water and sewer or community systems. While it is preferred that agricultural commercial areas be served by public water and wastewater, infill development may be allowed in locations which have traditionally provided these services.*

#### *Implementation Actions:*

##### A. Work with County Health Department on innovative sewer system models.

State regulations allow for a variety of standard sewer systems, which is selected based on a proposed development's use, size, and site conditions. However, wastewater regulations do not provide any guidance for more environmentally-sound approaches when it comes to difficult site conditions, such as high-water tables, poor soil conditions, or low depth-to-bedrock. Current regulations allow modifications to a site's natural conditions, such as adding soil to install a standard sewer system. In order



to improve long-term sewer system viability, the County should develop environmentally-sound approaches for waste water treatment, such as lagoon treatment ponds and spray irrigation or man-made wetland systems. Although these systems may be more expensive, new homeowners' should bear the cost of environmentally responsive solutions if they are to develop in unincorporated portion of the County.

*Recommendation 2: Unless connected to approved public or other facilities, all major developments will be required to pay a public facilities assessment fee to provide funds for the construction of new public facilities.*

*Implementation Actions:*

- A. Update subdivision regulations to require a public school impact fee.

Given school funding issues, the County should establish a public school impact fee for residential development. The Villages of Bourbonnais, Bradley, and Manteno currently have school impact fee programs based on their overall projected levels of growth. Working with local interests, including schools, builders, and residents, an appropriate impact fee program should be developed for the County. It is important to note that impact fees may only be used for facility development, and not school operations.

*Recommendation 3: The Kankakee County Planning Department will assist municipalities with their public facility planning needs.*

*Implementation Actions:*

- A. Create a GIS-based computer repository of county-wide public facilities.

The County should create a GIS database of all public facilities and capacities—including schools, fire and police service, and water and sewer—that may be used to evaluate and determine service requirements for proposed developments. The County could offer the use of this GIS program to municipalities and assist them in land use and facilities planning efforts.



B. Create a county-wide facilities consortium to lobby service providers.

Due to rural character and relative low population densities, some of the County's municipalities do not have modern utilities infrastructure, such as telecommunications, natural gas, and electricity. Since each municipality requesting service upgrades may not be the most effective in getting a positive response, the County should help create an area-wide facilities consortium to lobby service providers for appropriate services or improvements.



## 7. ECONOMIC DEVELOPMENT PLAN

The Economic Development Plan establishes a policy framework to guide strategic public investments in the County, and to direct private initiatives to capitalize on the County's economic strengths. The focus of the plan is to increase household wealth, business investment and capital access, and job growth opportunities. This will be accomplished through organizing and coordinating economic development efforts County-wide, setting in place proper economic development programs, and implementation of the Land Use Plan

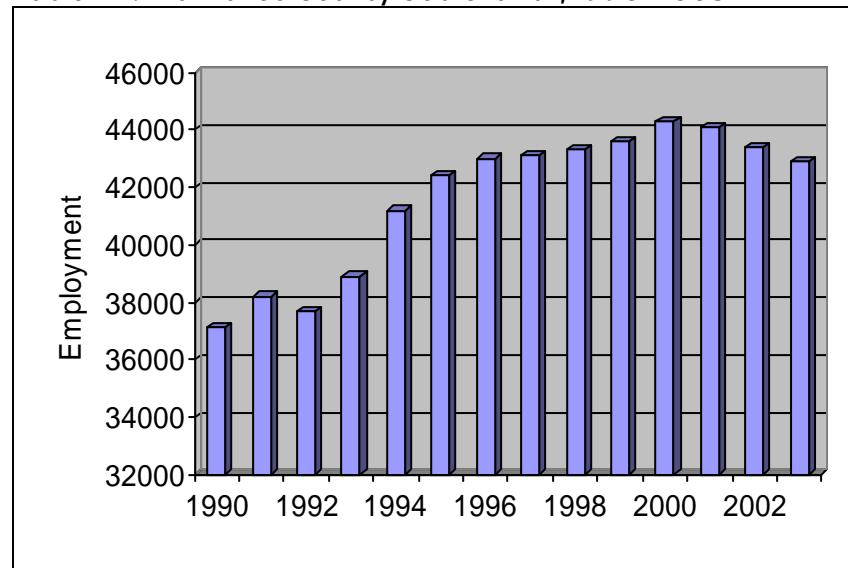
### A. Economic Conditions

Understanding economic patterns is essential in the new Comprehensive Plan. A major goal of Kankakee County is to secure economic development and enhance county-wide wealth for all its citizens in the future. Understanding key past patterns is the first step in the planning process.

#### Employment Trends and Projections

Employment in Kankakee County has grown over the past thirteen years, but with the "employment recession" beginning in 2000 County employment levels have dropped. Table 7-1 illustrates annual job growth in Kankakee County from 1990 to 2003.

**Table 7-1: Kankakee County Job Growth, 1990-2003**



Source: Illinois Department of Employment Security (2004) and REPG



Today's economic development theory focuses upon creating or sustaining industrial clusters and expanding on the inherent strengths of these clusters. Clustering is based upon the principle that locating similar businesses in geographic concentrations results in economies of scale, and will fuel further growth. Placing similar business together also will increase nearby business services. Based upon this principle, the current Kankakee County economic base is centered increasingly in transportation and the distribution of goods. Further, Kankakee is becoming a health services center serving a broad area. Table 7-2 illustrates the County's growth sectors. The location quotient is an index that shows Kankakee County's employment structure compared with the State. Pursuing development in strong economic segments is considered an appropriate economic development strategy, and ties into the State's economic development planning efforts.

**Table 7-2: Kankakee County's Employment Location Quotient**

INDUSTRY	1990 Employment Location Quotient (1.00=State)	2003 Employment Location Quotient (1.00=State)	2003 Employment Share
Mining and Construction	1.16	0.88	4.20%
Manufacturing	0.89	1.04	12.80%
Wholesale Trade	0.88	0.85	4.40%
Retail Trade	1.08	1.28	13.80%
Transportation, Warehousing, Utilities	0.95	1.32	5.80%
Information	0.48	0.61	1.40%
Financial Activities	0.73	0.68	4.70%
Professional and Business Services	0.62	0.48	6.30%
Educational and Health Services	0.87	1.4	17.20%
Leisure and Hospitality	1.19	1	8.60%
Other Services	0.87	0.86	3.70%
Government	1.24	1.17	17.20%
<b>Total Non-Farm Employment</b>	<b>37,142</b>	<b>42,900</b>	<b>100.00%</b>

Source: Illinois Department of Employment Security and REPG

### *Employment Projections*

According to Woods & Poole, an independent forecasting firm, the 2004 non-farm employment projections show Kankakee County growing from 53,340 employees in the year 2000 to 71,090 employees by the year 2030, an increase of 17,750 or 33%. Woods & Poole employment projections indicate jobs will begin to grow faster than the population. This would reverse previous trends in Kankakee County where the County has served as an exporter of



jobs. Woods & Poole also estimates that industrial employment will increase from 2000 employment levels of 23,240 jobs to 30,130 jobs in 2030, an increase of 6,890 jobs.

### *Live-Work Relationship*

The relationship between place of work and home shows that Kankakee County is its own central place, but that the strength of the situation may be eroding. This means that while few people commute into Kankakee County for jobs, an increasing number of Kankakee County residents are commuting outside the County for employment. With 22% of Kankakee County's workforce commuting outside the County for jobs, Kankakee County is losing its relative economic "independence". More workers are beginning to commute beyond the limits of the County. In recognition of this trend, the Census Bureau announced in 2003 that when the 2010 census is conducted, the Kankakee-Bradley Metropolitan Statistical Area (MSA) would be included for the first time in the Chicago Core Based Statistical Area as an "outlying county." The Census Bureau anticipates that the 25% qualifying threshold of residents commuting to the adjacent Chicago metropolitan area for jobs will be reached. With this changing live-work relationship, Kankakee County should be concerned that primary household wage-earners may continue to travel outside the County for work, which results in both increased traffic congestion and economic leakage for the County.

### County Education Levels

Education is a significant element of community health and competitiveness. This is especially true in a global economy where access to information and technology demand an educated workforce. In 1990, 12% of Kankakee County's population of 25 years and older held a bachelor's degree, which increased to 15% by the 2000 Census. However, this level of attainment lags behind the Chicago metropolitan area in which 30% of its population of 25 years and older hold a degree. Adjacent Will County has 26% of its 25+ population holding a degree, and overall the State has 26% holding degrees. This may represent a competitive disadvantage in a society that increasingly is looking for higher skill levels in its workers.



## **Economic Development Options**

The Illinois Department of Commerce and Economic Opportunity has undertaken extensive County level economic analysis that has led to the *Illinois Framework for Global Competitiveness*. Globally, political boundaries are becoming irrelevant, and the goal of the State project is to develop a strategy to position Illinois in key opportunity sectors to remain competitive.

Some of the key challenges outlined in the framework include defining the strengths of the County, and how these strengths relate to changing market conditions. It calls for understanding trade routes and connection points that link Kankakee County with broader markets. It also calls for preparing the workforce that will have the skills that will allow Kankakee County to target key businesses. One of the principles in developing an economic development strategy for the County is to understand the County's current strengths and finding ways to build upon these strengths. As introduced earlier, the concept is known as clustering.

The basic principle of clustering is to take competitive advantage of existing strengths through agglomeration economics. Agglomeration economies continue to expand upon the County's strengths and provide efficiencies that will allow County businesses to become more competitive. Agglomeration argues for the clustering of existing firms that are economically interrelated such as suppliers, customers, and service providers, as well as supporting organizations such as human resources, research and development, finance, infrastructure and regulatory agencies.

In thinking globally, it is also important to understand that Kankakee County is along an important North American Free Trade Agreement (NAFTA) corridor that connects Canada with Mexico. Kankakee County's two major links are Interstate 57 and two major rail lines that transect the County and help connect Kankakee County not only with the Chicago metro area, but Canada and Mexico. In addition, the employment data suggests that Kankakee County's strength lies in the transportation sectors of the economy. This supports Kankakee County's geographic location that helps provide a competitive advantage in the marketplace as a logistics center, as well as a site for potential manufacturing.

The data also suggests that to improve the economic conditions in Kankakee County, education levels must rise - only 15% of those over 25 held a bachelor's degree. Moreover,



transportation networks need to connect Kankakee County to where growth is occurring. The potential of the third airport in Peotone should have a positive influence upon Kankakee County. The existing Interstate system will provide the spine for that growth, and enhance Kankakee County's connection to the Chicago metropolitan area. However, without the airport and in the near term, Kankakee County's growth—particularly for Essex and Essex Township—will likely be linked to the growth that the new inter-modal facility is generating around Joliet and the I-55 corridor. Kankakee County has an opportunity to link its development potential to a number of important developments that will enhance the velocity of development.

The Illinois Tollway recently approved the extension of Route 355 south to New Lenox. This is an important development because it connects Will County to the job rich DuPage County. However, most of Kankakee County is beyond the 30-minute drive time to New Lenox and it is unlikely that Kankakee County will immediately benefit from this extension. The extension of Route 355 to I-57 however, will have a significant impact. Development along State Route 102, which connects Kankakee with Southwest Will County, also will open Kankakee County to future, but limited growth. In addition to State Route 102, Kankakee County's economic development would also improve with better connections east-west connecting Interstate 65 in Indiana with Interstate 57 and Interstate 55.

Transportation and education will be the two main factors that will have the most impact upon the future economic growth of Kankakee County and will be the best preparation for the future. However, the outcome of this scenario would be to slow the rate of accessible job growth outside of Kankakee County, as well as commuting time. Therefore, Kankakee County should work aggressively over the next ten years to create opportunities for transportation-based employment, such as improved industrial parks linked by rail, interstate access, and/or the Greater Kankakee Airport. To develop its long-range economic position, the Kankakee County area should invest more into its public educational system and work with area universities, such as Olivet University and Kankakee Community College, to offer technology programs that would support local businesses and industries.



*Industrial uses near I-57 in Kankakee Township*



## B. Goals and Objectives

Based on the County's economic development preferences, 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 economic development were considered in creating the detailed recommendations in the subsequent section.

### Economic Development

**Goal 1:** *Strive to achieve a stable economy that includes business diversity, provides high-paying primary employment and "living wage" opportunities, and is compatible with planned growth and quality of life objectives for the County.*

Objective 1.1: Provide locations with direct access to the arterial highway system for industrial, manufacturing, warehousing and office uses in order to diversify the County's tax base and reduce the homeowner's tax burden.

Objective 1.2: Encourage the creation of a county-wide brownfield redevelopment program to better utilize abandoned or contaminated industrial land and accommodate future growth in centrally-located and well-serviced areas.

Objective 1.3: Prepare an economic development implementation program that includes incentive programs to attract complementary businesses for Kankakee County's business clusters.

**Goal 2:** *Support workforce education to expand and diversify the County's labor populations through a variety of institutions and learning technologies.*

Objective 2.1: Coordinate with State and local agencies to identify and help persons requiring special assistance (such as information, training, transportation) in obtaining and maintaining employment.

Objective 2.2: Interview major employers to assist public schools and universities in determining what vocational and professional training is necessary for current and future labor market needs.

Objective 2.3: Continue to assist State agencies in obtaining and disseminating accurate labor market information and encourage local employers to participate in supplying labor market information.

Objective 2.4: Retain and/or attract employers which provide employment opportunities of sufficient income to sustain a family standard of living.



Objective 2.5: Support continuing education and job development to maintain workers 25-35 years of age.

Objective 2.6: Support the development of information technology programs and training at local universities and colleges to provide a more educated workforce.

*Goal 3: Provide overall leadership and direction for the County's economic development.*

Objective 3.1: Assume a clearinghouse role for economic development inquiries from business organizations or potential developers.

Objective 3.2: Promote the role of technology as a catalyst for economic development, and work with local universities in developing technology training and education.

Objective 3.3: Help to develop lifelong learning programs at local universities in order to meet the needs of existing or future employers.



## C. Recommendations and Implementation

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

*Recommendation # 1: The County will become the lead coordinator for economic development initiatives and inquiries in order to facilitate orderly growth and infrastructure planning.*

### *Implementation Actions:*

#### A. Coordinate regular meetings of local economic development organizations.

Kankakee County has numerous local economic organizations including municipal chambers of commerce, the Kankakee River Valley Chamber of Commerce, and the Kankakee County Economic Development Association (KCEDA). Although KCEDA is meant to be a single point-of-contact for economic development in the County, the numerous local organizations all have varying purposes and programs to attract growth. Therefore, the Kankakee County Planning Department should coordinate regular meetings of local organizations to understand each others' programs, needs, and goals, and more importantly, to help create a unified economic development approach for the County. These meetings would also help the County promote its revolving loan fund and enterprise zone programs. In order to assist with coordination efforts, the County should consider hiring additional staff for economic development initiatives.

#### B. Conduct a telecommunications assessment for Kankakee Urbanized Area.

During the comprehensive planning process, many community and business leaders expressed concern over the state of the County's telecommunications infrastructure, particularly within the I-57, U.S. 45, and Route 50 business corridors. Specifically, advanced telephone and internet services are needed for more sophisticated office and industrial operations. Therefore, the County should conduct a telecommunications assessment by working with local municipalities, major employers, and economic development organizations to determine existing services and needs, and



then consult with the County's service provider, SBC, on necessary services and infrastructure to foster growth.

C. Conduct a live-work employment survey.

Kankakee County has maintained relative independence from the Chicago metropolitan region. However, population and employment trends indicate that this independence is changing, and 25% of the County's population may work outside the County by 2010. Therefore, the County should initiate an employment survey to determine where residents work, what they do, and would they work in the County if they had the opportunity. The County may use the survey data to determine long-term opportunities to attract the appropriate employers for its resident population, and continue to maintain its relative independence.

*Recommendation # 2: As a key implementation step of the Plan, the County will promote transportation-related employment opportunities.*

*Implementation Actions:*

A. Investigate capacity expansion for the Greater Kankakee Airport.

The Greater Kankakee Airport is the largest public airport in Chicago's south suburbs. Since the airport's master plan is currently being updated, the County has an opportunity to work with airport representatives to facilitate growth and economic development potential. Due to its overall knowledge of county-wide land use and infrastructure plans, the County could provide assistance to expand airport capacity so it serves as an economic development hub for the Kankakee Urbanized Area.

B. Help establish improved industrial parks in the County.

Although the County has a significant amount of industrially-zoned land, there are few available industrial sites with water, sewer, and roadway improvements that are needed for modern industrial parks. Although the Diversatech Campus east of Manteno has the appropriate public facilities, the existing building floor plans are only sufficient for small- to medium-sized industrial uses that require minimal flex-space. Therefore, the County



should work with local economic development organizations to determine the most feasible locations for improved industrial parks with easy access to I-57 interchanges, freight railroads, or the Greater Kankakee Airport.

***Recommendation # 3: The County will help improve the educational training of local residents in order to keep and attract major employers.***

***Implementation Actions:***

**A. Investigate the human resource needs of major employers.**

In order to keep and attract large office or industrial firms with 100 or more employees, Kankakee County should investigate the human resource needs of its major employers. In particular, the County should determine the level of technological and professional training that is needed for these employers through surveys and interviews with top executives or managers. In addition, Kankakee County could work with local economic development organizations to determine any specific human resource needs of firms inquiring about locating in the County.

**B. Coordinate with local colleges and universities on market development opportunities**

Once the County investigates the needs of major employers, the County should coordinate with local colleges and universities on new professional and technology learning programs. Specifically, life-long learning opportunities should be provided locally during evening hours, so that employees may improve and advance their career. In addition, the County should explore opportunities for the local colleges and universities to serve as catalysts of change for technology.



## **8. IMPLEMENTATION**

This Chapter summarizes and prioritizes the Comprehensive Plan's numerous recommendations. It can serve as a "quick reference tool" to review the major actions recommended in the plan, as well as a checklist to measure plan implementation. The formal adoption of the 2030 Kankakee County Comprehensive Plan is only the first step in the implementation process. The Plan sets forth an agreed-upon "road map" of actions for the next 10 years. It is the product of considerable effort on the part of the Kankakee County Board, Regional Planning Commission, and Planning Department, as well as municipal representatives, community leaders, and concerned citizens. Without continuing action to implement the Plan, the County's efforts up to this point will have little lasting impact. The Kankakee County Planning Department, working with a range of implementation partners, will be the lead facilitator to coordinate efforts and implement the Plan.

### **A. Implementation Summaries**

Implementation of the Comprehensive Plan will require on-going and long-term commitment. The majority of the Plan's recommendations will require support from County personnel. Thus it is likely the County will need to hire additional staff with appropriate experience. The extent to which meaningful and sustained progress can be made will depend on the availability and acceptability of financial resources and assistance programs.

The Plan's implementation actions are described in detail in their respective chapters. The implementation tables on the following pages summarize and prioritize the actions:

- Table 8.1: Land Use Implementation Summary
- Table 8.2: Transportation Implementation Summary
- Table 8.3: Natural Resources, Open Space, & Recreation Implementation Summary
- Table 8.4: Public Facilities Implementation Summary
- Table 8.5: Economic Development Implementation Summary

Actions are categorized as low, medium, or high in priority based on a general timeframe for implementation after the Plan's adoption. In general, high-priority actions should be completed by 2009; medium-priority actions should be completed by 2012; and, low-priority actions should be completed by 2015. Since implementation actions are subject to change over time, suggested priorities and timing should be flexible to meet County needs.



**Table 8.1: Land Use Implementation Summary**

Recommendation Number	Implementation Actions	High Priority	Medium Priority	Low Priority
1.A	Provide comprehensive planning assistance to municipalities	X		
1.B	Seek adoption of supportive municipal resolutions for County Land Use Plan	X		
1.C	Promote the adoption of Joint Land Resource Management Plans	X		
1.D	Provide "best practice" models for land use planning and control		X	
2.A	Encourage annexation of developments within ETJ's	X		
2.B	Help determine annexation incentives for existing developments		X	
3.A	Consider increasing minimum lot size for farm homes in agricultural areas		X	
3.B	Consider a purchase-of-development rights (PDR) program			X
4.A	Update zoning regulations consistent with the Land Use Plan	X		
4.B	Reduce the over-supply of unincorporated R1 residential zoned land	X		
4.C	Reduce the over-supply of unincorporated industrially zoned land	X		
4.D	Reduce the over-supply of unincorporated commercially zoned land	X		
5.A	Encourage and support traditional "Main Street" commercial districts		X	
5.B	Encourage and support existing industrial districts within municipalities		X	
5.C	Encourage and support urban infill incentive programs		X	



Table 8.2: Transportation Implementation Summary

Recommendation Number	Implementation Actions	High Priority	Medium Priority	Low Priority
1.A	Provide support for I-57 interchange improvements	X		
1.B	Facilitate construction of the I-57/6000 N. Road interchange	X		
1.C	Facilitate engineering studies for U.S. 45 and Rt. 50 improvements	X		
1.D	Develop a local roadways assessment plan for the North I-57 Corridor	X		
1.E	Support expansion of the Greater Kankakee Airport		X	
2.A	Discuss potential expansion of Kankakee Urbanized Area with Village of Manteno	X		
2.B	Pursue expansion of METRA service to Kankakee with IDOT		X	
3.A	Preserve "clear corridors" for the County's total tier system	X		
3.B	Facilitate preliminary engineering study for 9000 N. Road widening		X	
3.C	Develop joint land use plans to reduce Tier 1 improvements in rural areas	X		
4.A	Consider developing rural roadways program for farm vehicle usage			X
4.B	Discourage residential developments along gravel roads	X		
5.A	Work with Will County to persuade IDOT on regional east-west access	X		
5.B	Facilitate engineering studies for 6000 N. Road Corridor	X		
5.C	Facilitate joint feasibility study for the 12,000 N. Road Corridor		X	



Table 8.3: Natural Resources, Open Space, & Recreation Implementation Summary

Recommendation Number	Implementation Actions	High Priority	Medium Priority	Low Priority
1.A	Promote a county-wide open space management entity		X	
1.B	Update development regulations to protect 100-year floodplains	X		
1.C	Adopt a county-wide storm water management program	X		
1.D	Provide planning grants for public access studies	X		
2.A	Update County's development regulations for waterfront buffers	X		
2.B	Update regulations to allow conservation development	X		
2.C	Promote designation of county-wide land trust to manage greenways		X	
2.D	Conduct a detailed natural resources inventory for the entire County		X	
2.E	Promote planning assistance to create greenways & trails system		X	
3.A	Provide planning assistance (for Momence Wetlands preservation)		X	
3.B	Enlist assistance of the IDNR on Momence Wetlands		X	
3.C	Study potential for state park designation for Momence Wetlands		X	
4.A	Provide planning assistance (to preserve prairies in Pembroke Twp)		X	
4.B	Promote environmental sustainability principles within Pembroke Twp	X		
5.A	Provide planning assistance for Essex & Essex Twp on former strip mines		X	
5.B	Enlist assistance of IDNR on former strip mines in Essex Twp		X	
6.A	Utilize LESA Program to preserve Prime 1 agricultural soils		X	
6.B	Consider increasing minimum lot area for farm dwellings		X	
6.C	Investigate potential for farmland conservation easement program			X



**Table 8.4: Public Facilities Implementation Summary**

<b>Recommendation Number</b>	<b>Implementation Actions</b>	<b>High Priority</b>	<b>Medium Priority</b>	<b>Low Priority</b>
1.A	Work with County Health Dept. on innovative sewer system models		X	
2.A	Update subdivision regulations to require public school impact fee	X		
3.A	Create a GIS-based computer repository of county-wide public facilities			X
3.B	Create a county-wide facilities consortium to lobby service providers			X

**Table 8.5: Economic Development Implementation Summary**

<b>Recommendation Number</b>	<b>Implementation Actions</b>	<b>High Priority</b>	<b>Medium Priority</b>	<b>Low Priority</b>
1.A	Coordinate regular meetings of local economic development organizations	X		
1.B	Conduct a telecommunications assessment for Kankakee Urbanized Area		X	
1.C	Conduct a live-work employment survey		X	
2.A	Investigate capacity expansion for the Greater Kankakee Airport	X		
2.B	Help establish improved industrial parks in the County	X		
3.A	Investigate the human resource needs of major employers		X	
3.B	Coordinate with local colleges and universities on market opportunities			X



## **B. Implementation Monitoring and Plan Review**

### *Monitoring Plan Progress - The Kankakee County Report Card*

Plan implementation will require active monitoring to determine whether Plan goals and objectives are being met. Below, several "tracking" measures have been identified which the County has data, or can easily obtain data, on which to judge change within the County. This will allow the greater community to assess the effectiveness of Plan policy over time. Tracking these measures will allow the County to determine whether Plan policy is adequate, or whether updated or new policies and implementation techniques should be added to the Plan to realize the County's goals. The measures identified below could be modified or expanded over time to best suit program monitoring needs.

#### Land-Use and Development Indicators

- Percentage of new housing starts in the County, in unincorporated ETJ's, and within municipalities
- Number of standard subdivisions vs. conservation developments
- Number of total dwelling units on individual well and septic vs. community systems
- Number of new residential permits within the County vs. the municipalities
- The location of new non-residential development (County vs. municipal)

#### Economic Development Indicators

- Net Job growth (Number and type of new jobs created)
- Square feet of new industrial development (County-wide)
- Square feet of new commercial development (County-wide)
- Per capita Income
- Agricultural employment
- Change in the number of those receiving college degrees
- Change in County poverty levels
- Number of technology training/curricula at higher educational institutions
- Rate of Unemployment
- Commuting patterns - % workers leaving the County



### Public Facilities and Service indicators

- Communities with schools and parks and recreation impact fees
- New intergovernmental agreements for shared services
- Acreage of new public parks and open spaces, (local County and State)
- Level of County staffing to support plan implementation
- Completion of key public improvements, such as interchanges, and municipal water and waste water treatment systems.

### *Plan Review and Update*

The Comprehensive Plan is not a static document; the planning process must be continuous. The Plan should be monitored and updated on a regular basis. The need for Plan amendments is the result of many influences. Most frequently these are brought about by changes in attitudes or emerging needs not foreseen at the time of Plan adoption.

The County should initiate review of the Plan at least every five years. Ideally, this review should coincide with the preparation of the annual budget and capital improvement program. In this manner, recommendations or changes relating to capital improvements or other programs can be considered as part of the upcoming commitments for the fiscal year. Routine examination of the Plan will help ensure that the planning program remains relevant to County needs and aspirations.

A systematic review should include an evaluation of the collective observations of the Kankakee County Board, Regional Planning Commission, and Planning Department. Invitation to discuss and evaluate the Plan should be extended to appropriate public agencies, civic groups, and the public-at-large.



## **Appendix A: Existing Land Use and Zoning Classifications**

### **A. Existing Land Uses**

The Kankakee County Planning Department completed a county-wide land use survey in 2003, and classified the County's land uses into the following sixteen categories:

1. **Agriculture** - Land primarily devoted to farm crops, dairying, pasturage, horticulture, floriculture, viticulture, or husbandry and to accessory uses such as farm dwellings. Significantly, the County contains almost 370,000 acres of farmland, or 87% of its total land.
2. **Agri-Business** - Commercial enterprises on land that engage in the purchase, sale, or exchange of goods or services related to agricultural production.
3. **Single-Family Residential** - The principal use of land is for a single-family, detached house on one lot or parcel. This land use represents about 9,700 acres or 2.3% of Kankakee County.
4. **Manufactured Home** - Single-family, factory built dwelling on one lot that is a mobile or modular production type. Mobile homes are regulated by the U.S. Department of Housing and Urban Development (HUD) and local governments may not impose additional construction requirements. Modular homes are regulated by the Illinois Department of Public Health and may have additional standards imposed by county government, and are placed on a permanent foundation.
5. **Two-Family Residential** - A building on one lot that contains two homes, such as a twin or duplex.
6. **Multi-Family Residential** - A building on one lot that contains multiple homes, such as an apartment building or senior housing.
7. **Commercial** - Land used for any wholesale, retail, or service business activity, such as restaurants, shops, and offices. Commercial uses only represent 493 acres of Kankakee County.
8. **Industrial** - Land on which companies are engaged in the manufacture of products, assembly operations, and related activities such as research and development.
9. **Quarry & Mining** - Land that contains open-pit mines from which rock or minerals are mined or extracted.



10. **Utilities** - Structures on, below, or above land that provide public and private services including water, waste water, solid waste, drainage, gas, and electricity.
11. **Public Institutional** - Public land uses, such as schools and libraries, and quasi-public institutions, such as churches and not-for-profit facilities, that are typically open to the public.
12. **Public Open Space** - Publicly owned buildings or land and natural outdoor areas that are intended for use by the public for passive or active recreation. Public open space accounts for almost 6,400 acres or 1.5% of the County.
13. **Private Open Space/Recreation** - Privately owned land and facilities that may be natural, informal, or formal outdoor areas not generally open to the public.
14. **Open Water** - Land on which lakes, rivers and streams are located.
15. **Vacant Lots** - Land or lots that have been platted or recorded in the county although not built upon or developed.
16. **Incorporated Areas** - Land within municipalities accounts for about 23,000 acres or 5.6% of Kankakee County.

## **B. Existing Zoning**

The Kankakee County Zoning Ordinance divides the unincorporated land areas into districts of such number, shape, and area according to the use of land, buildings, and structures; intensity of the use; areas of open space; and other classifications. The zoning ordinance contains the following ten (10) zoning districts:

1. **Agricultural District (A1)** - Designed to regulate use of land where soil conditions are best adapted to the pursuit of agriculture and utilization of natural land resources.
2. **Agricultural Estate District (A2)** - Intended to promote low density residential uses of a rural character outside the mile and one-half jurisdiction of a municipality and located on the least productive farm land.
3. **Rural Estate Residence District (RE)** - Designed to promote low density residential uses, with a semi-rural character, in areas of natural beauty and/or existing large lot development where open space preservation is desired.
4. **Single-Family Residence District (R1)** - Designed to conserve existing residential areas, primarily single family, and to regulate the efficient use and orderly development of land designated for residential uses. Duplexes, multi-family, and other uses may be approved with special permit.



5. **High-Density Residential District (R2)** - Designed to provide affordable housing in areas of high density. Single-family detached housing and manufactured homes (mobile and modular) on small lots served by a public sewer and water within one and a half miles of a municipality are permitted in this district.
6. **Restricted Commercial District (C1)** - Designed to provide for establishment of compatible business uses at locations that provide convenient shopping facilities.
7. **General Commercial District (C2)** - Allows all uses permitted in C1 commercial district, as well as other more intensive commercial uses such as restaurants with live entertainment, stadiums, skeet and trap shooting ranges, etc.
8. **Light Industrial District (I1)** - Designed to provide for full range of industrial and related activities that meet standards and do not have a negative effect on adjacent agricultural, residential, and commercial uses.
9. **General Industrial District (I2)** - Allows all uses permitted in I1 industrial district, as well as more intensive industrial uses such as freight terminals, automobile wrecking yards, scrap processing facilities, etc.
10. **Public Lands (PL)** - Intended to map public owned lands including state parks, forest preserve lands, park lands, and other large publicly owned properties.



## Appendix B: Unincorporated Residential Projections

The Comprehensive 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 residential 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 exclusive zoning authority throughout all unincorporated areas, it shares planning jurisdiction within the ETJ's.

### A. Unincorporated Housing Unit Projections

Based on housing permit trends, the Kankakee County Planning Department has estimated that the unincorporated areas of the County may add between 80 and 150 housing units annually over the next 30 years. Thus, the increase in the total number of housing units in the unincorporated areas of Kankakee County is projected to be between 2,400 and 4,500 units. A housing unit is defined as any residential use, whether a single-family home, duplex, or multi-family dwelling. Table B-1 shows the 30-year housing unit projections for the unincorporated area by townships.

**Figure B-1: Unincorporated Kankakee County Housing Projections**

TOWNSHIP	Low Annual Housing Total	30-Year Low Housing Total	High Annual Housing Total	30-Year High Housing Total
Limestone	20	600	30	900
Bourbonnais	15	450	28	840
Manteno	7	210	15	450
Rockville	6	180	12	360
Yellowhead	6	180	10	300
Sumner	5	150	9	270
Essex	4	120	7	210
Salina	3.5	105	6.5	195
Aroma	3	90	6	180
Pembroke	2.5	75	6	180
Ganeer	2	60	4.5	135
Momence	1.5	45	3.5	105
Otto	1.5	45	3.5	105
Pilot	1	30	3	90
Norton	1	30	2.5	75
Kankakee	0.5	15	2	60
St. Anne	0.5	15	1.5	45
<b>Total</b>	<b>80</b>	<b>2,400</b>	<b>150</b>	<b>4,500</b>

Source: Kankakee County Planning Department and Real Estate Planning Group



## B. Unincorporated Housing Acreage Projections

Based on average trend statistics for the unincorporated County, 67% of new housing starts are approved within ETJ's, 23% are approved outside ETJ's, and 10% are approved as 20-acre minimum parcels on agricultural zoned land (see Table B-2 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 needs to be addressed.

**Table B-2: Kankakee County Housing Trends (1997-2003)**

YEAR	New Housing Starts *	% within ETJ's *	New Housing within ETJ's	% outside ETJ's	New Housing outside ETJ's	% of farm homes	New farm homes * (20-acre +)
1997	106	68%	72	20%	21	12%	13
1998	159	71%	113	23%	36	6%	10
1999	154	68%	105	23%	35	9%	14
2000	130	63%	82	27%	35	10%	13
2001	119	67%	80	22%	26	11%	13
2002	136	71%	97	21%	28	8%	11
2003	170	63%	107	26%	44	11%	19
<b>Average</b>		<b>67%</b>		<b>23%</b>		<b>10%</b>	

\*Source: Kankakee County Planning Department

As previously highlighted, the 30-year housing projections for unincorporated Kankakee may range from a low estimate of 2,400 units to a high estimate of 4,500 units. Since 67% of those units may occur within the ETJ's, approximately 2,200 to 4,200 acres may be needed based on the average of 1 unit per 0.89 acres. Since 23% of those units may occur outside the ETJ's, approximately 1,400 to 2,700 acres may be needed based on the average of 1 unit per 1.74 acres. Since 10% of these units may be built on small farms (20-acre minimum), the unincorporated area may need to provide a low estimate of 3,500 acres to a high estimate of 6,800 acres of agricultural land for these farm homes. Tables B-3 and B-4 show the low and high estimates, respectively, for the 30-year unincorporated housing projections by townships. Ultimately, the Comprehensive Plan provides land use planning and regulatory guidance on how to accommodate these projected residential demands.



**Table B-3: Townships of Kankakee County 30-Year Housing Projections (low estimate)**

Townships	Average Yearly Housing Starts	30-Year Dwelling Units Projection	67% of units within ETJ (2)	Acreage within ETJ (3)	Competitive Acreage within ETJ (4)	Total acreage within ETJ	23% of units outside ETJ (2)	Acreage outside ETJ (5)	Competitive Acreage outside ETJ (4)	Total acreage outside ETJ	10% of units on farms (2)	Total acreage for farm homes (6)
Limestone (1)	20	600	432.0	384.5	192.2	576.7	138.0	240.1	120.1	360.2	30.0	600.0
Bourbonnais (1)	15	450	324.0	288.4	144.2	432.5	103.5	180.1	90.0	270.1	22.5	450.0
Manteno (1)	7	210	151.2	134.6	67.3	201.9	48.3	84.0	42.0	126.1	10.5	210.0
Rockville	6	180	120.6	107.3	53.7	161.0	41.4	72.0	36.0	108.1	18.0	360.0
Yellowhead	6	180	120.6	107.3	53.7	161.0	41.4	72.0	36.0	108.1	18.0	360.0
Sumner	5	150	100.5	89.4	44.7	134.2	34.5	60.0	30.0	90.0	15.0	300.0
Essex	4	120	80.4	71.6	35.8	107.3	27.6	48.0	24.0	72.0	12.0	240.0
Salina	3.5	105	70.4	62.6	31.3	93.9	24.2	42.0	21.0	63.0	10.5	210.0
Aroma	3	90	60.3	53.7	26.8	80.5	20.7	36.0	18.0	54.0	9.0	180.0
Pembroke	2.5	75	50.3	44.7	22.4	67.1	17.3	30.0	15.0	45.0	7.5	150.0
Ganeer	2	60	40.2	35.8	17.9	53.7	13.8	24.0	12.0	36.0	6.0	120.0
Momence	1.5	45	30.2	26.8	13.4	40.3	10.4	18.0	9.0	27.0	4.5	90.0
Otto	1.5	45	30.2	26.8	13.4	40.3	10.4	18.0	9.0	27.0	4.5	90.0
Pilot	1	30	20.1	17.9	8.9	26.8	6.9	12.0	6.0	18.0	3.0	60.0
Norton	1	30	20.1	17.9	8.9	26.8	6.9	12.0	6.0	18.0	3.0	60.0
Kankakee	0.5	15	10.1	8.9	4.5	13.4	3.5	6.0	3.0	9.0	1.5	30.0
St. Anne	0.5	15	10.1	8.9	4.5	13.4	3.5	6.0	3.0	9.0	1.5	30.0
<b>Total</b>	<b>80</b>	<b>2400</b>	<b>1671.0</b>	<b>1487.2</b>	<b>743.6</b>	<b>2230.8</b>	<b>552.0</b>	<b>960.5</b>	<b>480.2</b>	<b>1440.7</b>	<b>240.0</b>	<b>3540.0</b>

(1) Due to current zoning, land values, and urbanizing trends, the township will likely see an additional 5% of housing within the ETJ and only 5% of 20-acre plus lots for farm homes.

(2) Based on average trend statistics within Kankakee County, 1997-2003

(3) Based on an average of 1 unit per 0.89 acres, according to 2004 parcel data

(4) Based on additional 50% of new housing acreage for competitive market factors

(5) Based on an average of 1 unit per 1.74 acres, according to 2004 parcel data

(6) Based on 1 unit per 20-acre parcel minimum for agriculturally-zoned land



**Table B-4: Townships of Kankakee County 30-Year Housing Projections (high estimate)**

Townships	Average Yearly Housing Starts	30-Year Dwelling Units Projection	67% of units within ETJ (2)	Acreage within ETJ (3)	Competitive Acreage within ETJ (4)	Total acreage within ETJ	23% of units outside ETJ (2)	Acreage outside ETJ (5)	Competitive Acreage outside ETJ (4)	Total acreage outside ETJ	10% of units on farms (2)	Total acreage for farm homes (6)
Limestone (1)	30	900	648.0	576.7	288.4	865.1	207.0	360.2	180.1	540.3	45.0	900.0
Bourbonnais (1)	28	840	604.8	538.3	269.1	807.4	193.2	336.2	168.1	504.3	42.0	840.0
Manteno (1)	15	450	324.0	288.4	144.2	432.5	103.5	180.1	90.0	270.1	22.5	450.0
Rockville	12	360	241.2	214.7	107.3	322.0	82.8	144.1	72.0	216.1	36.0	720.0
Yellowhead	10	300	201.0	178.9	89.4	268.3	69.0	120.1	60.0	180.1	30.0	600.0
Sumner	9	270	180.9	161.0	80.5	241.5	62.1	108.1	54.0	162.1	27.0	540.0
Essex	7	210	140.7	125.2	62.6	187.8	48.3	84.0	42.0	126.1	21.0	420.0
Salina	6.5	195	130.7	116.3	58.1	174.4	44.9	78.0	39.0	117.1	19.5	390.0
Aroma	6	180	120.6	107.3	53.7	161.0	41.4	72.0	36.0	108.1	18.0	360.0
Pembroke	6	180	120.6	107.3	53.7	161.0	41.4	72.0	36.0	108.1	18.0	360.0
Ganeer	4.5	135	90.5	80.5	40.3	120.8	31.1	54.0	27.0	81.0	13.5	270.0
Momerice	3.5	105	70.4	62.6	31.3	93.9	24.2	42.0	21.0	63.0	10.5	210.0
Otto	3.5	105	70.4	62.6	31.3	93.9	24.2	42.0	21.0	63.0	10.5	210.0
Pilot	3	90	60.3	53.7	26.8	80.5	20.7	36.0	18.0	54.0	9.0	180.0
Norton	2.5	75	50.3	44.7	22.4	67.1	17.3	30.0	15.0	45.0	7.5	150.0
Kankakee	2	60	40.2	35.8	17.9	53.7	13.8	24.0	12.0	36.0	6.0	120.0
St. Anne	1.5	45	30.2	26.8	13.4	40.3	10.4	18.0	9.0	27.0	4.5	90.0
<b>Total</b>	<b>150</b>	<b>4500</b>	<b>3124.5</b>	<b>2780.8</b>	<b>1390.4</b>	<b>4171.2</b>	<b>1035.0</b>	<b>1800.9</b>	<b>900.5</b>	<b>2701.4</b>	<b>450.0</b>	<b>6810.0</b>

(1) Due to current zoning, land values, and urbanizing trends, the township will likely see an additional 5% of housing within the ETJ and only 5% of 20-acre plus lots for farm homes.

(2) Based on average trend statistics within Kankakee County, 1997-2003

(3) Based on an average of 1 unit per 0.89 acres, according to 2004 parcel data

(4) Based on additional 50% of new housing acreage for competitive market factors

(5) Based on an average of 1 unit per 1.74 acres, according to 2004 parcel data

(6) Based on 1 unit per 20-acre parcel minimum for agriculturally-zoned land



## **Appendix C: Model Zoning Ordinance for Rural Cluster Development**

(Source: Southeastern Wisconsin Regional Planning Commission website)

This model zoning ordinance for cluster development is intended to be used as a guide to communities in the formulation of local ordinances. Competent legal, planning, and engineering assistance should be sought by communities in developing or modifying local ordinances.

This ordinance is designed as a mapped district to be applied to parcels of 35 acres or larger. The ordinance is designed as a mandatory district, which would require all residential development within the district to be clustered, and to preserve a minimum of 60 percent of the site as common open space. The permitted density is one dwelling unit per five net acres. Because the district requires clustering for residential development, any applicant wishing to develop a conventional subdivision would need to apply for a rezoning to a district that does not require clustering.

It should be noted that this model ordinance is an example of just one way to implement cluster development through a zoning ordinance. Numerous aspects of the regulations may be modified to suit the conditions in a particular municipality. Such aspects would include primarily the principal permitted and conditional uses in Subsections B and D, respectively; the density and dimensional standards in Subsection G; and the calculation of site capacity in Subsection H. Explanatory comments are italicized.

The following regulations are intended to be added to existing local zoning ordinances as an additional residential development district. This section should not conflict with the requirements of any Planned Unit Development (PUD) District, which may exist in the local zoning ordinance; however, the municipality may wish to review its PUD District for a possible duplication of objectives.

Subsections N and O provide regulations for a Density Exchange Option and a Lot Averaging Option that may be included in a cluster zoning ordinance. It is not essential to include either of these sections in a cluster ordinance; however, the use of one or both of these two sections would improve the design flexibility and the possibility of reaching the objectives of the district for rural landscape preservation.

It is assumed that proposed cluster developments would be reviewed under the local land division ordinance, and would comply with the procedures in that ordinance for the review of preliminary and final plats. The model rural cluster development ordinance therefore contains several references to the land division ordinance. A model land division ordinance is also available from the Commission.

Throughout the ordinance, where the word *Town* appears in italics, the word City, Village, or County may be substituted; where the word *Town Chairman* appears, the words Mayor, Village President, or County Board Chairman may be substituted; and where the term *Town Board* appears, the term Common Council, Village Board, or County Board may be substituted.

An earlier version of this model ordinance is included as Appendix C in SEWRPC Planning Guide No. 7, *Rural Cluster Development Guide*, December 1996. Copies of the Guide may be ordered from the Commission by calling (262) 547-6721.

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<sup>1</sup> Definitions related to cluster development may need to be added to the list of definitions contained in the zoning ordinance. Sample definitions are provided in this model ordinance.

## SECTION \_\_\_\_\_ RC RURAL CLUSTER DEVELOPMENT DISTRICT

### A. Intent

The purpose of the RC Rural Cluster Development District is to preserve rural landscape character, natural resource areas, farmland, and other large areas of open land, while permitting residential development at low, rural densities, in an open space setting, located and designed to reduce the perceived intensity of development and provide privacy for dwellings. Specific objectives are as follows:

1. To maintain and protect the *Town's* rural character by preserving important landscape elements, including those areas containing unique and environmentally sensitive natural features such as woodlands, hedgerows, stream corridors, wetlands, floodplains, shorelands, prairies, ridge tops, steep slopes, critical species habitat, and natural areas by setting them aside from development. Such areas contained in primary environmental corridors, as identified by the Southeastern Wisconsin Regional Planning Commission, are of particular significance for conservation.
2. To preserve scenic views and to minimize views of new development from existing streets.
3. To provide for the unified and planned development of parcels 35 acres or larger in size for clustered, single-family, low density residential uses, incorporating large areas of permanently protected common open space.
4. To provide for greater design flexibility in the siting of dwellings and other development features than would be permitted by the application of standard district regulations in order to minimize the disturbance of rural landscape elements, scenic quality, and overall aesthetic value of the landscape.
5. To increase flexibility and efficiency in the siting of services and infrastructure, by reducing street length, utility requirements, drainage requirements, and the amount of paving required for residential development, where possible.
6. To create groups of dwellings with direct visual and physical access to common open space.
7. To permit active and passive recreational use of common open space by residents of a cluster development or by the public.
8. To reduce erosion and sedimentation by retaining existing vegetation and minimizing development on steep slopes.
9. To allow for the continuation of agricultural uses in those areas best suited for such activities and when such activities are compatible with adjoining residential uses.
10. To permit various means for owning common open space and for protecting it from development in perpetuity.
11. To create an attitude of stewardship, or caring, for the land within common open space by requiring a land management, or stewardship, plan for the common open space.
12. To implement the objectives of the adopted *Town* Comprehensive Plan, or elements thereof.

**B. Principal Permitted Uses**

1. Single-family residential uses as follows:
  - a. Clustered single-family detached dwellings, with at least 60 percent of the gross development parcel in common open space.
  - b. Single-family farmstead dwellings with or without associated agricultural structures such as barns, silos, storage sheds, and stables.
2. Agricultural activities including:
  - a. The cultivation, harvesting, and sale of crops and related products produced on the farm.
  - b. The raising and sale of livestock or fowl, with associated pasture and barnyards.
  - c. Orchards, nurseries, greenhouses, and related horticultural uses.
  - d. Growing and sale of Christmas trees.
  - e. Agricultural structures such as barns, silos, storage sheds, and stables.
3. Community living arrangements, and community-based residential facilities (CBRF), which have a capacity for eight (8) or fewer persons, subject to the limitations set forth in Section 62.23(7)(i) of the Wisconsin Statutes.
4. Open space uses, primarily passive in nature, including wildlife sanctuaries, forest preserves, nature centers, trails, picnic areas, and similar uses.
5. Conservation of natural features in their existing state.
6. Stormwater management facilities for the proposed development, including detention and retention basins.
7. Essential services.
8. The following uses are permitted in common open space in cluster development:
  - a. Uses listed above in numbers 2, 4, 5, 6, and 7.
  - b. Water supply and sewerage facilities for individual lots, groups of lots, or the entire development.
  - c. Utility and street rights-of-way except that their land areas shall not count toward the 60 percent minimum open space requirement.
  - d. Parking areas where necessary to serve active recreation facilities.

*NOTE: The list of principal permitted uses may be expanded or shortened as appropriate for the local municipality.*

**C. Accessory Uses**

1. Attached and detached private garages and storage structures, provided that:
  - a. One detached garage, not exceeding 800 square feet, shall be permitted.
  - b. One detached storage structure, not exceeding 500 square feet, shall be permitted on a lot, in addition to any attached or detached garage.
2. Home occupations which are clearly incidental to the principal residential use, provided that the requirements of Section \_\_\_ are met.

*NOTE: The accessory use regulations in a local zoning ordinance should include regulations governing home occupations. Such regulations would apply to all residential development, including cluster development.*

D. Conditional Uses

The following conditional uses may be permitted by the Plan Commission, provided the proposed use shall not adversely impact the rural character of the district and shall be consistent with the overall objectives of the district as listed in Subsection A.

1. Agricultural uses requiring the installation of new buildings or other structures in the common open space of a cluster development. The total building coverage of such new agricultural buildings or structures shall not exceed 10,000 square feet.
2. Commercial storage or other adaptive reuse of barns in order to provide for an adaptive and compatible reuse and promote the preservation of such structures, provided such barns have existed for at least 20 years prior to the effective date of this Ordinance.
3. Recreational uses requiring the installation of new buildings or other structures in the common open space of a cluster development. The total building coverage of such new buildings or structures shall not exceed 10,000 square feet.

*NOTE: The list of conditional uses may be expanded or shortened as appropriate for the local municipality. Typical uses that may be added include: camps and campgrounds, public and private recreation areas for non-intensive uses, hunting or fishing preserves, game farms, and golf courses.*

E. Prohibited Uses

1. The use of non-recreational motor vehicles except on public streets and parking areas. Maintenance, law enforcement, emergency, and farm vehicles are exempt from this limitation.
2. Cutting of healthy trees, re-grading, topsoil removal, altering, diverting, or modifying water courses or bodies, except in compliance with an approved land stewardship plan, as described in Subsection L.
3. Intensive animal feed lot operations.

*NOTE: The restrictive covenants that are part of the legal documents for a homeowners or condominium association will typically contain many more restrictions on use. The section above should list those that are important to the interests of the local government.*

F. Inventory and Site Analysis

To aid the *Town* in determining whether the applicant has accomplished the intent and objectives as described in Subsection A and the design standards for cluster groups and common open space as described in Subsections I and J, the initial application for any development shall include an inventory and site analysis of the parcel. The specific requirements for such inventory and site analysis are fully described in the *Town* Land Division Control Ordinance.

*NOTE: See Section 4.02 of the SEWRPC Model Land Division Control Ordinance for site analysis requirements.*

G. Density and Dimensional Standards

1. The following density and dimensional standards shall apply to residential cluster development:

	Lots or Parcels Served by Private Onsite Waste Treatment Systems	Lots or Parcels Served by Centralized Sewerage Facilities
Minimum Site Area	35 acres	35 acres
Maximum Density <sup>a</sup>	1 dwelling unit per 5 net buildable acres	1 dwelling unit per 5 net buildable acres
Minimum Lot Area <sup>b</sup>	40,000 square feet	20,000 square feet
Minimum Lot Width:		
Measured at Building Setback Line	125 feet	90 feet
Measured at Front Lot Line	50 feet	50 feet
Minimum Front Yard	50 feet	40 feet
Minimum Rear Yard	50 feet	40 feet
Minimum Side Yard	20 feet one side; 50 feet total	15 feet one side; 35 feet total
Accessory Building Setback <sup>c</sup>		
From Side Lot Lines	10 feet	10 feet
From Rear Lot Line	10 feet	10 feet
Minimum Common Open Space (percentage of gross acres)	60%	60%
Maximum Height		
Principal Structure	35 feet	35 feet
Non-agricultural Accessory Structures	18 feet	18 feet
Agricultural Accessory Structures	100 feet	100 feet
Maximum Building Coverage Per Lot	10 percent	15 percent

<sup>a</sup> Existing dwellings that will remain on the site shall be included in the calculation of maximum density.

<sup>b</sup> For an existing farmstead on a parcel used for cluster development, the minimum lot area shall be 5 acres or a lot large enough to accommodate all structures within a building envelope created by a 100 foot setback from all sides of the lot, whichever is larger. For farmsteads with livestock, the setback shall be increased to 200 feet.

<sup>c</sup> Accessory buildings shall not be permitted within the front yard.

2. Separation distances for cluster groups.

a. The outer boundaries of all cluster groups shall conform to the following separation distances:

- (1) From existing or proposed arterial street rights-of-way as defined in the Town Comprehensive Plan or the Regional Transportation System Plan: 100 feet.
- (2) From existing scenic highways or rustic roads: 100 feet.
- (3) From all perimeter subdivision boundaries: 100 feet.
- (4) From cropland or pasture land: 100 feet.
- (5) From buildings or barnyards housing livestock: 300 feet.
- (6) From other cluster groups: 100 feet.
- (7) From wetlands, floodplains, or water courses: 50 feet.

(8) From active recreation areas, such as courts or playing fields: 100 feet.

b. All separation areas for cluster groups along existing streets shall be landscaped in accordance with Subsection K, in order to block views of new residential development, preserve scenic views, and protect rural landscape character.

c. The dimensional standards specified in Subsection G.1 may be reduced under the following circumstances:

(1) The separation distances from existing arterial streets and the perimeter of the subdivision may be reduced to no less than 50 feet if the applicant can demonstrate that existing vegetation or topography or a combination of these form an effective visual screen.

(2) All other separation distances may be reduced by 50 percent if the applicant can demonstrate to the satisfaction of the Plan Commission that such reduced setbacks improve the plan's compliance with the cluster group design standards in Section I, the intent of this Ordinance, and the objectives of the *Town* Comprehensive Plan.

H. Calculation of Site Capacity

1. For cluster development, the calculation of site capacity, or the number of dwelling units permitted on a site, shall be based on net buildable acreage. The applicant shall determine the net buildable acreage (NBA) using the following method, substantiated by sufficient plans and data to verify the calculations:

Gross Acreage of Site: \_\_\_\_\_ acres

From the gross acreage of the site, subtract the following:

All lands located within existing street rights-of-way: \_\_\_\_\_ acres

All lands located within existing utility and railway rights-of-way: \_\_\_\_\_ acres

All lands located within a floodplain: \_\_\_\_\_ acres

All lands located within a wetland: \_\_\_\_\_ acres

All of the area located within a pond or lake: \_\_\_\_\_ acres

Fifty percent of lands having a slope between 12 and 20 percent: \_\_\_\_\_ acres

All of the land area having a slope of 20 percent or greater: \_\_\_\_\_ acres

Twenty-five percent of the area located within a woodland: \_\_\_\_\_ acres

The result is the net buildable acreage (NBA): \_\_\_\_\_ acres

2. In the calculation in Subsection H.1 above, the following shall apply:

a. The elevation of the 100-year recurrence interval floodplain determined through floodplain studies shall be used where available. Where such flood stage data are not

available, the regulatory flood elevation shall be determined by a registered professional engineer and the sealed report of the engineer setting forth the regulatory flood stage and the method of its determination shall be approved by the *Town Engineer*.

- b. Where two or more categories overlap, the overlapping acreage shall be counted only once, using the most restrictive classification.
3. To determine the number of units permitted on a given site, the net buildable acreage shall be divided by 5, rounding to the nearest whole number.

\_\_\_\_\_ acres NBA ÷ 5 = \_\_\_\_\_ dwelling units permitted.

- I. Design Standards for Cluster Groups. The following standards shall apply to all cluster groups:
  1. All dwelling units shall be grouped into cluster groups, each of which shall be surrounded by common open space.
  2. The maximum number of lots in a cluster group may be increased, and cluster groups may be assembled into larger groupings, with the approval of the *Town Board* and provided that the applicant can demonstrate that such an alternative plan is more appropriate for the development parcel and will meet both the general intent and design standards of this Ordinance.
  3. A plat may contain one or more cluster groups.
  4. Cluster groups shall be defined by the outer perimeter of contiguous lotted areas or abutting streets, and may contain lots, streets, and cluster group open space. When the development does not include individual lots, as in a condominium, the outer perimeter shall be defined as an area encompassed by a line drawn around the units, no point of which is less than 100 feet from any unit.
  5. The outer boundaries of each cluster group shall meet the separation distance requirements specified in Subsection G.2.
  6. Cluster groups shall be defined and separated by common open space in order to provide direct access to common open space and privacy to individual lot or yard areas. Cluster groups may be separated by streets if the street right-of-way is designed as a boulevard.
  7. No cluster group shall contain more than 15 dwelling units.
  8. Cluster groups containing 11 or more dwelling units must provide internal open space at a minimum rate of 2,000 square feet per dwelling unit, and shall meet the following standards:
    - a. Common open space located within cluster groups shall be counted toward meeting the overall 60 percent open space requirement.
    - b. The open space shall be configured as a cul-de-sac island, an island within a larger loop or an "eyebrow" (a semi-circular loop), an island in a boulevard street, or a common green area. Common green areas surrounded by lots on up to three sides shall be designed as a space for common use by all residents within the cluster group.
    - c. The open space shall have a minimum street frontage of 125 feet.
    - d. Internal open space may contain parking areas, but parking areas shall not be included in the required 2,000 square feet of internal open space per dwelling unit.
  9. All lots in a cluster group shall take access from interior streets.
  10. All lots in a cluster group shall abut common open space to the front or rear. Common open space across a street shall qualify for this requirement.
  11. In locating cluster groups, disturbance to woodlands, hedgerows, and individual mature trees shall be minimized. However, when the objective is to preserve prime farmland soils and

large areas of contiguous land suitable for agricultural use, dwellings may be located within woodlands, provided that no more than 20 percent of a single wooded lot is cleared for the construction of a dwelling, driveway, garage, storage building, well, and private onsite waste treatment system.

J. Design Standards for Common Open Space

On all parcels developed under the cluster development regulations, 60 percent of the gross land area shall be set aside as protected common open space. This open space shall meet the following standards:

1. For the purposes of this Subsection, gross land area includes all lands within the parcel, except existing street, railway, and utility rights-of-way.
2. Common open space shall comply with the following design standards:
  - a. The location of common open space shall be consistent with the objectives of the *Town Comprehensive Plan*.
  - b. All open space areas shall be part of a larger continuous and integrated open space system within the parcel being developed. At least 75 percent of the common open space areas shall be contiguous to another common open space area. For the purposes of this Subsection, areas shall be considered contiguous if they are within 100 feet of each other and there are no impediments to access between the areas.
  - c. Common open space shall, to the greatest extent possible, protect site features identified in the site inventory and analysis as having particular value in the context of preserving rural character, in compliance with the intent of this Ordinance. Primary and secondary environmental corridors and isolated natural resource areas as identified by the Regional Planning Commission are of particular significance for protection.
  - d. Natural features shall generally be maintained in their natural condition, but may be modified to improve their appearance, or restore their overall condition and natural processes, as recommended by natural resource professionals and in compliance with an approved land stewardship plan, as described in Subsection L.3. Permitted modifications may include:
    - (1) Woodland management.
    - (2) Reforestation.
    - (3) Meadow management.
    - (4) Wetlands management.
    - (5) Streambank protection.
    - (6) Buffer area landscaping.
  - e. All wetlands, floodplains, wildlife habitat areas, slopes over 12 percent, 100 percent of lowland environmental corridor, and a minimum of 80 percent of upland primary environmental corridors shall be contained in common open space.
  - f. The common open space shall maximize common boundaries with existing or future open space on adjacent lands, as shown in the *Town* or *County Comprehensive Plan*, or the *Comprehensive Plan* of an adjacent municipality.
  - g. To preserve scenic views, ridge tops and hilltops should be contained within common open space wherever possible. Trees shall not be removed from ridge tops or hill tops.
  - h. A minimum of 80 percent of the area of existing woodlands shall be contained within common open space. Up to 20 percent of the area of existing woodlands may

be located within lots or used for residential development. This limitation may be exceeded under the following conditions:

- (1) The site is primarily wooded and development at the permitted density would not be possible without encroaching further into the woodlands.
- (2) Any encroachment on woodlands beyond 20 percent shall be the minimum needed to achieve the maximum permitted density, as determined by the *Town Board*.
- i. No area of common open space shall be less than 30 feet in its smallest dimension or less than 10,000 square feet in area, with the exception of landscape islands as described in Subsection I.8.b. Open space not meeting this standard shall not be counted toward the total required 60 percent common open space.
- j. The boundaries of common open space shall be marked by natural features wherever possible, such as hedgerows, edges of woodlands, streams, or individual large trees. Where no such natural demarcations exist, additional plantings, fences, or other landscape features should be added to enable residents or the public, if applicable, to distinguish where common open space ends and private lot areas begin. Where structural demarcations, such as fences, are used, they shall be the minimum needed to accomplish this objective.
- k. Trails in common open space that are located within 50 feet of homes in cluster groups shall be identified by plantings, fences, or other landscape features.
- l. Under no circumstances shall all common open space be isolated in one area of the development. Common open space shall be distributed appropriately throughout the development to properly serve and enhance all dwelling units, cluster groups, and other common facilities.
- m. Common open space shall include lands located along existing public streets in order to preserve existing rural landscape character as seen from these streets, and shall, in no case, contain less than the required buffer, setback area, or separation distance.

3. Safe and convenient pedestrian access and access for maintenance purposes shall be provided to common open space areas that are not used for agricultural purposes, in accordance with the following:
  - a. At least one access point per cluster group shall be provided, having a width equal to or greater than the minimum width of a lot within the cluster group. This width may be reduced to no less than 50 feet if the applicant can demonstrate that, due to natural site constraints, meeting the lot width requirement would run counter to the objectives of this Section.
  - b. Access to common open space used for agriculture may be restricted for public safety and to prevent interference with agricultural operations.
4. The following areas shall not be included in the calculation of common open space areas:
  - a. Private lot areas.
  - b. Street and highway rights-of-way, public or private.
  - c. Railway and utility rights-of-way.
  - d. Parking areas.
  - e. Areas not meeting the requirements of Subsection J.2.i.

**K. Landscaping**

1. Preservation of Existing Natural Landscape.

- a. For the purpose of conserving the natural landscape and in recognition of the time value of existing vegetation, the preservation of existing vegetation shall always be preferred to the installation of new plant material.
- b. Existing woodlands and hedgerows shall be retained to the maximum extent possible. Where possible, existing woodlands and hedgerows shall be incorporated into the required separation areas between cluster groups and external streets and site boundaries.
- c. Suitable existing vegetation shall be credited toward the landscaping requirements of this Section, when, in the opinion of the *Town Board*, it would equal or exceed the visual impact of the new required plant material after two years of growth.
- d. All new landscaping to be installed and existing vegetation to be preserved shall be protected in accordance with the methods specified in the *Town Land Division Control Ordinance* or other applicable *Town* ordinances.

2. Street Trees
  - a. Street trees shall be planted along internal streets within cluster groups.
  - b. Street trees may be planted, but are not required, along internal streets passing through common open space.
  - c. Informal arrangements are encouraged for street trees, to avoid the urban appearance that regular spacing may invoke.
  - d. Street trees shall be located so as not to interfere with the installation and maintenance of utilities and paths, trails, or sidewalks that may parallel the street.
  - e. The species of street trees shall be selected from the "List of Recommended Species for Landscaping" adopted by the *Town Board*.

*NOTE: It is recommended that a "List of Recommended Species for Landscaping" be adopted by each local government and used when approving development projects. It is beyond the scope of this model ordinance to compile such a list; however, it is recommended that street trees be deciduous and native to the Region.*

- f. Street tree plantings shall comply with all applicable regulations in the *Town Land Division Control Ordinance* or other applicable ordinances.

3. Buffers
  - a. A planted buffer area at least 25 feet in width shall be established within all required separation areas between external streets and cluster groups.
  - b. Planted buffers within separation areas between cluster groups are encouraged to enhance privacy and a rural appearance between lots.
  - c. Buffers consisting of an informal arrangement of native plant species combined with infrequent mowing are strongly encouraged, to create a low-maintenance, natural landscape.

**L. Ownership and Maintenance of Common Facilities and Open Space**

To ensure adequate planning for ownership, operation, and maintenance of common open space, recreation facilities, storm water management facilities, common parking areas and driveways, private streets, and other common or community facilities (hereinafter referred to as common facilities), the following regulations shall apply:

1. **Ownership.**

The following methods may be used, either alone or in combination, to own common facilities. Common facilities shall not be transferred to another entity except for transfer to another method of ownership permitted under this Subsection, and then only when there is

no change in the common facilities. Ownership methods shall conform to one or more of the following:

a. Homeowners Association.

Common facilities shall be held in common ownership as undivided proportionate interests by the members of a homeowners association, subject to the provisions set forth herein:

- (1) The applicant shall provide to the *Town* a description of the organization, including its bylaws, and all documents governing maintenance requirements and use restrictions for common facilities. Such documents shall be approved as to form by the *Town Attorney*.
- (2) The organization shall be established by the owner or applicant and shall be operating, with financial subsidy by the applicant, if necessary, prior to the sale of any dwelling units in the development.
- (3) Membership in the organization shall be mandatory for all purchasers of dwelling units therein and their successors and assigns.
- (4) The organization shall be responsible for maintenance and insurance of common facilities.
- (5) The members of the organization shall share equitably the costs of maintaining, insuring, and operating common facilities.
- (6) The organization shall have or hire adequate staff to administer, maintain, and operate common facilities.
- (7) The applicant for any cluster subdivision or development proposed to contain common facilities shall arrange with the *Town Assessor* a method of assessment of the common facilities which will allocate to each tax parcel in the development a share of the total assessment for such common facilities.
- (8) Written notice of any proposed transfer of common facilities by the homeowners association or the assumption of maintenance of common facilities must be given to all members of the organization and to the *Town* at least 30 days prior to such event.

b. Condominium Agreements.

Common facilities shall be controlled through the use of condominium agreements. Such agreements shall be approved as to form by the *Town Attorney* and shall comply with the requirements of Chapter 703 of the Wisconsin Statutes. All common open space and other common facilities shall be held as "common elements" by the unit owners in the form of undivided percentage interests in accordance with the condominium documents. An association of unit owners shall be formed to govern the affairs of the condominium and membership shall be mandatory.

c. Fee simple dedication to a public agency.

The *Town* or other public agency acceptable to the *Town* may, but shall not be required to, accept any portion of the common facilities, provided that:

- (1) There shall be no cost of acquisition, other than costs incidental to the transfer of ownership, such as title insurance.
- (2) Any facilities so dedicated shall be accessible to the residents of the *Town*, if the *Town* so chooses.
- (3) The *Town* or other public agency shall maintain such facilities.

- (4) The residents of the development shall hold a conservation easement on the land and facilities so dedicated, protecting the common open space from development in perpetuity.
- d. Dedication of conservation easements to a public agency.  
The *Town* or other public agency acceptable to the *Town* may, but shall not be required to, accept easements for public use of any portion of the common facilities, title of which is to remain in private ownership, provided that:
  - (1) There is no cost of easement acquisition, other than costs incidental to the transfer of ownership, such as title insurance.
  - (2) A satisfactory maintenance agreement shall be reached between the owner and the *Town*.
  - (3) Lands under a *Town* easement may or may not be accessible to residents of the *Town*.
- e. Fee simple dedication to a nonprofit conservation organization.  
With the approval of the *Town Board*, an owner may dedicate any portion of the common facilities to a nonprofit conservation organization, provided that:
  - (1) The organization is acceptable to the *Town*.
  - (2) The conveyance contains appropriate provisions for proper reverter or re-transfer in the event that the organization becomes unwilling or unable to continue carrying out its responsibilities.
  - (3) A maintenance agreement acceptable to the *Town* is established between the owner and the organization, in accordance with Subsection L.2.
- f. Dedication of conservation easements to a nonprofit conservation organization.  
With the approval of the *Town Board*, an owner may dedicate conservation easements on any portion of the common facilities to a nonprofit conservation organization, provided that:
  - (1) The organization is acceptable to *Town*.
  - (2) The conveyance contains appropriate provisions for proper reverter or re-transfer in the event that the organization becomes unwilling or unable to continue carrying out its responsibilities.
  - (3) A maintenance agreement acceptable to the *Town* is established between the owner and the organization, in accordance with Subsection L.2.
- g. Ownership retained by the original landowner.  
Ownership of common open space and facilities may be retained by the original landowner provided that:
  - (1) The *Town* and residents of the development shall hold conservation easements on the land protecting it from any further development.
  - (2) Resident access to the land is limited only by agreement of the residents of the development, as indicated by documents signed at the time of purchase of individual dwelling units.
- h. Other methods acceptable to the *Town Board* upon recommendation by the *Town Attorney*.

2. Maintenance and operation of common facilities.

- a. A plan and narrative for the use, maintenance, and insurance of all common facilities, including provisions for funding, shall be provided to and approved by the *Town Board* prior to preliminary plat approval. Such plan shall:

- (1) Define ownership.
  - (2) Establish necessary regular and periodic operation and maintenance responsibilities.
  - (3) Estimate staffing needs, insurance requirements, and other associated costs and define the means for funding the same on an on-going basis.
  - (4) Include a Land Stewardship Plan specifically focusing on the long- term management of open space lands. A draft Land Stewardship Plan shall be submitted with a preliminary plat, and a final Plan shall be submitted with the final plat. The Land Stewardship Plan shall comply with the requirements of Subsection L.3.
  - (5) At the discretion of the *Town Board*, the applicant may be required to escrow sufficient funds for the maintenance and operation costs of common facilities for up to one year.
- b. In the event that the association established to own and maintain common areas and facilities, or any successor organization thereto, fails to properly maintain all or any portion of the aforesaid common areas or facilities, the *Town* may serve written notice upon such association setting forth the manner in which the association has failed to maintain the aforesaid common areas and facilities. Such notice shall set forth the nature of corrections required and the time within which the corrections shall be made. Upon failure to comply within the time specified, the association, or any successor organization, shall be considered in violation of this Ordinance, in which case the *Town* shall have the right to enter the premises and take the needed corrective actions. The costs of corrective actions by the *Town* shall be assessed against the properties that have the right of enjoyment of the common areas and facilities.
3. The Land Stewardship Plan shall include a narrative, based on the site analysis required by Subsection F, describing:
  - a. Existing conditions, including all natural, cultural, historic, and scenic elements in the landscape;
  - b. Objectives for each common open space area, including:
    - (1) The proposed end state for the area and the measures proposed for achieving the end state.
    - (2) Proposed restoration measures, including:
      - (a) Measures for correcting increasingly destructive conditions, such as erosion.
      - (b) Measures for restoring historic features.
      - (c) A maintenance and operations plan identifying activities needed to maintain the stability of the resources, including mowing schedules, weed control measures, planting schedules, and clearing and cleanup measures and schedules.
4. Leasing of common open space lands.

Common open space lands may be leased to another person or other entity for use, operation, and maintenance, provided that:

  - a. The residents of the development shall at all times have access to such leased lands, except in the case of lease for agricultural purposes, in which case the residents, with their agreement, may be restricted from accessing the lands.
  - b. The common open space lands to be leased shall be maintained for the purposes set forth in this Section.

- c. The operation of such leased open space lands may be for the benefit of the residents of the development only, or may be open to the public, if so determined by the residents.
- d. The lease, and any transfer or assignment thereof, shall be subject to the approval of the *Town Board*.
- e. Lease agreements shall be recorded in the office of the County Register of Deeds within 30 days of their execution, and a copy of the recorded lease shall be filed with the *Town*.

5. Conservation.

Common open space shall be restricted in perpetuity from further subdivision and/or land development by deed restriction, conservation easement, or other agreement in a form acceptable to the *Town Board* upon recommendation of the *Town Attorney* and duly recorded in the office of the County Register of Deeds.

M. Sewerage and Water Supply Facilities

- 1. Sewerage Facilities.
  - a. Sewerage facilities for cluster development may consist of any system meeting the requirements of the County, the *Town*, the Wisconsin Department of Commerce, and the Wisconsin Department of Natural Resources.
  - b. If approved by the *Town Board*, sewerage facilities or portions thereof may be located within common open space areas.
  - c. All sewerage facilities shall be consistent with the requirements of the *Town Land Division Control Ordinance*.
  - d. All public community sewerage facilities shall be owned, operated, and maintained by a general or special purpose unit of government.
- 2. Water Supply Facilities.
  - a. Water supply facilities may consist of any of following systems, provided they meet the requirements of the County, the *Town*, the Wisconsin Department of Natural Resources, and Chapters NR 811 and 812 of the Wisconsin Administrative Code:
    - (1) Private, individual wells.
    - (2) Private, community wells.
    - (3) Public water supply system.
  - b. All water supply facilities shall be consistent with the requirements of the *Town Land Division Control Ordinance*.
  - c. All public water supply facilities shall be owned, operated, and maintained by a general or special purpose unit of government.

## **ADDITIONAL OPTIONAL REGULATIONS**

**N. Density Exchange Option**

In exchange for preserving greater areas of farmland or unique environmental resources, and to further increase design flexibility, residential density may be transferred between properties within the RC District. Density may be increased on the receiving parcel, while density is decreased on the sending parcel, in order to achieve the above-stated objectives. The following requirements shall be met:

1. The density exchange option shall be utilized only with residential cluster development. Residential development on the receiving parcels must be clustered, as well as any remaining dwellings on the sending parcel.

*NOTE: Density exchanges or full Transfer of Development Rights programs may be used with either cluster or conventional development. For the purposes of this model ordinance, however, density exchanges are used only with cluster development within the RC District.*

2. Density exchanges may be used in combination with lot averaging.
3. Negotiations for density exchanges shall take place strictly between property owners and developers and shall not involve the *Town*, other than for the approval of the number of units transferred, the resulting densities, and normal plat approval for both the sending and receiving parcels.

*NOTE: Requiring an approved plat for the receiving parcel relieves the *Town* of the record keeping needed to track unused or “banked” development rights, because all transferred development rights will have been used on the approved plan.*

4. The applicant shall provide documentation at the time of submittal of the preliminary plat indicating that he or she is the owner of the sending parcel or has the authority under the terms of a written contract to make commitments on the sending parcel. Similar documentation must be submitted by the owner of the receiving parcel indicating agreement that the density on such parcel may be increased by the stated number of dwelling units.
5. Sending and receiving parcels must meet the following requirements:
  - a. Sending Parcels.
    - (1) The minimum area shall consist of 35 contiguous acres. For the purposes of this Subsection, parcels separated by a utility right-of-way shall be considered contiguous.
    - (2) Sending parcels may consist of one or more contiguous, smaller parcels that together form at least 35 acres; however, all parcels must be consolidated into one at the time that the final plat and easement agreement for the sending parcel are recorded.
    - (3) The sending parcel shall not be subject to any existing recorded easement or other agreement which restricts its subdivision or development.
    - (4) Sending parcels designated for agricultural use must be consistent with practical requirements for an agricultural activity and be of value for farm use, as determined by the *Town Board* based on information submitted by the applicant. If this requirement cannot be met, the parcel must contribute

to the objective of conserving significant environmental areas and rural landscape character beyond that which could be preserved by cluster development.

- (5) The sending parcel shall be restricted from development through a conservation easement held by the *Town*. Such easement shall be recorded in the office of the County Register of Deeds. The conservation easement shall specify the degree of restriction by the number of dwelling units that have been transferred from the site.
- (6) Density may be transferred from a sending parcel at a maximum rate of one dwelling unit per 5 net acres as calculated in accordance with Subsection H. All or some of the number of units permitted on the sending parcel may be transferred.
- (7) When the density exchange option is used, at least 50 percent of the permitted units on a sending parcel must be transferred.
- (8) All dimensional and design standards in Subsections G, I, and J shall apply to any residual residential development on the sending parcel.
- (9) The landscaping regulations of Subsection K shall apply to all remaining residential development on sending parcels.

b. Receiving Parcels.

- (1) The minimum area shall consist of a minimum of 35 contiguous acres. For purposes of this Subsection, parcels separated by a utility right-of-way shall be considered contiguous.
- (2) The receiving parcel shall not be subject to any existing recorded easement or other agreement which restricts its subdivision or development.
- (3) A minimum of 45 percent of the receiving parcel shall be dedicated to common open space.
- (4) Density.
  - (a) The base density of a receiving parcel shall be one dwelling unit per 5 net buildable acres (NBA).
  - (b) The final density of a receiving parcel shall be one dwelling unit per 3 NBA, provided that each additional unit above base density is acquired from a sending parcel.
- (5) The following dimensional standards shall apply to development on receiving parcels:
  - (a) For lots: Subsection G.1.
  - (b) For separation distances: 50 percent of all dimensions in Subsection G.2, except that separation distances from all streets and cluster development boundaries shall be no less than 50 feet.
- (6) The landscaping regulations of Subsection K shall apply to all residential development on receiving parcels.

6. Procedures for use of the density exchange option.

The exchange of density within the RC Rural Cluster District shall take place as a private exchange between property owners, subject to approval by the *Town Board* in accordance with the procedures set forth below.

a. An application for use of the density exchange option on a receiving parcel shall be made to the *Town Board* and shall include the following:

- (1) A sketch plan of the proposed subdivision;

- (2) A calculation of the number of dwelling units to be acquired from the sending parcel and the resulting net density on the receiving parcel.
- b. The *Town Board* shall tentatively approve the use of the density exchange option on the receiving parcel and allow the applicant to proceed with the subdivision process if:
  - (1) The receiving parcel meets the criteria of Subsection N.5.b; and
  - (2) The sketch plan for the receiving parcel represents a subdivision which can be accommodated on the property, while protecting at least 45 percent of the gross site area in common open space, and preserving sensitive environmental features such as steep slopes, wetlands, floodplains, critical species habitat and natural areas, and stream corridors.

*NOTE: The approval of a subdivision plat for the receiving parcel is required because the transfer of density depends on the ability to successfully accommodate the added number of dwelling units on the receiving parcel.*

- c. An application for approval of a subdivision plat for the sending parcel shall include the following:
  - (1) Documentation that the parcel meets the requirements of Subsection N.5.a.
  - (2) A calculation of the maximum number of dwelling units which are to be transferred from the sending parcel.
  - (3) If any residual lots remain on the sending parcel, a sketch plan of the proposed cluster subdivision. The subdivision shall meet all of the requirements for cluster development specified in this Ordinance.
- d. Subdivisions on a receiving parcel may be recorded in phases. A final subdivision plat shall not be approved for the receiving parcel until the final subdivision plat for one or more sending parcels are approved, which provide the necessary number of additional dwelling units for the lots shown on the final subdivision plat. If one sending parcel provides the additional dwelling units for more than one receiving parcel, the final subdivision plats for all of the receiving parcels must be approved at one time.
- e. Following approval of the final subdivision plat(s) for the receiving parcel(s,) the following documents shall be recorded at the same time in the office of the County Register of Deeds:
  - (1) A final plat for each sending parcel, designating the property as a sending parcel, indicating the number of dwelling units which have been transferred from the parcel.
  - (2) A conservation easement for each sending parcel restricting it from further development in perpetuity, held by the *Town*, or a deed restriction held by the owner, his successors and assigns.
  - (3) A final plat for each receiving parcel. The final plat for a portion of a receiving parcel may consist of large holding lots that are recorded as unbuildable until further subdivision occurs. Final plats for cluster subdivisions on the holding lots shall follow all the requirements of Subsection N.5.b above.
- f. Plats on sending and receiving parcels shall follow all the requirements of the *Town* Land Division Control Ordinance.

O. Lot Averaging

*NOTE: Lot averaging increases design flexibility by permitting a wider range of lot sizes, and may be applicable to both cluster and conventional development.*

For the purpose of providing additional design flexibility beyond that already gained by the use of cluster development, lot averaging shall be permitted as follows:

1. The area of a lot may be reduced below the minimum provided that the area by which it is reduced is added to another lot, and further provided that, in all cases, proper water supply and sewerage facilities shall be provided.
2. Lot areas, widths, and setbacks shall not be reduced below the following minimums:
  - a. Lots served by centralized sanitary sewerage systems:
    - (1) Minimum lot area: 10,000 square feet.
    - (2) Minimum lot width: 60 feet.
    - (3) Minimum front yard: 25 feet.
    - (4) Minimum side yard: 10 feet.
    - (5) Minimum rear yard: 25 feet.
  - b. Lots served by private onsite waste treatment systems:
    - (1) Minimum lot area: 20,000 square feet
    - (2) Minimum lot width: 90 feet.
    - (3) Minimum front yard: 25 feet.
    - (4) Minimum side yard: 15 feet.
    - (5) Minimum rear yard: 25 feet.
3. All other density and dimensional standards of this Section shall apply to lots whose areas are averaged.
4. All lots that are large enough to be further subdivided shall be deed restricted against further subdivision designating the owner, his heirs, successors, and assigns as the grantee of the easement. The *Town* shall hold a conservation easement on such lots. The restrictions of the easement shall be enforceable either by the grantee, his heirs, successors, and assigns, or by the *Town*.

## **DEFINITIONS RELATING TO CLUSTER DEVELOPMENT**

This list of definitions includes only those terms or phrases that are particular to cluster zoning ordinances and may not already be included in typical current local zoning ordinances. These terms or phrases should be added to any existing list of definitions contained in zoning ordinances to which these model cluster development provisions might be added. It should be noted that these definitions are particular to this model. If provisions of the ordinance are changed, some definitions will also need to be changed. For example, the maximum number of units in a “cluster group” may be reduced or increased; similarly, the amount of required open space may be reduced or increased.

*Italicized* words within definitions are further defined in this section.

Cluster Development. A form of residential development that concentrates buildings or lots on a part of the site to allow the remaining land to be used for common open space, recreation, and preservation of

environmentally sensitive features. The concentration of lots is facilitated by a reduction in lot size. A cluster development will consist of one or more *cluster groups* surrounded by common open space.

**Cluster Group.** A group of single-family detached dwellings within a cluster development, surrounded by common open space that comprises at least 60 percent of the gross parcel area. The outer boundary of a cluster group shall be defined by the rear lot lines of the lots within the group.

**Common Element.** The *common facilities* in a *condominium*.

**Common Facilities.** All the real property and improvements set aside for the common use and enjoyment of the residents of a cluster development, including, but not limited to, buildings, open space, private streets, parking areas, walkways, recreation areas, drainage easements, and any utilities that service more than one unit, such as sewerage and water supply facilities.

**Common Open Space.** Undeveloped land within a cluster development that has been designated, dedicated, reserved, or restricted in perpetuity from further development and is set aside for the use and enjoyment by residents of the development. Common open space shall not be part of individual residential lots, and shall be substantially free of structures, but may contain such recreational facilities for residents as are shown on the approved development plan.

**Community Association.** A *condominium* or *homeowners association*.

**Condominium.** A form of ownership combining individual unit ownership with shared use and ownership of common property or facilities, established in accordance with the requirement of the Chapter 703 of the Wisconsin Statutes. Common areas and facilities are owned by all members of the condominium association on a proportional, undivided basis. A condominium is a legal form of ownership and not a specific building type or style.

**Condominium Association.** An association, whose members consist of owners of units in a condominium, which administers and maintains the common property and common elements of a condominium.

**Conservation Easement.** The grant of a property right or interest from the property owner to another person, agency, unit of government, or organization stipulating that the described land shall remain in its natural, scenic, open, or wooded state, precluding future or additional development.

**Deed Restriction.** A restriction on the use of a property set forth in the deed.

**Density Exchange Option.** An optional transfer of density between parcels within the RC Rural Cluster District.

**Density Transfer.** See *Density Exchange Option*.

**Development Rights.** A broad range of less than fee-simple ownership interests. An owner may keep fee-simple rights to his land and sell the development rights to another. The owner retains the title, but agrees to keep the land natural and undeveloped, with the right to develop resting with the holder of the development rights. See *Transfer of Development Rights*.

Farmstead. A group of existing buildings with accessory structures used for agricultural purposes, such as barns, silos, storage sheds, cribs, and coops, and which may or may not include a dwelling.

Floodplains. Those lands, including the floodplain, flood fringe, floodway, and channel, subject to inundation by the 100-year recurrence interval flood or, where such data are not available, the maximum flood of record.

Hedgerow. A row of shrubs or trees planted for enclosure or separation of fields.

Height of Building. The vertical distance measured from the average elevation of the existing grade of the building to the highest point of a flat or multi-level roof or, for gable or hip roofs, to the mean height between the eaves and the ridge. Chimneys, spires, towers, mechanical penthouses, tanks, and similar projections not intended for human occupancy shall be excluded.

Homeowners Association. An association combining individual home ownership with shared use, ownership, maintenance, and responsibility for common property or facilities, including private open space, within a land division or cluster development.

Net Buildable Acreage or Net Buildable Area (NBA). A calculated area upon which the density for cluster development is computed. Net buildable acreage is the area of a site remaining after subtracting all or a percentage of the following areas from the site's gross area: existing street rights-of-way, floodplains, wetlands, woodlands, ponds and lakes, steep slopes, and utility and railway rights-of-way.

Nonprofit Conservation Organization. A nonprofit corporation, charitable trust, or other nonprofit organization described in Section 501(c)(3) of the Internal Revenue Code, which includes the "acquisition of property or rights in property for conservation purposes" as part of its mission, as reflected in the bylaws, charter, or incorporation papers of the organization.

Restrictive Covenant. See *Deed Restriction*.

Separation Distance. The required dimensional distance between the outer boundary of a cluster group and another specified feature of the development.

Transfer of Development Rights. The conveyance by deed, easement, or other legal arrangement of the right to develop or build from one parcel to another, expressed in number of dwelling units, where such transfer is permitted by the zoning ordinance.

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