

REPORT TO THE CLARENDON HILLS PLAN COMMISSION  
BY THE AD HOC COMMITTEE ON PLANNING  
FOR THE SOUTH OF 55th STREET STUDY AREA

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## INTRODUCTION

This study was undertaken to provide the Clarendon Hills Plan Commission with detailed information on the unincorporated areasouth of 55th Street. The boundaries of the study area are 55th Street, 59th Street, Route 83 and Richmond Avenue (extended). This is the area addressed in the Planning Horizons' 55th Street Planning Study, adopted by the Board of Trustees on December 5, 1977 as part of the Comprehensive Plan for the Village. The Planning Horizons Study suggests the need for additional information on a number of subjects, to better enable the Village to make an informed decision on the question of annexation. This study is an attempt to provide that information.

Portions of the study area have already been incorporated into the Village. The Village Board has adopted, on November 19, 1979, Resolution R-29-79 establishing a policy of annexation to the south boundary line of all platted lots adjacent to and contiguous with the south right-of-way line of 56th Street. There is, however, no official policy regarding annexation of the remainder of the study area. This report will discuss in some detail certain important components of the study area, including the problems each contains and the ways in which these problems relate to Clarendon Hills. It is the hope of the Ad Hoc Committee that this effort will provide the necessary information so that a policy decision regarding the study area can be made.

## STREETS

The streets in the study area are diverse in many respects. These include the size of the right-of-way dedications, the surfacing and the drainage design (ditching versus curbs and gutters). In some locations the public dedication exists but the streets are as yet unimproved. The Ad Hoc Committee assessed the existing conditions and the results are as follows.

### NORTH-SOUTH STREETS

Sunrise Street, Holmes Avenue, Clarendon Hills Road, Alabama Avenue, Tennessee Avenue, Virginia Avenue, Bentley Avenue, Western Avenue.

Most of the above streets have a bituminous concrete surface. The exceptions are Bentley Avenue between 55th and 56th Street, which is sealcoated, and Alabama Avenue between 57th and 58th Streets, where the grade has been raised and a gravel surfacing applied. These north-south streets have ditching in the parkway except for Holmes Avenue, which has curbs and gutters for the entire length. Bentley Avenue is unimproved between 56th and 58th Streets, except that it is paved for a short distance going north from 57th Street.

### EAST-WEST STREETS

56th Street, 56th Place and 57th Street, all between Holmes Avenue and Clarendon Hills Road. These three streets have a bituminous concrete surface with curbs and gutters. 56th Street has curbs and gutters on the south side except opposite Mid America Savings and Loan Association, where they exist on both sides. 56th Place is curbed and guttered on both sides, and 57th Street has these improvements on the north side only.

56th Street west from Tennessee Avenue has a bituminous concrete surface with ditching and is improved to Cass Avenue. This street is unimproved between Tennessee Avenue and Clarendon Hills Road, and is impossible between these points.

West of Clarendon Hills Road, 57th Street is unimproved except between Bentley and Virginia Avenues, where it has bituminous concrete surfacing with ditching. East of Holmes Avenue, 57th Street is a dedicated right-of-way but not improved. That portion immediately south of the Forest Hill Apartments is within the Village of Clarendon Hills due to the annexation of those apartments.

58th Street is unimproved west of Clarendon Hills Road. East of Clarendon Hills Road it is improved halfway to Holmes Avenue, and then again between Holmes and Sunrise. These portions have a bituminous surface with ditching.

58th Place exists only between Clarendon Hills Road and Holmes and is improved with bituminous concrete with ditching.

59th Street runs all the way from Holmes Avenue west to Cass Avenue. West of Clarendon Hills Road it has a bituminous surface with ditching.

Between Clarendon Hills Road and Holmes Avenue, 59th Street has a seal-coated surface; this location forms the present northern boundary of the Village of Willowbrook.

A problem that has arisen in this portion of the study is the difficulty in obtaining precise information about the street dedications and rights-of-way that have been vacated. This information needs to be obtained before street planning can be done.

After a precise knowledge of the dedications has been obtained, a street plan for the study area should be done. The streets need to be classified according to their anticipated function, e.g. minor, collector, etc., and some determinations made as to the adequacy of the existing right of way. In some locations, for example, 56th Street between Clarendon Hills Road and Holmes, the narrowness of the paved surface may indicate the need for street widening, which may require additional right-of-way dedications. Where street dedications exist and the roads are as yet unimproved, the need for the street at these locations should be assessed in terms of the total street pattern that would be developed.

The street plan should also be related to the streets north of 55th Street, so that an appropriate traffic pattern can be obtained. Considerable traffic into the Village comes from the south, and at rush hours this becomes critical. Additional developments, such as the apartment complex scheduled for just southeast of 59th Street and Clarendon Hills Road, can only increase the traffic problem. A coherent plan for handling this traffic can be an outgrowth of the street plan for the study area.

Superimposed on this street system is, of course, the surface water problem. It seems ill advised, for example, to consider paving 57th Street between Alabama and Clarendon Hills Road, due to the presence of the swamp at this location. The amount of fill that would be needed to pave this portion would displace a sizable amount of water, which would have to go somewhere. The existing surface water problem could only be aggravated.

Some consideration should be given, however, to solving the standing water problem at 56th Place and Clarendon Hills Road and 59th Street and Clarendon Hills Road. A slight raising of the grade at these points could substantially alleviate this problem.

Before street widenings or construction are undertaken, all public underground facilities (i.e. sewers, water lines) must be in place. The short term recommendation of the Ad Hoc Committee is simply to maintain the traveled way, to provide adequate access to the properties for general use and for police and fire protection. It would be advisable to have a street plan available so that the public improvements can be correctly placed, and then the streets improved in accordance with the street plan.

## SANITARY SYSTEM

The public sewer system is operated by the Hinsdale Sanitary District, and services most of the study area east of Bentley. Carl Blomgren of the Hinsdale Sanitary District has stated that the capacity of the sewer system (8" pipes) is sufficient for present needs and for a future population increase as well. The sewer lines are indicated on the map provided by the Hinsdale Sanitary District.

West of Bentley Avenue the lots are served by septic systems. The Ad Hoc Committee commissioned the Du Page County Health Department to conduct a walk-thru survey. Their results are indicated on the map which they prepared. The eight marginal systems are outlined in yellow and the nine malfunctioning systems are completely colored in yellow. The remaining fifty are properly functioning. The County Health Department monitors private systems, and notifies residents when improvements need to be made. Should annexation of the study area occur, the County Health Department would continue to function in this capacity. A minimum lot size of one acre is required by the county for a septic system.

A gradual conversion to the public sanitary system is anticipated. This will occur as the private systems deteriorate, and residents seek to connect to the public system. Permits for new septic systems are not granted by the county if the property lies within 200' of an existing public system. Since this area is within the jurisdiction of the Hinsdale Sanitary District, even more stringent criteria are applicable. Under their regulations, properties within 150 feet of an existing public system must connect to the public system if there is (1) any malfunctioning of the system, (2) change of ownership, or (3) change in the imperviousness of the site (as occurs when room additions or patios are constructed).

Over a period of time, then, connections to the public system will tend to occur. Since a public sewer system immediately adds to the value of the property, the cost of the connection is generally considered to be a user obligation. The role of the Village in this case would be to establish, in cooperation with the Hinsdale Sanitary District, the program whereby the public system can be constructed, with the costs being divided among the benefiting residents.

## STORM WATER

Carl Blomgren of the Hinsdale Sanitary District was contacted, and although storm water is not directly their concern, they were able to provide some information. The Hinsdale Sanitary District has parts of a 1972 study that was to be a basis for Special Assessment No. 11. S.A. No. 11 would have provided flood control by various means in the eastern half of the study area, but the residents voted it down, probably for financial reasons. In the ensuing years most of the report has disappeared, but much of the study would not be applicable to present conditions. Some maps and drawings comprise what remains of the report.

Mr. Blomgren is certain that precise information on storm water in the study area is not available. If the Village desires better information than described above, it will have to conduct a survey or hire a consultant. However, based upon the fact that there are very few complaints of flooding, he believes that no flooding problem exists. There is ponding in natural detention basins, but no one is threatened by this.

There are four individual drainage basins within the study area, bounded approximately as follows:

1. Clarendon Hills Road, 56th Street, Richmond, 55th Street.  
Drainage is northward thru culverts under 55th Street at Walker, Western and Richmond.
2. Virginia, 59th Street, Richmond, 56th Street.  
Drainage is southward, apparently thru culverts under 59th Street at Virginia and Richmond.
3. Prospect (extension), 59th Street, Virginia, 55th Street.  
Drainage is southward thru a culvert at Clarendon Hills Road and 59th Street.
4. Route 83, 59th Street, Prospect (extension), 55th Street.  
Drainage is eastward toward Route 83.

Basin No. 1 is without serious flooding problem. There had been a ponding problem around Western and 56th but last Fall the cause was found to be a blocked storm sewer in Western Avenue north of 55th Street. The sewer has now been opened and it is believed that the problem has been eliminated.

Basin No. 2 is without serious flooding problem. There is a swamp at Western and 59th Street which is not considered to constitute a threat. The Hinsdale Sanitary District believes that it is drained by a farm tile system toward the Knolls pond.

Basin No. 3 is the most complicated and potentially troublesome. It is comprised of three sub-basins which can be designated West, Central, and East.

West contains about 56 acres and drains toward the southeast where it merges with the drainage from Central at 58th Street between Alabama and Tennessee. The combined flow drains toward the southeast where it merges with the drainage from East. West contains no known flooding problems.

Central contains about 45 acres. It is crescent shaped, starting just east of the Country House, arcing southwesterly to the natural detention basin at 57th Street and Alabama, and then arcing southeasterly toward 59th Street and Clarendon Hills Road. The map from the S.A. No. 11 project estimates the storage capacity of the detention basin to be 11.5 acre feet but the Hinsdale Sanitary District believes it to be greater. Whatever the actual figure, the capacity appears to be adequate for the present and it could be expanded appreciably, if necessary.

East contains about 30 acres and drains toward a natural detention basin at 59th Street and Clarendon Hills Road. East contains no known flooding problems.

An improvement in Basin 3 was provided recently by Willowbrook; they installed a culvert under Clarendon Hills Road just north of 59th Street. Storm water from sub-basins West and Central can now flow under the road (rather than over the road) to merge with water from East sub-basin.

Basin No. 4 is without flooding problem, as far as is known. The Hinsdale Sanitary District has reason to believe that there may be storm water inflow into sanitary sewers in the area around the apartments. However, that is the responsibility of the Hinsdale Sanitary District, and is not the Village's problem.

The discharge from Basin No. 3 flows under 59th Street thru a culvert just east of Clarendon Hills Road into a naturally low area along the south side of 59th Street. From there it is carried (along with waters from outside our study area) thru a 12" field tile sewer to the Knolls pond. It is the general opinion that this sewer is inadequate and that the intersection of 59th Street and Clarendon Hills Road is often under water after a big storm.

A study, done by Wight and Company for the Village of Willowbrook, recommends that three things be done to eliminate this problem.

1. Raise the intersection 2 feet.
2. Run a new sewer to the Knolls pond with a capacity about 6 times the capacity of the present sewer, or provide adequate detention.
3. Limit the discharge from above 59th Street to the existing rate of .015 CFS/acre.

It is unlikely that the implementation of any of these recommendations would result in a financial burden to the Village of Clarendon Hills. The Foxford organization, who are exploring the possibility of

developing the area north of the Knolls, have been told by Willowbrook that, as a condition for obtaining a permit, they must agree to provide the facilities specified in the first two recommendations. If Foxford should pull out, Willowbrook will almost certainly impose the same conditions upon any prospective developer in the future so the problem will eventually be eliminated by others. The Village of Clarendon Hills' obligation to maintain the existing discharge rate will be easy to meet — just a matter of enforcing existing storm water ordinances.

In conclusion, it can be safely stated that there is no reason related to storm water why the Village of Clarendon Hills should not annex the study area. Obviously, the Village would expect to take over the routine matters now performed by the County and the Township such as the maintenance of ditches and swales. Beyond the routine, it might have an occasional local problem to solve which might involve a new ditch, a berm, or a culvert. The area doesn't have and it doesn't need a storm sewer system, and this means no construction costs and no maintenance costs. The most extensive project that this committee can envision would be to deepen and landscape the detention basins, and that would be partly a Village beautification project.

In the event that the Village should decide to annex the study area, two recommendations regarding the matter of storm water should be made to Village officials.

1. Make every effort to obtain as many of the under-water lots in the area as possible. The Hinsdale Sanitary District owns the following lots:

9-15B - 211 - 010)  
- 011)  
- 012)  
- 013) located at the northeast  
- 014) corner of Alabama and  
- 015) 57th Street.  
- 016)  
- 035)

9-14A - 104 - 015)  
- 016)  
- 017) located at the northeast  
- 019) corner of Clarendon Hills  
- 020) Road and 58th Place.  
- 021)

These lots were given to the District as tax deductions. Under-water lots are in a realistic sense unbuildable because of flood plain regulations; about the only value to the owner is its value as a gift. No one will be tempted to dump fill on property he doesn't own and he won't oppose its use as a detention basin.

The Village needs to determine precisely what land should not be built upon. A program should then be developed to bring this land into public ownership. As part of this effort, the Village might keep itself aware of properties that are sold for delinquent taxes. A joint effort with the Hinsdale Sanitary District and the Clarendon Hills Park District would be most effective in the acquisition and maintenance of the parcel in question. Investigation into zoning control; that is, the development of a special "Floodplain" zoning category, would also prove beneficial in this regard.

2. Actively enforce County, Village, and District ordinances regarding flood plains. It is very difficult for an official to determine whether an applicant for a building permit has encroached on the flood plain by filling. It would be well to have an inventory, complete with photographs, of marginal lots. A periodic flyover of the area might be advisable. It would also be well to have every Village official and employee constantly alert to dumping so it can be stopped quickly.

## POTABLE WATER

There are three ways in which water is made available to the study area.

1. Some of the properties already receive water from the Village of Clarendon Hills.
2. Most of the study area receives water from the privately owned Clarendon Water Company.
3. A few properties, particularly west of Bentley, receive water from private wells.

Each of these sources will be discussed in detail.

### VILLAGE WATER

The Village of Clarendon Hills presently serves water to nearly all of the commercial and multi-unit uses in the area between 55th Street and 57th Street. The three apartment complexes at Bentley and Virginia are Clarendon Hills water customers that remain outside the Village. Generally speaking, properties not in the Village that receive Village water pay the non-resident user fee, according to standard municipal practice.

Clarendon Hills water mains extend across 55th Street at a number of locations. A 4" service line crosses 55th Street at Bentley, a 4" service line crosses at Tennessee, a 6" main at Clarendon Hills Road, and a number of 3/4" service lines cross 55th Street between Richmond Avenue and Route 83. An 8" main crosses at Holmes, and serves the Jewel and the first set of apartments south of the Jewel. It is from this main that the emergency connection exists to the Clarendon Water Company.

### CLARENDOON WATER COMPANY

The Clarendon Water Company is a privately owned company run by Utilities, Inc., a Northbrook, Illinois firm. Information on this water system was not obtained directly from Utilities, Inc., whose representatives are reluctant to answer questions. Much of the following information is courtesy of Mr. Leonard Lindstrom of the Illinois Environmental Protection Agency.

The Clarendon Water Company has two shallow wells: Number 1 well can provide 300 gallons/minute and No. 2 well can provide 200 gallons/minute. The company has no overhead storage capability, but has two pressure tanks providing a total volume of 48,000 gallons of storage capacity. However, much of this volume is taken up by the air required for pressurization necessary for this type of system, so that at any given moment perhaps only about 20,000 to 30,000 gallons of water are being stored. The wells and tanks are located near the northeast corner of 58th Street and Holmes Avenue.

The Clarendon Water Company has approximately 573 services, which translates to perhaps 2,000 people. The EPA has a pressure storage standard of 35 gallons/capita. This standard would dictate a pressure storage capacity of some 70,000 gallons. The Clarendon Water Company's storage capacity of some 20,000 to 30,000 gallons does not meet the EPA standards. When asked if the company could take on more customers, Mr. Lindstrom stated "From the standpoint of pressure storage, the system is pretty much at capacity."

The system has no standby power supply, so when the power fails, the water system ceases functioning in very short order. It has been at such times that the emergency connection from the Village has been utilized. The nature of this connection is as follows. When the Clarendon Water Company experiences difficulties, they contact the Clarendon Hills Village Manager or the Superintendent of Public Works. If there is a sufficient supply of water available so that the supply to the Village residents is not endangered, then the Superintendent of Public Works or his representative goes to the location of the emergency connection (near 56th Street and Holmes Avenue) and manually turns the valves to permit the open flow between the two systems. After the emergency is over, the amount of water provided is estimated and the utility is billed accordingly.

There is pending before Clarendon Hills a request by the Clarendon Water Company for an automatic connection between the systems. This would operate as a pressure differential connection with a metering device. It would, however, amount to a permanent connection between the two systems. The position of the Village is that this would put a burden on the water system and sustain the private utility beyond its reasonable convenience and necessity.

The EPA estimated water usage standard is approximately 50 to 60 gallons/capita/day, so for the Clarendon Water Company, one would expect a usage of 100,000 to 120,000 gallons/day. No data on water use is available except for the first two quarters of 1979, when the figures are 77,000 and 132,000 gallons for the average day. Additional information on pumpage is needed. The EPA Public Water Supply Evaluation Report dated January 10, 1980 states, "Your monthly operating reports do not contain sufficient information to adequately evaluate the operation of your water supply."

This system is designed for potable supply and not fire protection.

The map provided by the EPA depicts 6" mains.

Fire protection standards are not involved, so the domestic standard requires that the pressure not fall below 20 p.s.i. Pressure readings have not been taken at the end points of the system. The distribution system is not looped or interconnected. During peak periods of water consumption, inadequate pressure can be expected to occur at the end points of the system.

There is some naturally occurring fluoride in the water, but it is less than the EPA requires. The Clarendon Water Company does not add fluoride, although Mr. Lindstrom states that they are legally required to do so. A sequestering agent is added to remove iron, but the iron content still greatly exceeds acceptable standards. The EPA acceptable standard for iron is .3 mg/liter, while water from the Clarendon Water Company contains 1.5 mg/liter.

A small water company such as this has great difficulty maintaining itself and making the necessary improvements to keep the system functioning well. The Illinois EPA has a policy of encouraging the dissolution of small utility companies. The eventual involvement of Clarendon Hills in this system seems inevitable. It is in the best interest of the Village for the Clarendon Water Company to not increase in size or in number of services. The reasons for this are twofold:

1. The cost of the system is related to its size and services;
2. Any new users would end up paying for their water system twice. The first time would be for the initial extension of services and the second is the charge incurred when the system is sold to the succeeding public utility. This was explained by Mr. Leonard Lindstrom of the Illinois EPA at one of the Ad Hoc Committee meetings.

#### PRIVATE WELL

Some of the properties are served by private well. In the walk-thru survey previously mentioned, 53 private wells were surveyed and six were found to be unacceptable due to buried seals and three were in unapproved pits. The policy of the Village has been to require the extension of public water service to be at the expense of the user. As these shallow private wells cease to function, the gradual extension of public water lines is expected to occur. Our Village has generally had the policy of extending our water system if the petitioning property owner is within the Village limits, or as part of a preannexation agreement.

#### LONG RANGE WATER SYSTEM PLANNING

The water supply for the Village of Clarendon Hills comes from one deep strata well, with two shallow wells as a secondary source. A serious problem with the deep well could keep that unit out of service for an extended period, and the sustaining ability of the shallow wells is in serious question. Mr. Robert Sassman of the Illinois Water Survey has indicated that it is just a question of time before the water level in the shallow aquifer is lowered beyond the level of the well casing. When this happens, air becomes mixed with water, pumping becomes inefficient, and eventually the well is no longer usable. Clarendon Hills

has developed, in conjunction with the Illinois Water Survey, a testing program to monitor the shallow water levels. There is no doubt that the need for a second deep well or some alternative source of water, e.g. Lake Michigan water, is simply a question of time.

The Clarendon Water Company wells are both shallow (as is the Blackhawk Heights water source) and these systems can be expected to run into difficulty in the near future.

Long range water supply plans for the Village mandate a consolidation of all these systems. Blackhawk Heights is a part of the Village and the Village has the responsibility to insure a reliable water source for its residents.

Clarendon Hills is the municipality nearest to the 55th - 59th Street study area that operates a water utility. Our water system already extends south of 55th Street. The water line servicing the Jewel Food Store and certain apartments presently terminates in a dead end. This line needs to be looped into the existing water distribution system. In the future, an interdependence of these two systems is likely to emerge.

The consolidation of all of these systems would increase the capital base to enable the Village to finance the expenditures inherent in obtaining an additional source of water.

For these reasons, the Ad Hoc Committee recommends that a comprehensive water distribution plan be made for the study area. Deficiencies in the distribution system would be pinpointed and certain other calculations would be made. The result would be a plan showing the optimum pipe size and distribution network and the location of the hydrants. In this way, as residents decide to connect to the public water system, a plan would be available to accomplish this in a coordinated fashion. This study will make available the method by which the needed loopings of the system can be accomplished.

## ZONING AND LAND USE

In 1957, Du Page County zoned the entire area as single family residential. Since that time the County Zoning Board of Appeals, the County Board of Supervisors and the Village of Clarendon Hills through various annexation moves have changed some areas to multi-family or commercial. These actions have altered the makeup of the area. At the present time approximately 80 two or three flat apartment buildings are located in this area along with three major high density apartment complexes. Also introduced into this area are three rezoned commercial parcels which have been annexed into the Village of Clarendon Hills and one commercial parcel which remains in the County. This commercial activity is located along 55th Street.

Over the last few years, commercial zoning petitions have been denied along 55th Street, although persistent petitioning efforts by some land owners have resulted in the granting of commercial rezoning in certain instances. Historically, this area has developed with little direction even though studies by the County and the Village have provided a guide to land use and zoning. The continuation of undirected growth and development should not be permitted. The County land use plan and zoning ordinances, and the Village study on this area by Planning Horizons, indicate that this area should be residential in nature, with multi-family housing allowed along the 55th Street corridor. Any other use of the land could only occur after a public hearing process.

If the Village of Clarendon Hills were to annex the study area, the recently passed ordinance amending the Village of Clarendon Hills' zoning ordinance, along with the existing Clarendon Hills zoning ordinance, provide ample tools for implementing the comprehensive plans.

The revised Village Zoning Ordinance and the Du Page County Zoning District Map outlining the present zoning for the individual parcels contain the provisions needed to regulate the use of the property, the size of the lots, open space, and the height and bulk of structures. These ordinances establish direct and indirect limitations on population density in various areas through minimum lot area requirements and subdivision restrictions. The combination of the two ordinances and the Hinsdale Sanitary District's preferred land use map specify standards for various land uses, including flood plain and water storage sites, and also regulate other site amenities such as curbing, sidewalks and driveways.

If this land is annexed, it will be the responsibility of the Village Zoning Board to insure that new subdivisions conform to the present zoning laws, land use regulations and Village building codes, along with other policies and standards the Village now has on the books. These regulations establish reasonable requirements and procedures that must be followed to protect the general welfare of the community, although the various parts of the area will have to be evaluated in a logical manner, and on an individual basis. Each subdivision must be evaluated on its own merits.

It is the conclusion of the Ad Hoc Committee that the existing zoning district maps provide ample land use controls and discourage any unwanted non-conforming land use or substandard development.

## FIRE PROTECTION

The study area is currently serviced by the Clarendon Heights Fire Protection District, an independent district and taxing body. This district has two tanker trucks, each having a capacity of 1600 gallons, available for its fire fighting operations. As was discussed in the section on the Potable Water Supply, the water system serving the study area is for domestic use only. At present, it is inadequate for fire protection purposes. The tanker trucks are designed for this situation, to bring adequate volumes of water to the site.

As the unincorporated areas that are serviced by the Clarendon Heights Fire Protection District gradually become part of existing municipalities, the fire protection district boundaries will inevitably decline. It seems wise, then, for Clarendon Hills to participate in a program to utilize the existing volunteers, equipment and facilities. The precise nature of this participation needs careful additional study. The Ad Hoc Committee suggests that the Fire Officials of the Village and of the Clarendon Heights District review this problem. The possibility of some type of joint Fire Protection District, or some other cooperative arrangement, should certainly be explored.

In combination with this approach, the upgrading of the water system, as was previously discussed, needs to be accomplished. Fire flow tests should be done as part of the comprehensive water distribution plan.

The responsibility for providing fire protection is incumbent on a municipality. Should the study area be annexed, its fire protection should be analyzed to see if any deficiencies exist. It is necessary for fire protection of equal quality to be available throughout the Village, so that the fire protection rating may be maintained.

## POLICE PROTECTION

As this report is being written, Police Chief Ron Lupo has brought before the Village Board his requests for 1980. They include 2 additional Police Officers, 1 Service Officer and 3 Patrol Cars. Each year thereafter, 2 Patrol Cars would be replaced on a rotating basis. The Village of Clarendon Hills currently has 10 Police Officers, 1 Service Officer, 2 Market Patrol Cars and 1 unmarked vehicle. This does not include office or management employees.

Chief Lupo made this request because of coverage/scheduling problems. Trying to plan duty rosters for 3 shifts after taking into consideration vacation, sick days, court time, etc., sometimes leaves the Village with only 1 man duty shifts. Chief Lupo feels that this is a crime against all Village residents. The additional vehicles as requested are needed for age, mechanical and scheduling problems.

He feels that the current staffing of the Police Department is too thin. There is too great an opportunity for negative/poor servicing of Village needs. If his budget is approved, there would be no problems servicing the area to the south side of 56th Street as long as it retains the single-family or 2 - 3 flat housing. This would be in keeping with the annexation resolution recently adopted by the Village. A few small apartment complexes would cause no problems. However, major multi-family developments, may result in an increase in property crimes, drug and auto theft arrests. Without this problem, the area south to 59th Street could be serviced without adding to the police force, provided that the 2 additional officers as requested in the budget, are granted.

55th Street as a physical dividing line would not cause a problem in servicing this area, but Chief Lupo would like to see signals at the ramps on 55th Street and Route 83. Clarendon Hills Road might also require signals, especially if any major development occurs south of the Village. Additional patrolling might then be necessary if that occurs. Before a crossing guard would be installed at the Holmes School located in this area, a survey would have to determine if it would be needed. No specialized training, equipment or personnel would be required for the Department (i.e. Detective), since Chief Lupo generally would like to see more Generalist/Specialist training for all Officers. The only possible addition he can see to the physical plant would be to add a garage.

Since the size of the area is a major factor in servicing a community, his budget requests are a necessity to the area south of 55th Street. If these requests are not approved, Chief Lupo sees no way in which to stretch an already too thin Police Department.

The Police Department as a whole would like to see this area annexed to the Village. The scope and depth of work would be increased, as well as formalizing the annexation of an area they already service for the Du Page Sheriff's Office.

## COST/REVENUE ANALYSIS

The following is a study done by the Ad Hoc Committee for the Land Use Committee of the Board of Trustees. It contains a cost/revenue analysis for the annexation of the first block south of 55th Street, but some of the information on the cost/revenue breakdown for the various land uses would be applicable to the entire study area.

### - ABSTRACT

This study is an attempt to provide the Land Use Committee with an understanding of the ramifications of annexing the area from 55th Street to just south of 56th Street.

Information has been developed using Plan A of the Planning Horizons Study. Plan A of the Comprehensive Plan is the planning alternative that was adopted by the Clarendon Hills Village Board. It emphasizes multi-family and single family housing and recommends no further expansion of commercial usages.

Statistics have been gathered concerning the assessed valuations of the area in question to obtain an estimate of the property taxes that might accrue to the Village. Other sources of revenue directly attributable to this area are also examined.

Statistics are also developed concerning the cost of municipal services in this area, using the service standards presently existing in Clarendon Hills.

A comparison of these total revenues and costs is made and the meaning of the comparisons is discussed.

A number of other concerns and related costs are identified and discussed. These will be relevant to the Village in the future whether or not the area in question is annexed.

Other information acquired by the Ad Hoc Committee that seems pertinent to the area in question is made available.

### METHODOLOGY

1. Mr. Herbert Stade, who owns and operates the Forest Hill Apartment complexes, was contacted. He provided the exact location of his properties, the area (in acres) of each parcel, and the number of units in each property according to type (i.e. number of bedrooms). This provided the information to analyze the multi-family residential category.

Building on 56th and Clarendon Hills Road:

52 one bedroom units on 2.46 acres or 21.1 dwelling units/acre

Buildings on 55th and Tennessee:

21 two bedroom units

18 one bedroom units

39 units on 2.24 acres or 17.4 dwelling units/acre

Buildings on 55th and Alabama:  
20 two bedroom units  
48 one bedroom units  
68 units on 4.25 acres of 16 dwelling units/acre

This data led to the selection of a typical density of 18 dwelling units/acre for the expansion of multiple family dwellings as indicated in Plan A.

2. A prototypical single family dwelling (the Wrubliwsky property), two-family building (one of the units on the south side of 56th Street) and multi-family building (one of the Stade properties) were selected. A visit was made to the Township Assessor's Office in Westmont to speak to Mr. Harold Rankin, Deputy Assessor. He provided the assessed valuations for these parcels. The specifications of the proposed office building at 55th Street and Clarendon Hills Road were discussed with Mr. Rankin, and he provided an approximate assessed valuation for this property.

Wrubliwsky property has a total assessed valuation of \$10,866.00. Since it is 1/3 acre lot, the assessed valuation for single family district is estimated at \$32,598/acre.

For a two-family dwelling, the building owned by Mr. Gregory was selected (lots 237, 238, 239 in Parcel 09-14-101-005). His total assessed valuation is \$21,463.00. The property is .23 acres, so the assessed valuation/acre for this housing type is \$93,317.39.

For a multiple family parcel, the Stade property at the southeast corner of 56th Street and Clarendon Hills Road was selected. The assessor stated that the total assessed valuation for this parcel is \$283,355.00. Since this is a 2.46 acre parcel, the assessed valuation/acre for this house type is \$115,184.95.

For a commercial property, the assessor was told that the proposed office building for the corner of 55th Street and Clarendon Hills Road is to be a two story building of 10,000 square feet situated on a .9 acre lot. Mr. Rankin estimated the assessed valuation of this type of building at \$41.62/square foot, which multiplies out to \$416,200.00. He estimated the value of the land to be about \$30,000 once the building is constructed, giving a total assessed valuation of \$436,200 for the parcel. This would result in an assessed valuation/acre of commercial property of \$484,666.66.

3. Following Land Use Plan A, the number of acres of each land use was determined using the categories of Single Family Residential, Two-Family Residential, Multi-Family Residential and Commercial.

<u>LAND USE</u>	<u>ACRES</u>	<u>PERCENT OF TOTAL ACREAGE</u>
Single Family	31.4	56.1%
Two Family	3.8	6.7
Multi-Family	19.9	35.6
Commercial	.9	1.6
	56.0	100.0%

4. Some assumptions about the future of this area were then made. It is extremely likely that the large lot farmettes will eventually be subdivided into smaller lots. This will occur whether or not the area is annexed, but annexation would certainly accelerate the rate of conversion. The Wrubliwsky 1/3 acre lot was assumed to be the prototypical single family lot. No further construction of two flats was posited. For additional multi-family construction, an average density of the Stade properties was assumed. No further expansion of commercial usage is indicated in Plan A. According to the above standards, it was assumed that all land would be fully developed and improved.

5. The acreages associated with each use were multiplied by the assessed valuation for each use, and all these were added together to get an estimated total assessed valuation.

<u>LAND USE</u>	<u>ASSESSED VALUATION/ACRE</u>	<u>NO. OF ACRES</u>	<u>TOTAL ASSESSED VALUATION</u>
Single Family	\$ 32,598.00	31.4	\$1,023,577.20
Two Family	93,317.37	3.8	354,606.08
Multi-Family	115,184.95	19.9	2,292,180.50
Commercial	484,666.66	.9	436,200.00
Total Assessed Valuation			<u>\$4,106,563.78</u>

6. Population density standards (the number of people per dwelling unit for each housing type) were obtained from the DuPage County Regional Plan Commission. For each land use type, the number of persons per dwelling unit was multiplied by the number of dwelling units per acre to get the number of persons per acre. These figures were then multiplied by the acreage for each land use to arrive at the population for each land use category. The sum of these population statistics provides the estimated total population of the study area.

#### DuPage County Regional Plan Commission Standards

<u>HOUSING TYPE</u>	<u>PERSONS/DWELLING UNIT</u>
Single Family	3.6
Two Family	3.1
Multi-Family	2.5

<u>LAND USE</u>	<u>PERSONS/DWELLING UNIT</u>	<u>X</u>	<u>DWELLING UNITS/ACRE</u>	<u>=</u>	<u>PERSONS/ACRE</u>
Single Family	3.6		3.0	-	10.98
Two Family	3.1		8.7		26.97
Multi-Family	2.5		18.0		45.00
Commercial (Equivalent)					5.00

<u>LAND USE</u>	<u>PERSONS/ACRE</u>	<u>X</u>	<u>ACREAGE</u>	<u>=</u>	<u>POPULATION</u>
Single Family	10.98		31.4		344.77
Two Family	26.97		3.8		102.48
Multi-Family	45.00		19.9		895.50
Commercial	20.00		.9		4.50
				<u>Total Population</u>	<u>1,347.25</u>

7. The total revenue accruing to the Village can be determined once the total assessed valuation and the population are known. The real estate tax rates for our Village, as well as other tax and revenue sharing multipliers, were obtained from the Village Manager. The total revenues were then calculated.

Tax Rates (Obtained from Village Manager)  
Real Estate Tax Rates

Village of Clarendon Hills	.6929 (Per \$100 assessed valuation)
Clarendon Hills Library	.1619
Clarendon Hills Park District	.2040
Sales Tax	\$ 30.00/capita
Income Tax	\$ 15.00/capita
Motor Fuel Tax	\$ 12.11/capita
Motor Vehicle License	\$ 9.00 each
Revenue Sharing	\$ 5.00/capita

The Library and Park District levies should be subtracted from the total revenue when making any cost/revenue comparisons because these monies go directly for these particular services and cannot be used to defray other municipal costs.

The motor vehicle license fee requires an estimate number of automobiles. Since the generator of traffic is the dwelling unit, the total number of dwelling units was calculated and multiplied by 1.5 cars per dwelling unit (an accepted standard for this area).

<u>HOUSING TYPE</u>	<u>ACRES</u>	<u>X</u>	<u>DWELLING UNITS/ACRE</u>	<u>=</u>	<u>DWELLING UNITS</u>
Single Family	3.4		3.0		94.2
Two Family	3.8		8.7		33.1
Multi-Family	19.9		18.0		358.2
				<u>Total Dwelling Units</u>	<u>485.5</u>

Dwelling units x 1.5 cars/dwelling unit  
 equal 728.2 automobiles

Real Estate Tax	
Village	28,454.38
Library	6,648.53
Park District	<u>8,377.39</u>
	43,480.30
Sales Tax	40,417.50
Income Tax	20,208.75
Motor Fuel Tax	16,315.19
Motor Vehicle Licenses	6,553.80
Revenue Sharing	<u>6,736.25</u>
Total Revenue	133,711.79
Less Library & Park Dist.	<u>15,025.92</u>
Total Adjusted Revenue	<u>\$118,685.87</u>

8. The Village Manager provided the costs of various municipal services, and the cost of servicing the area was then calculated.

Service Costs (Obtained from Village Manager)

Police Protection	\$50/capita
Fire Protection	\$10/capita
Street Maintenance (including snow removal)	\$25/capita
Total Administrative Costs	\$10/capita
Major Street Maintenance	\$55,000/mile, prorated over an 8-10 year period

For the last figure, the length of the streets in the study area was calculated and found to equal 1.53 miles. The annual share of the major street maintenance was found.

$$\begin{aligned} \$55,000/\text{mile} \times 1.53 \text{ miles} &= \$84,150.00 \\ \$84,150.00 \div 8 \text{ years} &= \$10,518.75 \end{aligned}$$

The motor fuel tax figure of \$16,478.68 is in excess of the annual major street maintenance cost of \$10,518.75, so the study area seems self-sufficient with respect to this parameter.

Service Costs

Police Protection	\$ 67,362.50
Fire Protection	13,472.25
Street Maintenance (including snow removal)	33,681.25
Total Administrative Costs	13,472.25
Major Street Maintenance	<u>10,518.75</u>
<u>Total Service Costs</u>	<u>\$138,507.00</u>

## FINDINGS

The comparison between the costs and the revenues generated by land developed according to Plan A indicates that the revenues do not balance out the anticipated costs. The percentage difference between revenues and costs can be calculated as follows:

Total service costs	\$138,507.00
Total adjusted revenue	<u>118,685.87</u>
<u>Difference</u>	<u>\$ 19,831.13 or -14.31%</u>

These results need to be examined in light of the annexations within the area that have already occurred. This is to say that the parcels with the higher tax table, e.g. Jewel Foods, Mid America and the Country House Restaurant, have already been annexed. The revenues that will accrue from what is now primarily residential property will be less than would be the case if the study area could be considered "in toto." If municipalities choose to annex only those parcels that provide the most beneficial tax base, the adjacent areas cannot help but generate a budget deficit. A haphazard and uncontrolled development of unincorporated areas is the inevitable result.

It seems useful to offer an analysis of the impact of each land use in terms of the cost/revenue balance it generates. To illustrate this, the study area will first be assumed to be completely developed as single family, then completely developed as two-family, then as multi-family and then as commercial. This will provide a clear example of the budget balance that corresponds to each land use.

### Single Family (Developed throughout the 56 acres)

Total Assessed Valuation	\$1,825,488
Total Population	614.88 persons
Real Estate Tax	
Village	\$12,648.81
Library	2,955.46
Park District	3,723.99
Sales Tax	18,446.40
Income Tax	9,223.20
Motor Fuel Tax	7,446.19
Motor Vehicle Licenses	2,268.00
Revenue Sharing	<u>3,074.40</u>
<u>Total Revenue</u>	<u>\$59,786.45</u>
Less Library & Park	<u>6,679.45</u>
<u>Total Adj. Revenue</u>	<u>\$53,107.00</u>
Total Cost	\$68,932.35
Total Adjusted Revenue	<u>53,107.00</u>
<u>Deficit from Single Family Usage</u>	<u>\$15,825.35 or -22.95%</u>

Two Family (Developed throughout the 56 acres)

Total Assessed Valuation	\$5,225,772.70
Total Population	1,510.32 persons
Real Estate Tax	
Village	\$36,209.37
Library	8,460.52
Park District	10,660.57
Sales Tax	45,309.60
Income Tax	22,654.80
Motor Fuel Tax	18,289.97
Motor Veh. Lic.	6,577.20
Revenue Sharing	<u>7,551.60</u>
<u>Total Revenue</u>	<u>\$155,713.63</u>
<u>Less Lib. &amp; Park</u>	<u>19,121.09</u>
<u>Total Adj. Rev.</u>	<u>\$136,592.54</u>
Police	\$75,516.00
Fire	15,103.20
Street Maint.	37,758.00
Total Admin.	15,103.20
Major Str. Maint.	<u>10,518.75</u>
<u>Total Cost</u>	<u>\$153,999.15</u>

Total Cost	\$153,999.15
Less Total Adjusted Revenue	136,592.54
Deficit from Two-Family Usage	<u>\$ 17,406.61 or -11.30%</u>

Multi-Family (Developed throughout the 56 acres)

Total Assessed Valuation	\$6,450,357.00
Total Population	2,250 persons
Real Estate Tax	
Village	\$44,694.52
Library	10,443.13
Park District	13,158.72
Sales Tax	75,600.00
Income Tax	37,800.00
Motor Fuel Tax	30,517.20
Motor Vehicle Licenses	13,608.00
Revenue Sharing	<u>12,600.00</u>
<u>Total Revenue</u>	<u>\$238,421.57</u>
<u>Less Library &amp; Park</u>	<u>23,601.85</u>
<u>Total Adj. Revenue</u>	<u>\$214,819.72</u>
Police	\$126,000.00
Fire	25,200.00
Street Maint.	63,000.00
Total Administration	25,200.00
Major Street Maint.	<u>10,518.75</u>
<u>Total Cost</u>	<u>\$249,918.75</u>
Total Cost	\$249,918.75
Less Total Adjusted Rev.	214,819.72
Deficit from Multi-Family Usage	<u>\$ 35,099.03 or -14.04%</u>

Commercial (Developed throughout the 56 acres)

Total Assessed Valuation	\$27,141,332.00
Total Population (Equivalent)	280
<u>Real Estate Tax</u>	
Village	\$188,062.28
Library	43,941.81
Park District	<u>55,368.31</u>
Total Revenue	\$287,372.40
Less Library & Park Dist.	<u>99,310.12</u>
Total Adj. Rev.	<u>\$188,062.28</u>
Police	\$14,000.00
Fire	2,000.00
Street Maint.	7,000.00
Total Administration	2,800.00
Major Str. Maint.	<u>10,518.75</u>
Total Cost	<u>\$36,318.75</u>

Total Adjusted Revenue	\$188,062.28
Less Total Cost	<u>36,318.75</u>
Benefit from Commercial Usage	<u>\$151,743.53</u> or <u>+80.68%</u>

NOTE: It is the opinion of the committee that the assessed valuation figures used in these calculations are conservative, particularly for the single family dwelling category. A more precise investigation would probably reveal somewhat more favorable results.

REASONS FOR ANNEXATION

Communities may choose to annex property for one or several of the following reasons:

1. To improve the tax base.
2. To control the zoning and development of land.
3. To control some physical problem, e.g. storm water, traffic, etc.
4. To acquire property contiguous to some areas over which jurisdiction may be established at some future time.

It may be wise to consider which of these reasons may be of greatest interest to the Village of Clarendon Hills.

If it is the policy decision of the Village to broaden the tax base, the budget of the various land uses should prove helpful in this endeavor. Single family uses have been shown to produce the highest net deficit, followed by high density multi-family, then by low density (two-family) residential uses.

The overwhelmingly favorable land use in terms of cost/revenue comparison is clearly the commercial usage. Serious consideration should be given to these implications, should the Village wish to increase its tax base. The tool by which a municipality can encourage the uses it desires is through zoning. Before any zoning decisions are made, however, it would be well to consider all the impacts each land use causes—the short-term financial implication is only one parameter.

#### A NOTE ON FUNDING

This report has indicated the need for a number of studies to be done. These include the comprehensive water distribution plan and the street plan. The Village needs to acquire a detailed map which could be officially adopted as part of its comprehensive plan, on which would appear the various land uses, the locations of the proposed detention sites, other open space and the water system and street plans. Funding for this project may be available through the Department of Local Government in Springfield, under the 701 Funding Program.

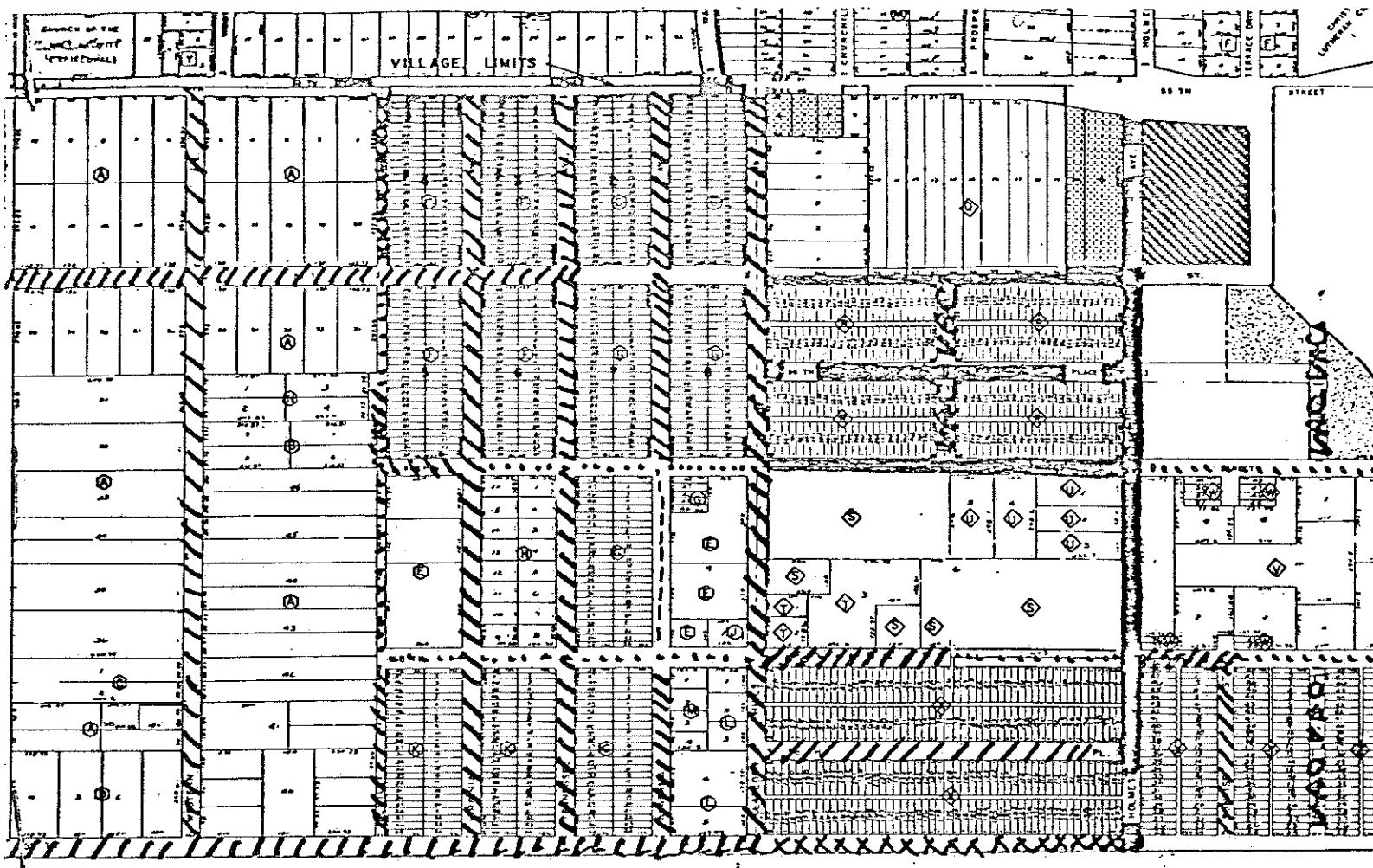
## CONCLUSIONS

It is the conclusion of the Ad Hoc Committee on Planning that the Village of Clarendon Hills is already involved with the area south of 55th Street, and certain problems, particularly in the area of potable water and traffic, require the Village to have jurisdictional authority over the study area. It is especially in the interest of Clarendon Hills to control the expansion of the water utility serving the study area.

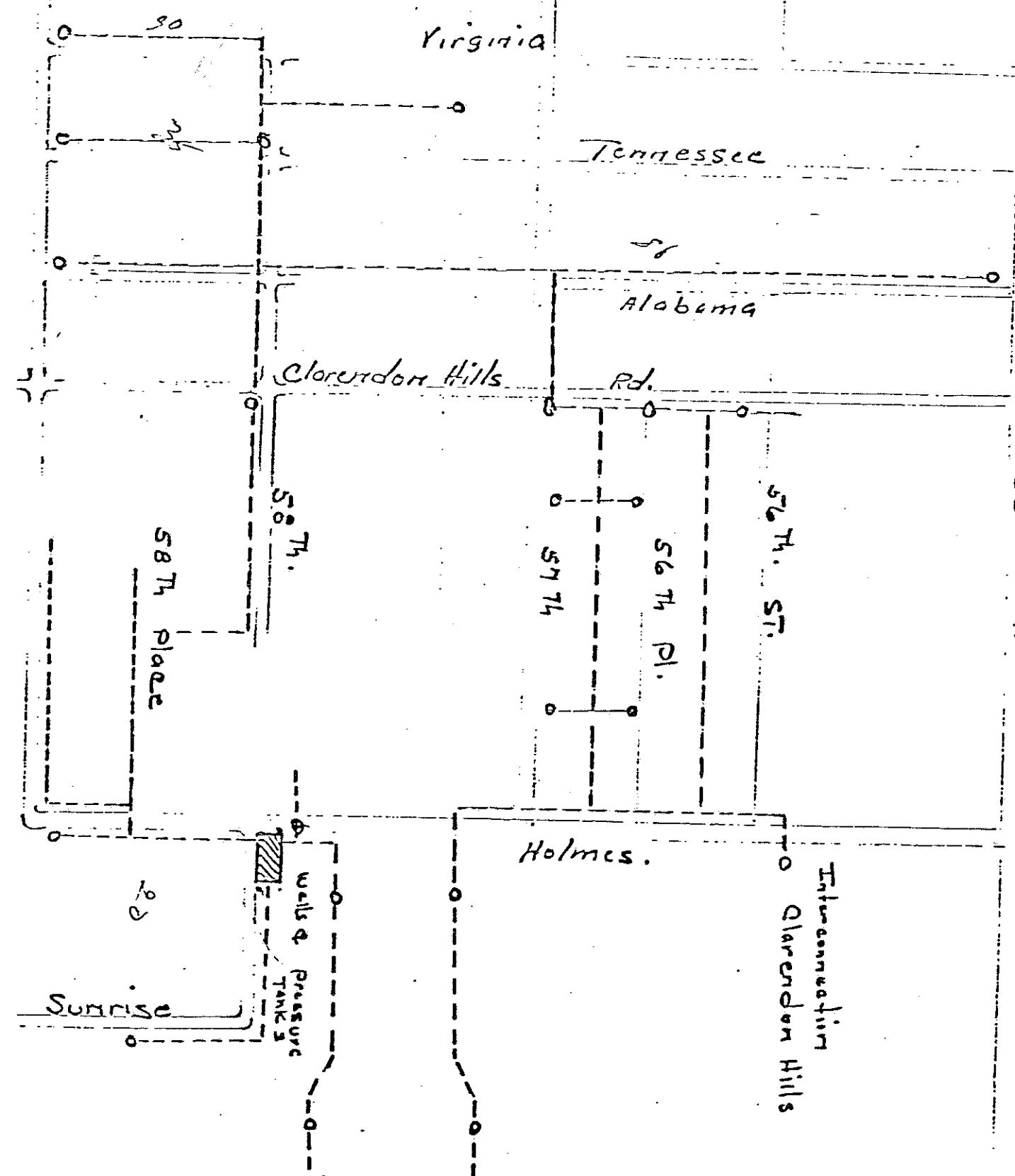
The observation must be made that Clarendon Hills is a small municipality and as such, is limited in some of the services it provides. The police and fire departments in a small Village must necessarily be minimal. These are adequate, to be sure, but the optimal tax base for these services may be in excess of what Clarendon Hills possesses at present. To increase the tax base would empower the Village to upgrade these services, for the benefit of the entire Village.

Finally, it will become increasingly necessary for the people of the study area to be affiliated with a municipality in order to solve their problems. The potable water, surface water, and police and fire protection problems will become acute, and the residents will be needing a corporate structure to which they can address these needs. The Ad Hoc Committee believes that the annexation of the study area would be of mutual benefit to the residents and to the Village.





- BITUMINOUS CONCRETE WITH CURB AND GUTTER
- BITUMINOUS CONCRETE WITH DITCHING
- SEAL COATED WITH DITCHING
- GRAVEL WITH DITCHING
- DEDICATED RIGHT OF WAY BUT NOT IMPROVED



Route - 83