



VILLAGE OF CLARENDON HILLS

55TH STREET SUB-AREA PLAN

ADOPTED
November 6, 2017





Prepared by:
Teska Associates, Inc.
Business Districts, Inc.
Baxter & Woodman
November 2017

STEERING COMMITTEE

Greg Jordan

Land Use Committee Chair

Paul Flood

Public Service Committee Chair

Wil Freve

Zoning Board of Appeals/Plan Commission Chair

Don Price

Economic Development Commission Chair

Mary Jo Peters

The Reserves HOA Board Member

JK Steven

Executive Minister for Christian Church of Clarendon Hills

Tom Fahrenbach

Resident

CONTACT

Village Hall

1 N Prospect Avenue
Clarendon Hills, IL
60514
Phone: 630-286-5400

Dan Ungerleider, AICP

Director of Community Development

VILLAGE BOARD

Village President

Len Austin

Village Clerk

Dawn Tandle

Village Trustees:

Greg Jordan
Don Knoll
Ken Hall
Carol Jorissen
Wil Freve
Don McGarrah

TABLE OF CONTENTS

PART 1: Introduction

INTRODUCTION	1-1
VISION & GOALS	1-10
UNDERSTANDING ANNEXATION	1-14

PART 2: Plan Recommendations

LAND USE & ZONING	2-1
COMMUNITY IDENTITY	2-5
MARKET OVERVIEW + ECONOMIC DEVELOPMENT	2-10
INFRASTRUCTURE & TRANSPORTATION	2-14
ANNEXATION POLICY	2-19
ONGOING OUTREACH	2-22

Page Intentionally Left Blank

EXECUTIVE SUMMARY

The Village of Clarendon Hills has a long tradition of working towards improvement through planning efforts and initiatives. As its most recent plan, the Village has taken a closer look at its southern-most portion, known as the 55th Street Sub-Area. This area contains both incorporated and unincorporated properties, which creates a somewhat jagged boundary and can cause confusion in terms of service provision and community identity.

This plan sets out a vision for the future of this area, by examining the existing conditions, gathering feedback from residents and local leaders, and offering recommendations to guide future decision-making and capital improvements. The Plan focuses on Land Use and Zoning, Community Identity, Markets and Economic Development, Infrastructure and Transportation, Annexation Policy, and Ongoing Outreach.

From the outset, it was not the intent of the Village to forcibly annex the unincorporated areas, nor has that been the purpose of this plan. In fact, the plan recognizes the desire of most unincorporated residents to maintain their unincorporated status and preserve the affordability of their residence.

The 55th Street Sub-Area plan is the product of a thorough planning and public engagement process, in which Village staff, a Steering Committee, and over 200 residents contributed suggestions that helped shape the final document. With their guidance and a full analysis of prior plans, data, market conditions, and infrastructure needs, this plan provides recommendations that can help the Village meet the following goals in the 55th Street Sub-Area:

Goal 1: Clear understanding of annexation alternatives, concerns, and opportunities.

Goal 2: Dependable water quality and service and other local public services.

Goal 3: A neighborhood with good connectivity inside its boundaries and to northern Clarendon Hills.

Goal 4: Preserved character of the area, including the wetland as a community asset.

Goal 5: Preservation of fundamental existing design / development characteristics of sub-area portions related to suburban, semi-rural, and commercial areas.

Other documents related to this study:

- Existing Conditions Report (Prepared for this project by Teska Associates, Inc.)
- Interim Report (Prepared for this project by Teska Associates, Inc.)
- 2015 Water Analysis (Prepared by Ciorba Group)

PART 1: INTRODUCTION

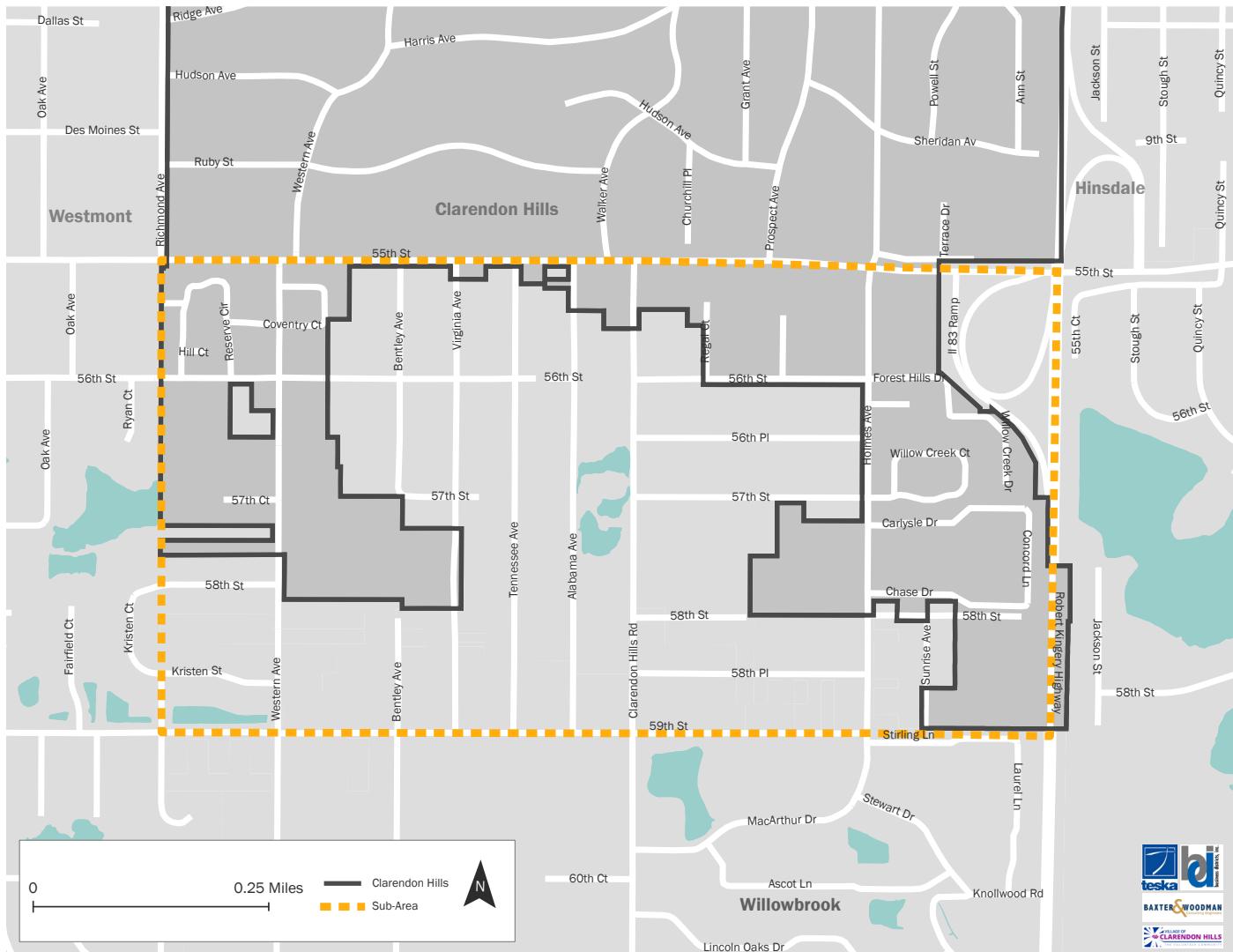
Project Background

The Village of Clarendon Hills is located in DuPage County, approximately 20 miles west of Chicago, west of I-294 and Route 83, and south of I-88 and Ogden Avenue. A Metra commuter rail station is located in the Village's vibrant downtown. The Village's population in 2010 was roughly 8,400.

The 55th Street Sub-Area Plan focuses on a segment of the Village that includes both incorporated and unincorporated parcels. The Sub-Area is located south of 55th Street, east of Richmond Avenue, north of 59th Street, and west of Route 83/Kingery Highway.

This plan aims to define alternatives for “what-ifs” that may arise in the future so that Clarendon Hills and the other nearby governmental entities are prepared to serve the sub-area accordingly. The 55th Street Sub-Area Plan will assist the Village of Clarendon Hills and residents of the area to understand the sub-area community and its needs related to future development and change.

Figure 1: Location of Sub-Area Map



The plan is designed to serve the Village in multiple ways:

- Provide long range guidance, and actions for the near term, that spell out a measured approach to servicing areas south of 55th Street.
- Identify potential issues related to infrastructure and community services that may arise in serving current and future residents in the sub-area.
- Define a vision for the sub-area that presents desired outcomes for residents and business, and is embraced by the entire Village so as to help diminish the perceived disconnect with the sub-area.
- Identify opportunities along 55th Street and in the rest of the sub-area related to economic development, effective public services, and community character.

Planning Process

Project Scope & Timeline

The planning process began in July 2016 with a kickoff meeting and sub-area tour. This initiated the existing conditions analysis, which also included a technical review of the area and meetings with key stakeholders. A project website was launched at the start of the process and the first public open house took place in November 2016.

Once the community provided feedback on the existing conditions analysis, the vision, goals, and objectives were developed with guidance from the Steering Committee. The Interim Report, published in June 2017, included an analysis of different annexation possibilities to help understand the sub-area.

Key recommendations began to emerge throughout this process, and the second public open house was held in August 2017 to share preliminary recommendations. This plan incorporates the valuable feedback received from residents and from the Steering Committee.

Steering Committee

The steering committee was comprised of community leaders and residents of the incorporated and unincorporated parts of the sub-area.

Greg Jordan

Village Trustee, Land Use Committee Chair

Paul Flood

Public Service Committee Chair

Wil Freve

Village Trustee, Zoning Board of Appeals/Plan Commission Chair

Don Price

Economic Development Commission Chair

Mary Jo Peters

The Reserves HOA Board Member

JK Steven

Executive Minister for Christian Church of Clarendon Hills

Tom Fahrenbach

Resident

Previous Plans & Planning Efforts

Four major Village of Clarendon Hills plans have studied this sub-area. Findings from these prior plans relate to and inform this planning effort.

THE 55TH STREET PLANNING AREA STUDY (1976)

This study created a “technical data base” for any future annexation or zoning that could take place in the planning area. Key findings of the plan included:

- The street pattern needs better connectivity for future growth and higher density.
- 55th Street and Route 83 should be protected as main arterials for high capacity.
- The area lacks uniformity and “has a raw unestablished character” with inconsistent curbs and street trees.

The plan offered two annexation alternatives, one of which annexed the area north of 56th Street and one of which annexed the entire planning area. The first aimed to keep the residential character of 55th Street and to prevent other municipalities from potentially placing commercial uses just south. The second aimed to prevent piecemeal annexation or undesirable zoning. The options presented for future land use and zoning proposed: keeping the sub-area a single-family area, increasing the tax base on 55th, or focusing on multi-family residential.

REPORT ON PLANNING FOR THE SOUTH OF 55TH STREET STUDY AREA (1980)

This report provided more details on the study area, building upon the previous plan. It references the Village of Clarendon Hills Resolution R-29-79, which established a policy regarding annexation in 1979. The policy involved annexing lots “adjacent to and contiguous with the south right-of-way line of 56th Street.”

It also focused on four possible reasons for annexation: 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., or 4. To acquire property contiguous to some areas over which jurisdiction may be established at some future time.

1991 COMPREHENSIVE PLAN

Key elements from this plan that pertain to the sub-area include:

- The idea of a new residential zoning district, R-1A, along Western Avenue between 56th and 59th Streets that would “maintain some of the positive attributes of the existing larger lots in the area” (note: the R-1A zoning district was not established in the planning study area).
- Residential buildings were to remain compatible with each other in residential areas.

WATER CAPACITY ANALYSIS FOR THE SOUTH SIDE WATER SUPPLY AREA (2015)

This plan studied what impacts future development might have on the Village’s water capacity. Key findings included:

- Village water demand was 0.778 MGD with a season peaking factor of 1.5.
- The Village water system relied on pressure from DuPage Water Commission’s transfer stations.
- If the sub-area were annexed, population would increase by 884 people and water demand would increase by 10% to 0.854 MGD.
- Emergency storage volume was limited, having a shortfall of 0.5 MG.

The plan listed three alternative improvements:

- Creating an isolated pressure zone near Western Avenue south of 55th Street, requiring a new water storage tank and booster station.
- Creating an isolated pressure zone near Western Avenue south of 55th Street, relying on the Ann Street Pump Station, with a new water storage tank.
- Creating a separate water network for the Western Avenue low pressure area with new ground storage tanks and a pump station.



Context for Planning

The Existing Conditions Report for this plan (which is a separate document) was completed in November 2016 and provided a thorough review of the sub-area. The key findings from that report informed the rest of the planning process and guided recommendations. Key findings are highlighted below:

- Multiple planning efforts have been completed by the Village of Clarendon Hills for the sub-area. These plans noted that the sub-area is somewhat disconnected from the rest of the Village, lacks a clear, uniform character, has issues with standing water and water quality, and lacks sidewalks.
- The land use makeup of the sub-area is primarily residential with both single-family and multi-family development. Commercial uses in the area are on 55th Street. Community institutions (churches and schools) are also part of the sub-area. Zoning is regulated by Clarendon Hills and DuPage County codes; Westmont and Willowbrook zoning applies in the parts of the area currently in those communities.
- The sub-area is diverse demographically. Its population grew from 2000-2010 and approximately 14% of its residents are age 65 or older, which is a higher percentage of the population than Clarendon Hills or DuPage County. The sub-area also has a smaller household size (2.01) than in Clarendon Hills and DuPage County (which both have an average size of 2.6). The area's household income and percentage of home ownership are both lower than Clarendon Hills and DuPage County.
- The sub-area is served by a variety of community service providers. Residents of Clarendon Hills are served by the Village Police and Fire Departments and receive Clarendon Hills' water. Clarendon Hills Public Works is responsible for incorporated streets and overall rights-of-way in the area. Unincorporated residents are served by the Tri-State Fire Protection District, DuPage County Sheriff's Office, and either Utilities, Inc. or personal wells for water. The entire sub-area is served by Flagg Creek Water Reclamation District, but some homes in the unincorporated area have septic systems. Clarendon Hills' Police and Fire services respond to issues in the sub-area when needed, based on mutual aid agreements.
- The identity of the sub-area is a mix of suburban and semi-rural developments. Public areas (rights-of-way) have a variety of conditions, but typically have drainage swales and lack sidewalks.
- Challenges facing the area include: access by all forms of transportation, condition of infrastructure, variable quality of public services, and lack of a sense of place. Identified opportunities include: partnerships with residents/institutions/communities, clarifying a character and identity, and fiscal predictability for the Village and area residents.
- There is little opportunity for additional commercial development in the sub-area.
- In terms of infrastructure, most streets in the sub-area are in good to fair condition. The existing water system for unincorporated properties (Utilities, Inc.) has a service area of most of the sub-area, but many of these residents are on wells. Most storm sewers and drainage swales appear to be in adequate condition.

Demographics & Housing

Demographics in the study area were examined in comparison to Clarendon Hills and DuPage County. This analysis shows that the sub-area is more similar to the County as a whole than it is to the Village based on the mix of people, household incomes, and housing types.

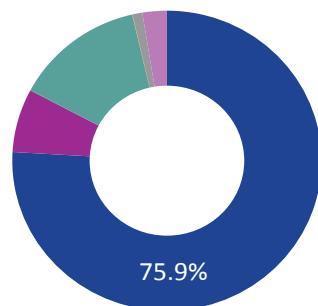
Population, Race, and Ethnicity

While all three areas—the sub-area, the Village, and the County—have had population growth from 2000 to 2010, the sub-area has grown the most (by 10%). The population of the sub-area is slightly older with fewer children, as its 18+ and 65+ population percentages are higher compared to the Village and County. It also has a smaller average household size.

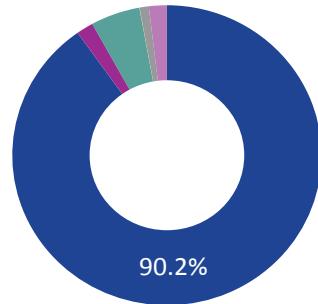
The sub-area's population is more diverse than Clarendon Hills as a whole, and its racial and ethnic makeup is similar to DuPage County's.

Figure 2: Race and Ethnicity

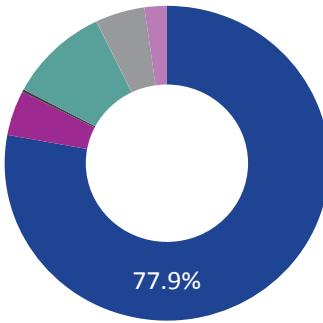
Sub-Area



Clarendon Hills



DuPage County



- White
- Black
- American Indian
- Asian
- Pacific Islander
- Some Other Race
- Population Reporting Two or More Races

Table 1: Population Demographics

	2000	2010	2000	2010	2000	2010
Population	2,349	2,550	7,830	8,427	904,054	916,924
Households	1,142	1,254	2,955	3,132	325,565	337,132
Housing Units	1,266	1,398	3,109	3,338	335,585	356,179
	2010	Percentage	2010	Percentage	2010	Percentage
Age 18 and over	2,071	81.2%	5,761	68.4%	689,494	75.2%
Age 65 and over	354	13.9%	971	11.5%	106,398	11.6%
Average Household Size	2.01		2.69		2.68	

Source: US Census 2010, Esri

Household Income

The sub-area's median income is lower than those of both Clarendon Hills and DuPage County. According to ESRI's census data and projections, many households in the sub-area fall into the income range of either \$35,000-\$49,999 or \$100,000-\$149,000. This displays the variation of households within the sub-area.

Housing

The sub-area has a greater percentage of renter households than Clarendon Hills or DuPage County. This can be attributed to its multi-family complexes, 2- and 3-flat buildings, and possible homes for rent in the area. It also has a higher vacancy rate (10.3%) than the Village (6.2%) or County (5.3%).

The sub-area has a lower average housing value at \$305,836 for those with a mortgage compared to Clarendon Hills (\$618,726) and DuPage County (\$331,991). Median contract rent (\$958) is comparable with Clarendon Hills (\$889) and DuPage County (\$1,003).

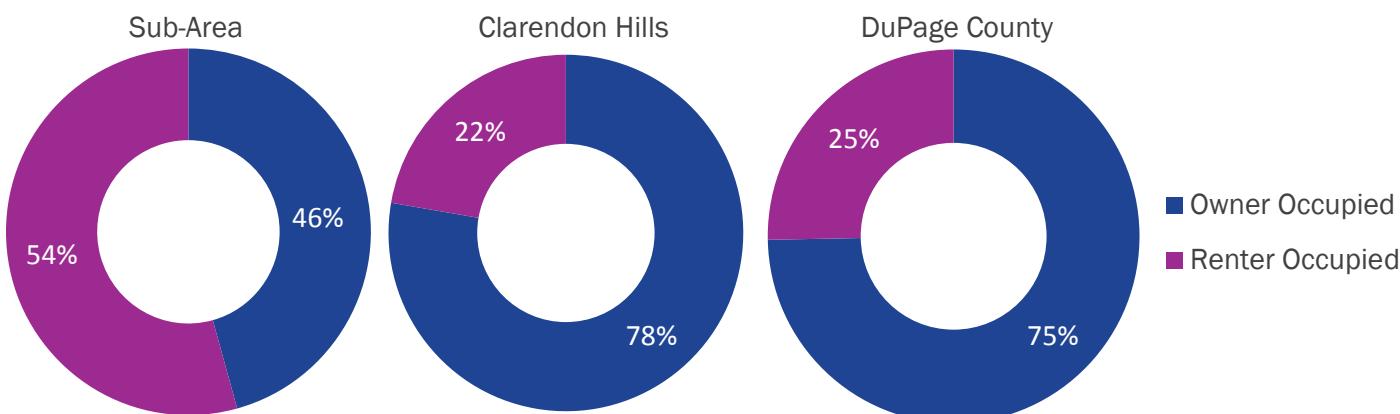
The most common housing units in the sub-area are 1-unit detached (28.1%) and 5-9 unit (26.8%) structures. Clarendon Hills and DuPage County are majority 1-unit detached structures (66.3% and 59.7%). The sub-area's housing stock is newer compared to the Village and County, as the median year of structures built is 1980, compared to 1972 and 1977. Approximately 19% of homeowners moved into the sub-area from 2000-2009 and approximately 57% of renters moved in from 2000 to present. The median year a householder moved into the sub-area is 2006.

Table 2: Household Income

	Sub-Area		Clarendon Hills		DuPage County	
	2016	Percentage	2016	Percentage	2016	Percentage
Median Household Income	\$58,966		\$111,109		\$80,668	
Average Household Income	\$83,198		\$159,740		\$107,728	
Per Capita Income	\$39,323		\$58,601		\$39,999	
Households by Income						
<\$15,000	103	8.0%	109	3.4%	19,625	5.7%
\$15,000-\$24,999	92	7.1%	201	6.3%	19,821	5.8%
\$25,000-\$34,999	143	11.1%	165	5.2%	24,357	7.1%
\$35,000-\$49,999	227	17.6%	239	7.5%	36,380	10.6%
\$50,000-\$74,999	179	13.9%	362	11.4%	57,330	16.8%
\$75,000-\$99,999	175	13.6%	354	11.2%	47,927	14.0%
\$100,000-\$149,999	215	16.7%	528	16.6%	66,564	19.5%
\$150,000-\$199,999	75	5.8%	398	12.5%	33,798	9.9%

Source: US Census 2010, Esri

Figure 3: Housing Tenure



Community Engagement

People with a connection to the sub-area, whether living, working, or traveling through the area, were invited to provide information about its current conditions and to offer feedback on preliminary recommendations. Their comments and concerns helped to provide a picture of the sub-area and to inform plan development.

The community engagement efforts included: a project website, stakeholder meetings (August-September 2016), a Steering Committee Workshop (November 2016), and two public open houses (November 2016 and August 2017).

Major themes that emerged from the community engagement involved questions over potential annexation of the study area, future of the wetland, the physical character of the neighborhood, and water service and quality.

Public Open Houses

Open House #1

Over 75 community members offered comments and concerns at the November 10th Open House, held at the Christian Church of Clarendon Hills. A mapping exercise allowed participants to locate specific places of concern or opportunity within the sub-area. Attendees also gave insight specific to 55th Street by marking the spots where crossing—either on foot or by bike—is best or worst along the corridor.

A visual preference board compared existing characteristics within the study area and allowed participants to vote for what they preferred. Participants voted on two categories: housing and neighborhood appearance. Other exercises used at the open house involved written activities. These included a survey, a “mad-lib” vision statement, and an open-ended letter to the planners.

Results from all of these activities can be found in the Appendix.

Open House #2

The second open house took place on August 14, 2017 at the Christian Church of Clarendon Hills. Over 100 sub-area residents—split evenly between those living in the eastern half of the study area and those living in the western half—attended to learn more about the plan’s preliminary recommendations and to share their ideas. A summary of this meeting can be found in the Appendix.



Over 75 residents participated in the second open house.

Project Website

The project website, clarendonhillsplan.com, served as an engagement tool throughout the entirety of the process. The site was used for project updates and to store all documents and resources relating to the plan. Interested residents could “follow” the site and receive email updates, and visitors used the “Share Ideas” page to contribute ideas and comments. Over 850 people visited the site throughout the planning process.



CLARENDON HILLS 55TH STREET SUB-AREA PLAN

Planning for our future

[HOME](#) [FOLLOW THIS SITE](#) [SHARE IDEAS](#) [NEWS](#) [RESOURCES](#) [CONTACT](#) [FAQ](#)
[HOME](#)

Welcome to the project website for the Village of Clarendon Hills 55th Street Sub-Area Plan! Here you will find updates on the plan, opportunities to share ideas, events you can attend, and much more. [Follow the plan by clicking the plus sign](#)  at the bottom of the page to enter your email and receive updates!

[Edit](#)

THE PLAN



CALENDAR



SHARE IDEAS

“Sidewalk continuity would be great”

“A multi-purpose trail for walkers, bicyclists, cross country skiers, runners and nature lovers could be created around the wetlands and parks...”

“The cars drive very fast on Western...rarely do they make complete stops at 56th and Western.”

A sampling of some of the comments received on the project website

| VISION & GOALS

The aspirations and priorities for an area are conveyed through a plan vision, commonly expressed as a vision statement and a set of goals and objectives. The vision statement seeks to describe an overall ideal for the area. It is more poetry than prose, and contains few, if any, concrete actions or outcomes. Goals are aspirations that are more focused on one aspect of the vision (for example, transportation, land use, or economic development). They set more direction but do not necessarily indicate actions. Objectives are the next level of detail, and these are more connected to actions or outcomes that can be measured for their success. The vision, goals, and objectives in this section are based on the existing conditions analysis and feedback from the public, including a thorough review by the Steering Committee.

Vision Statement

The 55th Street Sub-Area of Clarendon Hills will be a mix of unique neighborhoods, thriving businesses, and established institutions, with some properties in the Village and some unincorporated or part of adjacent communities. Easy-access and a close location to downtown Clarendon Hills will provide opportunities for shopping, dining, and regional connectivity via the Metra train station. Those living in the sub-area will enjoy the neighborhoods' suburban and semi-rural characteristics, creating an overall well-blended environment. With quality public services and streamlined public processes, governmental interactions will be straightforward, benefiting both residents and government entities. The 55th Street Sub-Area will be a place where residents live comfortably within a unique environment.

Goals and Objectives

Goal 1: Clear understanding of annexation alternatives, concerns, and opportunities.

- Objective 1: Provide information regarding cost predictability to local governments and residents.
 - Apply defined standards for likely capital costs when considering possible annexations (roads and water).
 - Apply defined standards for likely costs of municipal services related to possible annexations (police, fire, administration).
 - Acknowledge the existing affordability of housing in the sub-area and sensitivity to cost of residents related to services, infrastructure, and property taxes.
- Objective 2: Provide ongoing information to sub-area and Village residents about the annexation options to allow for informed decisions.
 - Assist residents of unincorporated areas in understanding implications of property tax and other fees of annexation.
 - Create an outreach document (or another form of outreach) as a source for interested persons' questions regarding annexation benefits and processes.
 - Maintain a presence on the Village website related to the Sub-area.
 - Review Sub-Area plan and outreach materials annually at Plan Commission.
 - Define minimum standards and a process for annexation consideration regarding property characteristics (location, size, etc.) while considering existing pre-annexation agreements.
 - Investigate potential incentives for annexation.
 - Acknowledge how annexation would affect existing Village services (such as the long-term impacts on water pressure of ongoing additional users).
- Objective 3: Apply established strategies for consideration of proposals for new commercial and residential development.

Goal 2: Dependable water quality and service and other local public services..

- Objective 1: Understand if and how providing public water to some or all of the sub-area could be possible.
 - Create a plan with nearby governmental entities to determine which entity would provide water to sub-area parcels.
 - Apply predefined circumstances and requirements of the property owners to instigate receiving municipal water service.
 - Work with Clarendon Water Company to improve existing water quality and infrastructure, and/or create a plan to transfer private service to public.
- Objective 2: Establish next steps for the Village if a water emergency were to take place
 - Create a water emergency plan with water service entities involved: nearby governments, private services (Utilities, Inc.), property owners.

Goal 3: A neighborhood with good connectivity inside its boundaries and to northern Clarendon Hills.

- Objective 1: Improve pedestrian and vehicular safety within the sub-area.
 - Add sidewalks where needed, but preserve the semi-rural atmosphere where it exists.
 - Specific locations needing improvement identified at resident open house: the Holmes Avenue/59th Street/MacArthur Drive intersection and Virginia Avenue.
 - Enhance existing pedestrian walkways on vacant rights-of-way to make for a better pedestrian experience; coordinate with Downers Grove Township's maintenance
 - Improve both vehicular and pedestrian circulation.
 - Specific locations needing improvement identified at resident open house: the Virginia Avenue/56th Street intersection (four-way stop/crosswalks needed) and Seton Montessori School's drop off traffic.
 - Work with other jurisdictions regarding improvements (DuPage County, Downers Grove Township)
- Objective 2: Improve availability and safety of crossings on 55th Street.
 - Add signalized intersections with marked crosswalks to ease crossing 55th Street for both vehicles and pedestrians.
 - Specific locations needing improvement identified at resident open house: Clarendon Hills Road/Walker Avenue (pedestrian), Virginia Avenue (pedestrian), Alabama Avenue/Walker Avenue (vehicular), and Western Avenue (vehicular).
 - Emphasize a key connection to northern Clarendon Hills (such as Holmes Avenue).

Goal 4: Preserved character of the area, including the wetland as a community asset.

- Objective 1: Address flooding issues related to the wetland.
 - Conduct stormwater management.
 - Address overflow onto nearby streets.
 - Consider areas that should not be filled in due to increased flooding elsewhere
 - Specific location needing improvement identified at resident open house: the Clarendon Hills Road/57th Street intersection.
- Objective 2: Identify preservation, recreation, and other opportunities for the wetland.

Goal 5: Preservation of fundamental existing design / development characteristics of sub-area portions related to 1) suburban 2) semi-rural and 3) commercial areas.

- Objective 1: Properties in Clarendon Hills or that become annexed should reflect all Village standards to the extent possible.
 - All new development within Clarendon Hills should meet Village standards for streets, drainage, sidewalks, and other requirements of the current Subdivision Ordinance.
 - Already developed properties or groups of properties that annex into Clarendon Hills should comply with Village right of way standards related to sidewalks, drainage systems, etc.
- Objective 2: Maintain semi-rural characteristics of unincorporated areas where possible.
 - Consider an urban design overlay zoning district for Clarendon Hills to maintain semi-rural character of any portions of the sub-area that are annexed.
 - Possible location to apply overlay is bound roughly by 55th Street, Clarendon Hills Road, 58th Street, and Western Avenue (in keeping with existing boundary agreements).
 - District would reflect existing setbacks, streetscape, lot sizes, etc.
 - Add sidewalks for safety (primarily) and connectivity in unincorporated areas where possible.
 - Add sidewalks along Virginia Avenue to increase safety for children at Seton Montessori.
 - Add sidewalks along Clarendon Hills Road, given the existing stoplight at 55th Street and proximity to Walker Avenue (a connection to downtown Clarendon Hills).
 - Design and install pocket parks on portions of unbuilt rights of way to increase public open space in the area.
- Objective 3: Minimal impact on residential properties should result from adjacent or nearby commercial uses.

UNDERSTANDING ANNEXATION

This planning process sparked discussions and concerns from some residents in the sub-area as to whether the plan was a precursor to the Village pursuing annexation of the sub-area. Put simply, this is not the case. The plan seeks to understand the sub-area's current conditions and the potential effects of service and infrastructure issues on the Village of Clarendon Hills and study area residents. A detailed evaluation of factors related to hypothetical annexation scenarios is available from the Interim Report prepared as part of this process.

What is Annexation?

Annexation is the process by which an unincorporated parcel or larger area (that is not part of a municipality) is added to a municipal jurisdiction. Once annexed, property owners receive services from the municipality, and in return are subject to its local regulations, taxes, and fees. Annexation most commonly occurs upon request from a property owner or owners, though municipalities can force the annexation of small areas (less than 60 acres) which they surround. The Illinois State Statutes regarding annexation are found in the Illinois Municipal Code under Article 7 of Municipalities. The statute explains annexation of contiguous territory, surrounded territory, and annexation processes.

10 Things to Know About Annexation & the Sub-Area

1. The 55th Street Sub-Area Plan does not specifically recommend annexation of property.
2. Intergovernmental agreements exist between Clarendon Hills, Westmont, and Willowbrook. If a resident within the unincorporated portion of the sub-area would like to be annexed to a Village, the intergovernmental agreements determine which jurisdiction. The agreements aim to simplify jurisdictional boundaries in the area and provide long-range guidance for planning and capital investments.
3. Though it is no longer Village policy to do so, the Village previously entered into “pre-annexation agreements” with certain property owners in unincorporated areas. These agreements spelled out details regarding utility and service provision and were signed with owners that were not currently contiguous with the Village, but could become contiguous as a result of future annexation of surrounding areas. The goal was to facilitate future connection to the water main installed along Alabama Street.
4. If annexations do occur in the future, they will be voluntary—requested by property owners within the unincorporated area. The Village would force annexation only as a last resort when a certain property causes issues in terms of property maintenance or public nuisance that negatively impacts the Village. Before taking action the Village would first take all possible actions to resolve the issue through communication with the owner.
5. For unincorporated residents that did annex, being in the Village would provide additional or enhanced community services, including Village water service, inclusion in the Park and Library Districts, and closer Police and Fire protection.

6. Properties that become part of the Village would pay somewhat more taxes (about \$300 per year for a home with a market value of approximately \$300,000). Other Village fees would also apply.
7. New water mains and service would be installed to serve each individual annexed property. Associated costs, which can be substantial, include: water service installation, drainage inspections, and other potential necessary improvements.
8. If the Village annexes larger groups of properties (e.g. a block or block segment at a time) in addition to (or instead of) single parcel annexations, water services could be extended in a more cost-effective manner.
9. Should a large enough portion of the sub-area be annexed (approximately half), additional Village services would be needed.
10. Cost of extending services or making needed capital improvements at the block level could be accomplished through use of private investment.



PART 2:

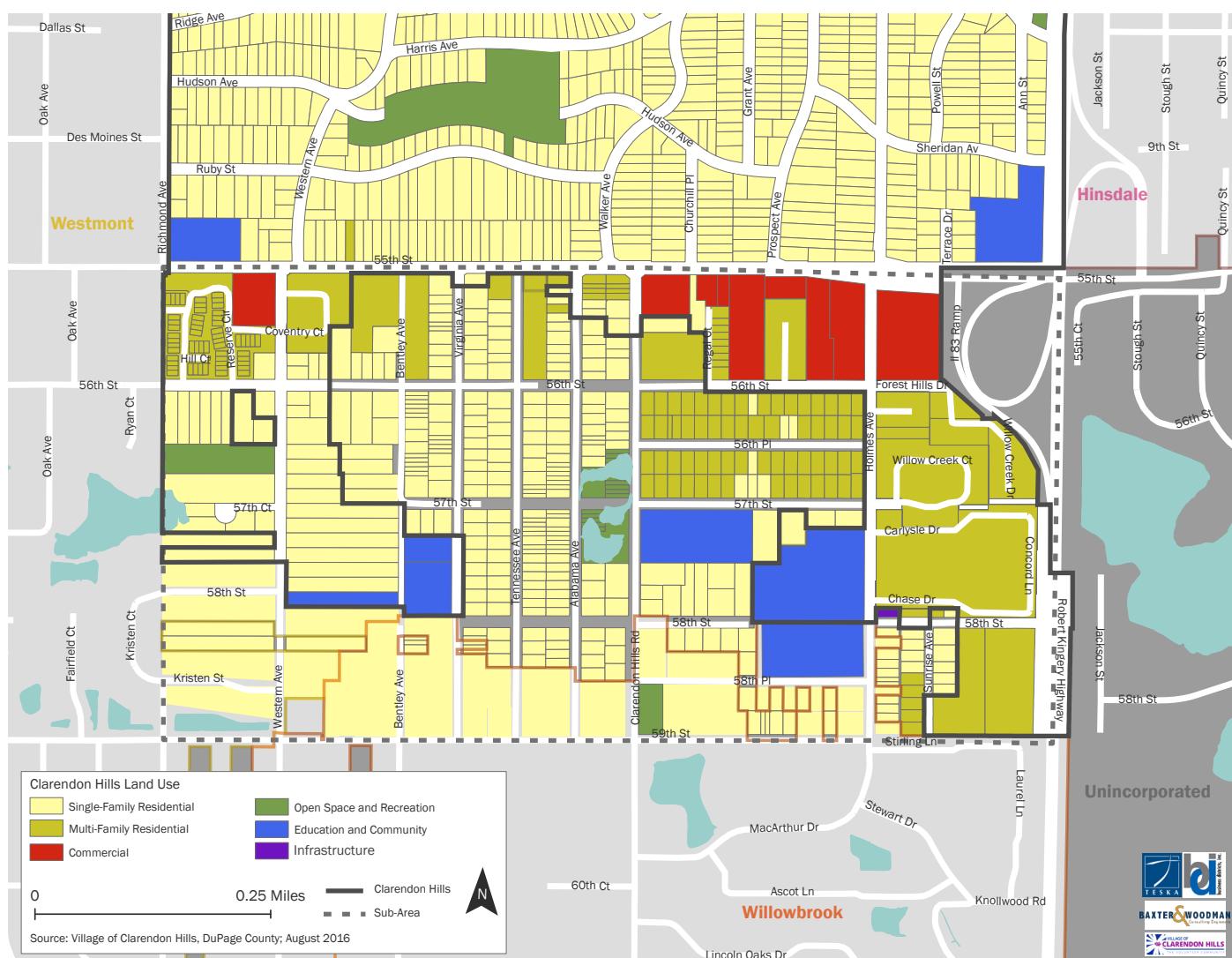
PLAN RECOMMENDATIONS

Part 1 of this document provided context for the 55th Street Sub-Area Plan and described the planning process. Part 2 delves into the various components of the sub-area and offers recommendations for the Village moving forward.

LAND USE & ZONING

The sub-area has a mix of land uses. This section examines existing land use and zoning and offers recommendations for potential residential and commercial development opportunities.

Figure 4: Sub-Area Existing Land Use Map



EXISTING CONDITIONS

Land Use

The sub-area is primarily made up of single-family residential uses of varying lot sizes. Most of the multi-family residential is found on the edges of the sub-area in condominiums or townhomes. These multi-family subdivisions are compact developments that differ in their designs. The sub-area also has 2- and 3-flat buildings found primarily along 56th Street, 56th Place, and 57th Street.

Commercial uses in the sub-area are along 55th Street and include Jewel-Osco, PNC Bank, The Birches Assisted Living, Country House restaurant, Tracy's Tavern, and four office buildings.

Institutional land uses in the sub-area include Seton Montessori School, River of Life Church, Christian Church of Clarendon Hills, and Holmes Elementary School. All sit near the southern boundary of the sub-area.

The only infrastructure classified land use within the sub-area is the small facility belonging to Utilities, Inc.

Zoning

The 55th Street Sub-Area sits among several zoning districts in Clarendon Hills, Willowbrook, Westmont, and unincorporated DuPage County. If annexed, unincorporated parcels (DuPage County residential zoning districts R-4 and R-6) would not align with existing zoning districts and would become legally non-conforming.



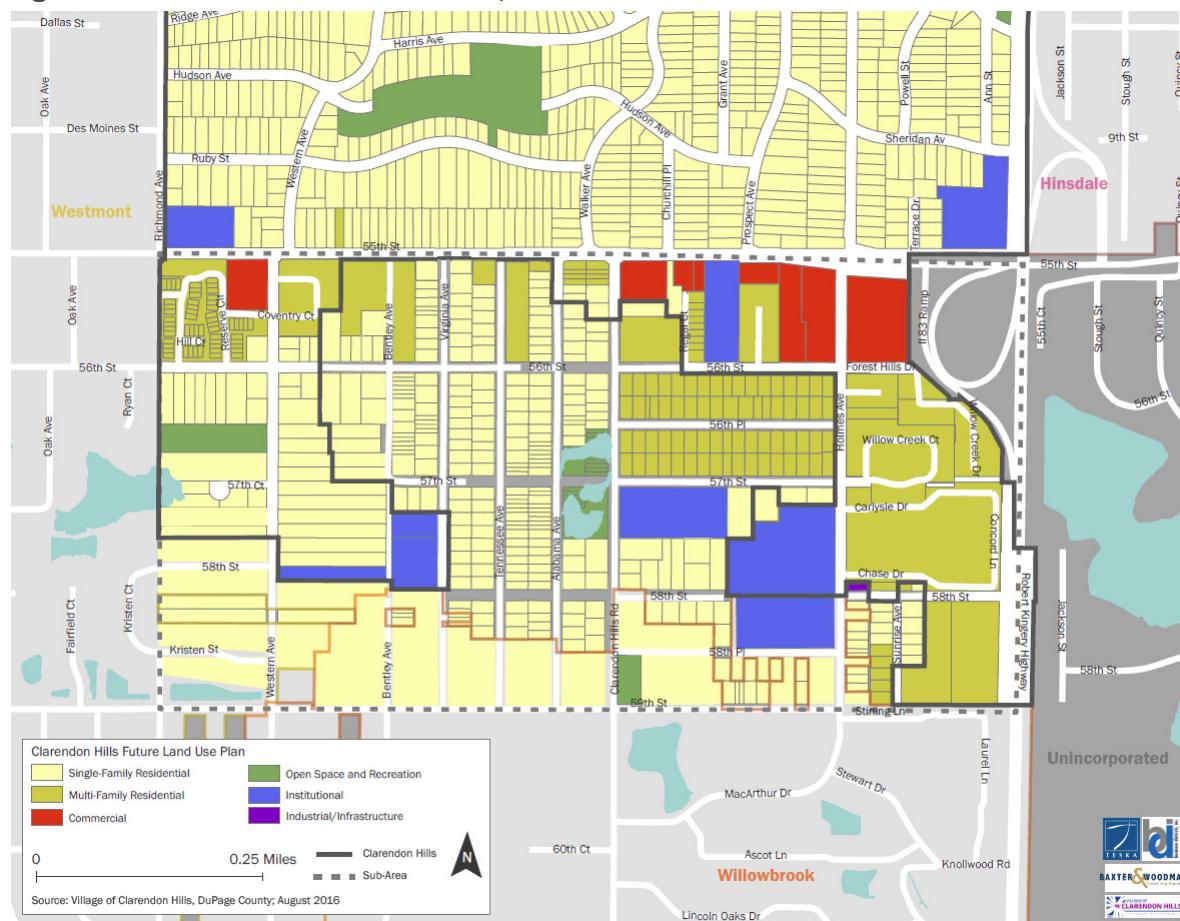
RECOMMENDATIONS

Future Land Uses: Figure 5 illustrates the anticipated future land uses for the sub-area. Most uses would remain the same, but there are certain areas that could change:

- Much of the sub-area is designated for single-family residential use, and it should be noted that this can include townhome development as well.
- The institutional uses within the sub-area (the churches and Montessori school) are assets in the community and could seek future expansion. Though not reflected on the map, such expansion would be in keeping with this plan, and should be implemented in a way that is compatible with the existing residential character.

Commercial Development Opportunities: There is little to no expectation for additional commercial development in the study area. However, adjusting the existing zoning on commercial properties within the sub-area can help stabilize those uses and confirm that business uses can replace them should they move. There are alternatives for how this can be addressed. First, a new business zoning district could be established that reflects the existing uses. Alternatively, it may be appropriate to rezone the O/R (Office-Research District) properties that are not currently offices to B-3 (Highway Business District). In either case, transitional standards should be applied to mitigate potential adverse impacts on adjacent residential properties. The Village is undergoing a zoning ordinance update and can address this matter as part of that process.

Figure 5: Sub-Area Future Land Use Map



RECOMMENDATIONS

Residential Zoning: As individual or groups of single family properties are annexed into the Village upon the owner's request, it is anticipated that the existing R-1 zoning district will be applied to all single family uses. Any non-conformities to Village zoning should be allowed to continue legally—to be "grandfathered in"—per the non-conforming standards of the Zoning Ordinance. Property owners would need to apply Village zoning only in the case of renovation (additions, major home improvements, etc.) or new construction.

Residential Development Opportunities: The most likely opportunity for development in the sub-area is new residential uses. This could be residential tear downs on individual lots or larger residential developments on a consolidation of lots. There are existing single-family sites that have larger parcels and could therefore be eyed for future redevelopment, but this would only occur at the owner's discretion (if they choose to sell their property). The following areas are those that have the most potential for future residential development:

- The group of properties bounded by 58th, 57th, Bentley and Western have large, deep lots and been noted to the Village previously for possible redevelopment as a high end residential development. Redevelopment as attached single-family homes or senior housing would also be appropriate. Any development here or in other areas should be sensitive to natural elements.
- The four homes along 57th Street north of the Christian Church of Clarendon Hills may transition to be part of the church complex. While maintaining these as single-family properties is in keeping with the intent of the plan, reuse or redevelopment at limited scale as part of church expansion also would be appropriate – design of any structure or parking lot on these properties should consider any impacts on adjacent properties, and include landscaping or other acceptable land use transitions.
- If there is redevelopment of the property on Western Avenue immediately north of 57th Court (and just south of Kruml Park) it should be designed to function as the residential northern half of the 57th Court cul-de-sac. Village infrastructure planning indicates that this may be a site for a future water storage tank.

COMMUNITY IDENTITY

There are two character types within the sub-area: a classic suburban area with single- and multi-family residences, many of which are newly built developments, and a semi-rural area with large lots and country-like roads. These two identities provide multiple living options for those who prefer either suburban or semi-rural areas. However, a lack of cohesiveness can diminish the sense of place in an area. There are certainly commonalities shared among the residents. For example, many frequent downtown Clarendon Hills and students living in the sub-area all attend the same high school district. Still, a strengthened sense of place can increase attraction to the area, help implement a vision, and coordinate future planning efforts.

This section reviews the characteristics that contribute to the contrasting identities of the sub-area and offers recommendations to enhance the overall physical appearance and livability in the sub-area. Many of these may call for collaboration between homeowners' associations, residents, and the Village.

EXISTING CONDITIONS

Sidewalks

Sidewalks within the sub-area are not consistent. They are not found on every street, which leads to lack of connectivity as well as differences in street appearance throughout the sub-area. Sidewalks vary in width or end abruptly. Some residents prefer the lack of sidewalks as it presents a semi-rural atmosphere, while others would prefer to have them to increase pedestrian safety.



Street Trees

Street trees are not consistently present throughout the sub-area. Similar and consistent street trees can add character and establish connectivity.

Dead-Ends/Rights-of-Way

Many streets within the sub-area have dead ends abutting vacant rights-of-way and then continue on the other side. These dead ends make the sub-area challenging to navigate, requiring residents to drive down long blocks with no interconnections, or have longer travel times in and out of the area.



Parkways

Parkways in the sub-area (and much of Clarendon Hills) are used for stormwater management and they vary in size and design.

Curbs

The unincorporated parts of the sub-area lack concrete shoulders or curbs. Occasionally, gravel shoulders can be found. The Village has been replacing its gravel shoulders with concrete shoulders to reduce costs and extend road life.



Maintenance/Code Enforcement

The jagged government boundaries in and around the sub-area can result in issues and confusion with property maintenance code enforcement. A Clarendon Hills resident may find a nearby house is not up to code or being properly maintained according to their jurisdiction's standards, only to learn it is actually a part of DuPage County and the Village has limited jurisdiction or none at all.

Setbacks and Lot Sizes

The building setbacks and lot sizes throughout the sub-area vary. This is due to the different zoning districts of various governments in the area, as well as the historical construction under zoning of DuPage County. These differences can add to a lack of continuity in the area.

55th Street

55th Street divides the sub-area from the majority of Clarendon Hills. Residential, commercial, and institutional uses are located on the street. Many factors contribute to it being a challenging divide that can be unsafe to cross. It is a four-lane road without a center turning lane, has a high travel speed, and has only one traffic light (at Clarendon Hills Road) within the sub-area. The streets crossing 55th Street do not align, making for awkward and sometimes dangerous turns.

The Wetland

The wetland is located in the center of the sub-area in between Alabama Avenue and Clarendon Hills Road, near the intersection of Clarendon Hills Road and 57th Street. This area, an existing wetland and depressional storage area, is known as the “swamp” by locals as it is a green, marshy area that often floods. Flooding affects nearby residents and drivers on the surrounding roads.



RECOMMENDATIONS

Clarendon Hills Standards: Any new annexation will lead to new property becoming part of the Village and, therefore, the need to apply Village standards to the site. At a minimum, annexed properties should provide sidewalks and concrete ribbons as road shoulders. Depending on site specific conditions, sidewalks may only be feasible on one side of the street. Sidewalks are considered important for safe pedestrian travel, and a concrete ribbon is the established level of installation Village-wide. Additional Village standards relating to streetlights, street name signs, and parkway trees should be applied to newly annexed properties as well.



Concrete sidewalk ribbon

Signage: Several multi-family or townhome developments in the incorporated part of the sub-area have identification signs, which all look very different. To create a consistent look as Clarendon Hills, development identification sign standards can be established to create a unified look and identify the developments as being located in Clarendon Hills. The Village could work with the owners' associations to develop the new standards and replacement of existing signs when replacing them is appropriate. As new developments are built, the same standards should be applied. As appropriate, this concept can also be applied in other parts of the community.



Existing subdivision sign

Unimproved Rights of Way¹: While not in the Village, there are many sections of unimproved right of way throughout the sub-area that have the potential to become passive recreation oases or even community gardens. They could be cleared of brush as needed and have benches or tables to facilitate use and enjoyment. These locations stand out for potential improvements:

- 57th Street ROW between Virginia Avenue and Alabama Avenue
- Bentley Avenue ROW between 57th Street and 58th Street
- 56th Street between Clarendon Hills Road and Alabama Avenue (re-installing a formal bike path)



Opportunity to improve vacant rights-of-way

¹ This effort would have to be led by the County or Township since these areas are outside the Village.

Gateway Signage: One approach used by many communities to promote a sense of identity and cohesion is the installation of gateway signage. To call attention to the fact that much of the sub-area is part of Clarendon Hills, a design could be developed for gateway signage to be located at either end of the sub-area on 55th Street (as both sides of the street are incorporated in the Village at these locations). To create continuity, the design of these signs could be similar to those suggested for the incorporated subdivisions in the area.

Wetland: The wetland has been identified by residents as a desirable amenity for the area. This is best accomplished through coordination with DuPage County and organizations like Open Lands or the Nature Conservancy. As the owner of several properties in the area, the Village is positioned to assist with property assemblage and donation of the land to an appropriate agency.

Example of gateway signage



| MARKET OVERVIEW & ECONOMIC DEVELOPMENT

Market conditions inside the sub-area and in the Village as a whole were reviewed to determine economic development opportunities that might be feasible for the sub-area. Details of the market overview can be found in the Existing Conditions Report.

EXISTING CONDITIONS

Table 3 displays the demographics for the key sub-area markets. These markets include the sub-area itself, a pedestrian (.5 mile radius) market, a convenience drive time market (5-minutes), and a destination drive time market (20 minutes). Demographics for the Village of Clarendon Hills are also shown for reference purposes. The primary finding of the market assessment is that there is little to no market for new commercial development in the sub-area, and best efforts are to support existing businesses.

With the exception of the destination market (or 20-minute drive time), the pedestrian and convenience drive time markets have small market numbers that reduce the potential interest of retailers and restaurateurs in any likely sub-area locations along 55th Street. When considering the availability and range of retail and restaurant formats within this same 20-minute destination market, only those retailers or restaurateurs with experience, market knowledge, financial capacity, and operating as a regional destination could choose a 55th Street location. Other types of commercial or special uses could consider a 55th Street location based upon their unique business operating requirements.

Table 3: Selected Market Demographics

Selected Demographics	Study Area	Clarendon Hills	.5 Mile	5 Minutes	20 Minutes
Total Population	2,607	8,592	3,604	25,908	821,341
Population Density (Pop/Sq. Mi.)	5,621.77	4,701.19	4,580.36	4,820.29	2,986.88
Total Households (HHs)	1,301	3,219	1,357	10,907	309,817
Average HH Size	2.11	2.72	2.52	2.34	2.63
Median Age	39.5	39.8	43.6	40.7	40.1
Average HH Income	\$85,042	\$168,781	\$118,254	\$109,457	\$101,938
Median HH Income	\$56,014	\$107,976	\$73,699	\$70,752	\$70,613
Per Capita Income	\$42,675	\$63,284	\$44,928	\$46,270	\$38,600
# Employees	964	2,003	910	5,906	459,721
% Renter Occupied Housing	56.2%	24.5%	29.2%	35.5%	27.2%
% Bachelors Degree or Higher	43.5%	64.3%	51.3%	51.0%	39.5%
Total Retail Demand	\$25,196,107	\$77,738,417	\$29,317,964	\$231,534,297	\$6,805,695,309
Race and Ethnicity					
White	72.3%	88.7%	77.4%	76.6%	73.4%
Black	8.0%	2.1%	3.7%	5.6%	10.9%
Asian/Native Hawaiian/Other Pacific Islander	15.4%	5.8%	15.7%	13.5%	6.7%
Other	4.2%	3.4%	3.1%	4.2%	9.0%
Hispanic	8.7%	5.9%	6.0%	7.3%	16.7%
Not Hispanic or Latino	91.3%	94.2%	94.0%	92.7%	83.3%

Strategic Implications

- While the incomes in the sub-area, the Village, and the sub-area's nearby markets are generally high, the sub-area's regional competitive context includes significant quality development in all uses—retail (including restaurant), office, and residential. All are readily accessible to sub-area and Village residents.
- Traffic counts on 55th Street are good but not outstanding. Traffic counts represent simply one of many market characteristics, including proprietary data, considered by retailers or restaurants in determining a suitable location.
- There are few development sites in the sub-area.
- The few existing retail, commercial, and special use businesses located in the sub-area are successful but not looking to expand.

RECOMMENDATIONS

Future of the Jewel Shopping Center: The shopping center, anchored and owned by Jewel-Osco, remains the sub-area's most important commercial entity. Jewel remodeled the 55th Street store in 2015, and Jewel's corporate real estate staff has indicated that the store continues to perform well. Therefore, maintaining relationships with local store management and Jewel's corporate real estate representatives will be critical for the Village and the sub-area's future.

The Village has established contacts with both management levels, and contacts with both staff levels should occur at least three (3) times annually, either by phone or in-person. This relationship requires proactive management to ensure that the Village knows current and future plans for store operations and real estate. As appropriate, any potential Village assistance on specific center issues or improvements should be part of those conversations. Any changes in corporate or real estate ownership should also be monitored. The Village should initiate follow-up contacts, if these changes happen.



In addition to these ongoing conversations, five (5) trends specific to the grocery industry should be considered as the background to the Village's ongoing relationship with Jewel. They include:

- Online grocery shopping continues to increase, though at a slower rate than the rest of the retail sector. Estimates note that about 1.4% of routine U. S. large grocery shops are conducted online. However, U. S. shoppers make specific grocery purchases online.
- The perimeter of the store, or 'fresh,' is key to future sales for many traditional grocers, in addition to prepared foods, meals, and grocery-developed meal kits.
- Projections indicate that certain grocery products, such as health and beauty and bulk items, will be exclusively purchased online within the next ten (10) years. This trend, in addition to 'fresh,' has yet unknown implications for store footprints.
- Integrated metrics, based upon granular data obtained through logistics, vendors, and sales channels (including digital), are driving sales increases, vendor relationships, operating efficiencies, and store location decisions.
- Labor costs represent about 14% of grocery expenses. Labor shortages and rising wages are forcing change in how stores are staffed and managed.

All of these trends will have some level of impact on how and why grocery stores are retained, improved, or expanded in their current locations. Understanding some of the issues affecting Jewel's operating context will be important to identifying how the Village can work with Jewel and retain the sub-area's most viable commercial location.

Condominium De-Conversion¹: Residential development is identified as the sub-area's best market opportunity. Varied housing-related opportunities for the sub-area have been described elsewhere in this Plan. One rare opportunity, which has occurred elsewhere in the Chicago area, is condominium de-conversion. A small number of condominium complexes in the Chicago area have actually been de-converted from condos to rental units. The legal process for de-conversion is specified in Illinois' Condominium Property Act (765 ILCS 605 et al).

Some condominium complexes located within the 55th Street sub-area have low percentages of resident/owners, low sales prices, and likely require additional capital improvements. Elsewhere in the Chicago area, similar market factors have presented a unique opportunity for investor(s) to acquire these condo complexes, make improvements to the buildings and units, and rent the units at a higher lease rate. These investors then sell the improved complex, making a substantial return on their investment. If ever proposed for any 55th Street sub-area complex, the investors in such a project would likely prefer to be annexed into the Village of Clarendon Hills.

Three (3) market factors ultimately influence any potential de-conversion: the potential for the condo complex and its units to generate favorable market lease rates; the costs to acquire the units and improve the overall complex, including any Village annexation costs; and the potential for a favorable rate of return to the investors, particularly if interest rates increase. Ultimately, these market factors and their application to any of the sub-area's condominium complexes will determine investor interest in de-conversion.

¹ Any efforts at de-conversion of condominiums would be an entirely private effort. While the Village may opt to establish regulations regarding this activity, it would have no role in the business transaction.

INFRASTRUCTURE & TRANSPORTATION

The infrastructure discussed in this section includes a summary overview of the sub-area's roadways, water mains, sanitary sewers, and drainage. A detailed presentation of the sub-area's infrastructure and transportation conditions is found in the Existing Conditions Report.



Roadways

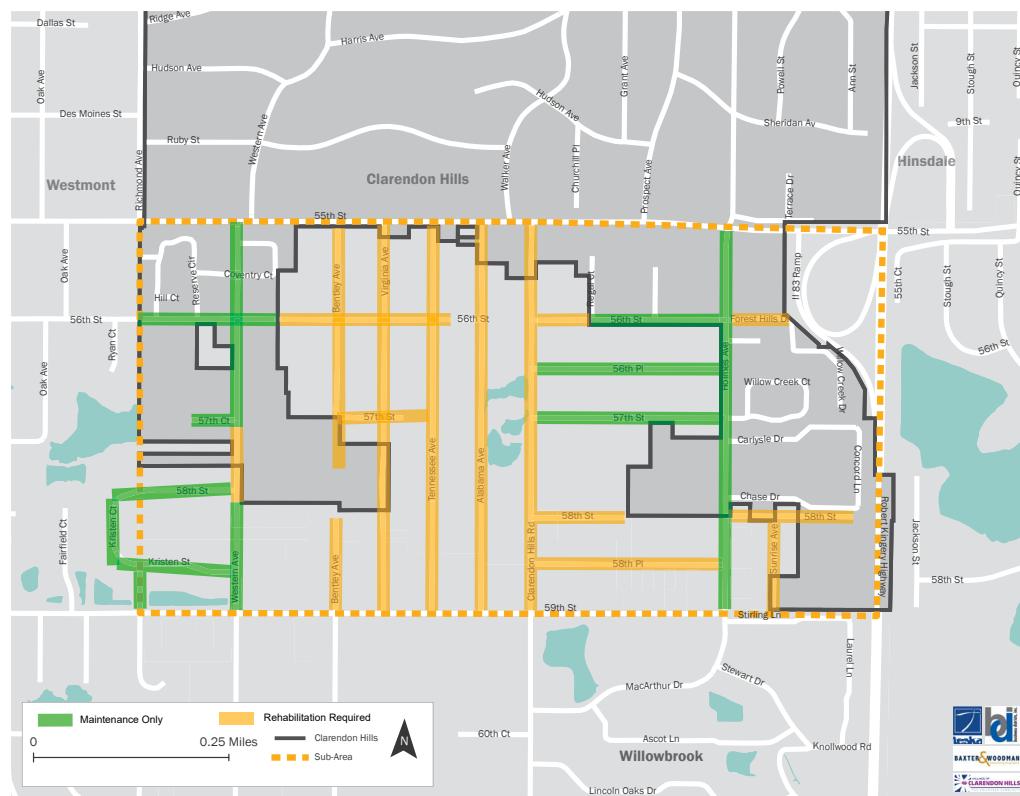
The existing road system in the sub-area is comprised of approximately 6 miles of streets with varying typical sections. Street widths are generally between 18 feet and 24 feet. Approximately 65% of the streets have aggregate or turf shoulders with ditch drainage, while the remaining 35% have curb and gutter with a closed drainage system. Presence of sidewalk also varies with less than half of the streets having contiguous sidewalk on one or both sides.

Of the nearly 6 miles of streets within the sub-area limits, approximately 2.5 miles are currently maintained by either the Village of Clarendon Hills or the Village of Willowbrook with the remaining 3.5 miles falling under the jurisdiction of Downers Grove Township. Streets that are generally in conformance with Village standards and would require only maintenance in the near future have been highlighted in green. Streets that would require additional rehabilitation to bring them into conformance with Village Standards have been highlighted in orange. Locations needing rehabilitation are generally lacking in pedestrian accommodations or concrete shoulders/ curb and gutter. Table 1 in the Appendix summarizes roadway data and conditions, and Figure 6 displays those roads which need rehabilitation.

Any transfers of roadway jurisdiction will require an analysis of cost to bring streets into conformance with Village standards, and jurisdictional transfer agreements should account for appropriate cost sharing. Additionally, a review of the Downers Grove Township Capital Improvement Plan and Accessibility Plan is recommended so that any transfers can occur after any planned improvements/repairs have taken place.

The residents living in the subject area have expressed concern over a number of issues, relating to roadways including speeding, lack of stop signs, school drop-off congestion, and safety issues with crossing 55th.

Figure 6: Existing Roadways



Water Mains

Utilities, Inc., a private utility, currently provides water service to the majority of the sub-area. The company was formerly known as Clarendon Water Company, which merged into Utility Services of Illinois, Inc. Utilities, Inc. in October of 2014. That system is supplied by two wells (175 GPM capacity each), two 30,000 gallon hydropneumatic tanks, and approximately 18,000 lineal feet of water main. There are approximately 250 service connections on the system. The well water is treated with chlorine for disinfection, fluoride for dental health and phosphate to inhibit corrosion in water mains and service pipes. The company's service area corresponds to most of the unincorporated portion of the study area. The subject area is anticipated to be served in the long-term by both the Village and Utilities, Inc.

A recent study of the Village's current distribution system revealed pressure deficiencies for the area south of 55th Street and an area on the north side of the Village. The arrangement and components of the existing system limit available capacity and delivery pressure within high elevation areas of the Village. Improvements are needed to increase distribution system pressures to meet regulatory requirements, and to increase the availability of fire flow throughout the Village. If the Village were to expand their system to provide water for the sub-area, the known deficiencies must be addressed in addition to accounting for the added demand for the sub-area.

Many private properties are served by private wells. Many of these well owners may need or want a new source of potable water (Utilities Inc. or the Village) over the next 5-10 years.

Sanitary Sewers

The existing sanitary sewer system is owned, operated, and maintained by the Flagg Creek Water Reclamation District (FCWRD).

There are no capacity issues reported with the sub-area sanitary sewers by FCWRD. Previous sources of Infiltration/Inflow (I/I) in the sanitary sewer main line pipes and manholes have been addressed by rehabilitation efforts of the FCWRD, and the system now has minimal I/I problems. Most remaining I/I comes from private sanitary sewer service lines.

Drainage

The sub-area's rolling topography divides the area into several defined watersheds (Figure 1 in the Appendix). In general, the local drainage is served by a combination of storm sewers and roadside ditches/culverts. Most of the storm sewers appear to be in sufficient condition. Some inlets are clogged or appear to be able to clog easily and will require maintenance or could be replaced.

Overall, the ditches are adequately maintained. This assessment reviews only the existence and integrity of stormwater conveyance routes; hydraulic sizing was not considered. Only limited sections appear to require maintenance. The culverts under the roadways and driveways are in moderate condition; 30-40 percent require maintenance due to erosion or sediment deposition, and 10-20 percent should be replaced due to poor pipe integrity.

RECOMMENDATIONS

Water Provision: The most common reason for annexing into the Village is to receive Village water service. The Annexation Policy section of this Plan lists annexation costs and describes questions and considerations that can be part of a future Village policy regarding annexation and water service provision.

New Water Mains: The construction of two new water mains across the sub-area would loop the Village water system and provide better service to Village residents. The improvement would also be available to facilitate private water main investments if there are future annexations.

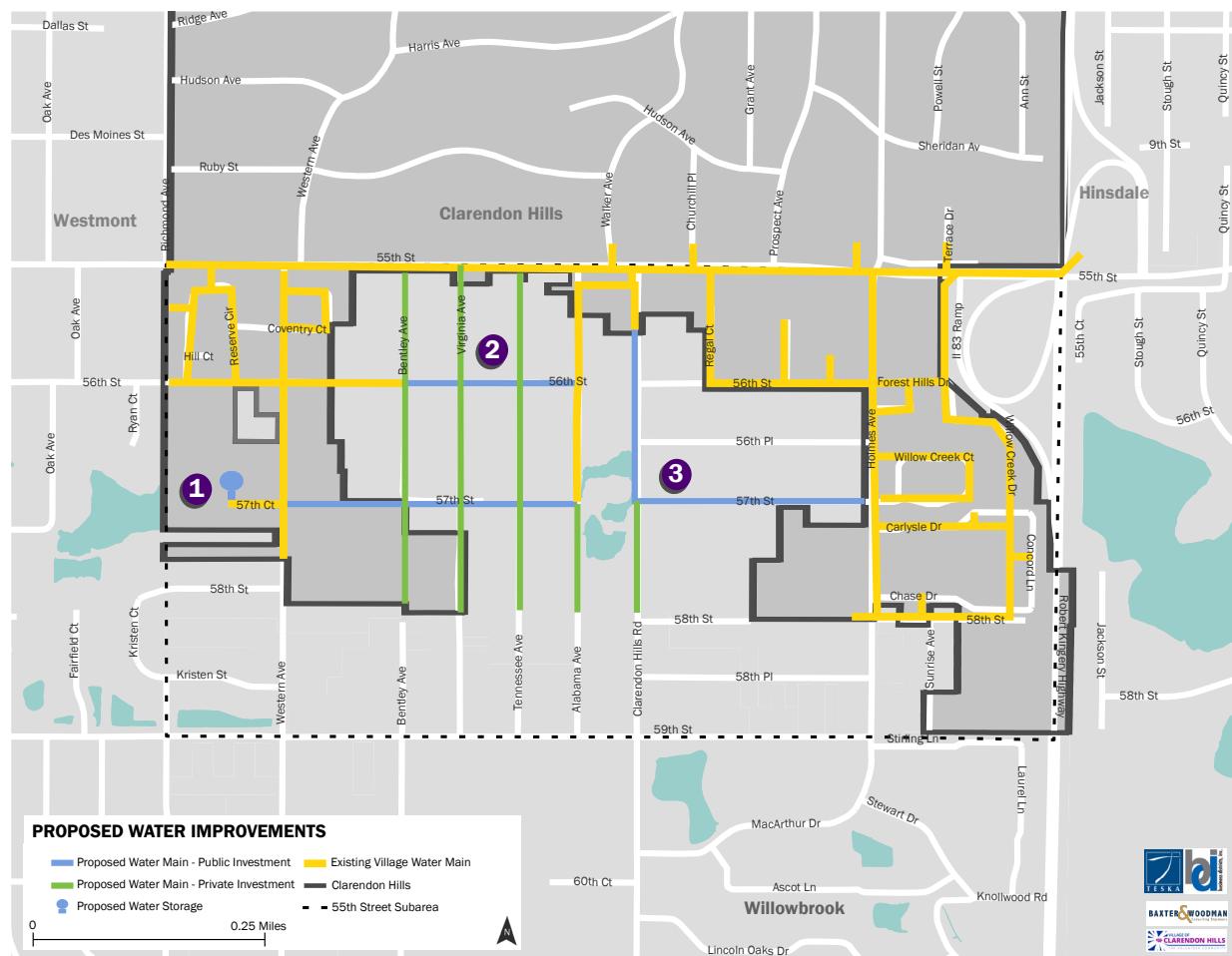
These lines (shown in blue on Figure 7) would run between Alabama and Western Avenues along 57th Street / Right of Way and between Alabama and Bentley Avenues along 56th Street. There is currently a water pressure issue in the area west of Bentley Avenue, and homes built there need individual pump systems to get adequate water pressure.

This improvement would relieve that issue. The Village water main located along Alabama Avenue allows this improvement to be conducted in the two segments.

A second option for public water mains is along 57th Street and Clarendon Hills Road. However, this line would not provide immediate benefit and would be best extended if required by in the area. Figure 7 illustrates the potential water mains and shows recommended priorities for construction.

These new lines would allow additional adjacent properties to annex if they requested Village water service and were contiguous to the Village. These also create opportunities for private investment to install mains (that would be dedicated to the Village) and extend water service to additional properties that may choose to annex (these mains are shown in green on Figure 1).

Figure 7: Proposed Water Improvements



Under current practice, these lines would be extended for contiguous single properties that desire water and annexation in to the Village. However, the Village may consider (on a case by case basis) whether it is appropriate for a developer to extend the line for a full block and set up a recapture process to be reimbursed if other benefiting properties annex and tap on to the water main.

New Water Storage: The Village currently is contemplating constructing additional water storage, which would provide capacity for new properties throughout the Village. The water storage tank may or may not be located within the subject area. The storage tank would only be located in the subject area if a substantial development came to the area, thus needing significant improvements to the water system south of 55th.

Adding customers must be monitored, as a new significant residential development in the Village would trigger the need for new above ground water storage. If this becomes necessary, the Village should consider locating a new water tower on the north side of 57th Court (shown in Figure 7). This site is not fully vetted and must be considered along with other options and discussions with neighbors if the improvement is needed. Discussions and agreements with the Township, County and Utilities, Inc. will be needed to address this concept.

The future water needs of the study area is a moving target and requires continued consideration.

Water Cross-Connection: The Village may wish to work with Utilities, Inc. to install a water system interconnect. This cross-connection would primarily benefit Utilities Inc. customers in the event of an emergency. This interconnect would not greatly benefit Village in an emergency, but it would facilitate a Village-supported back-up system to service the sub-area.

Roads: Roadway improvements should be conducted only when a full block length or block area has been annexed and is appropriate to schedule for rehabilitation. This would include improvements to the roadways, sidewalks, and curbs/gutters. When feasible, developers would be required to pay for improvements and dedicate roads to the Village. Otherwise, the Village can consider a municipal SSA process.

Crossing 55th Street: Crossing 55th Street on foot, bicycle, or by car is very difficult. Options for mitigating this condition are limited due to the traffic volumes, limited number of traffic signals that can create gaps in traffic, and roads that do not align from the north side of the street to the south. In addition, current crash data does not warrant changes to the roadway. A number of common crossing enhancements were considered as part of this plan. However, the unusual roadway conditions make these ineffective. Worse, including them may create the perception of pedestrian safety and create a dangerous condition. Still, the Village can continue to monitor the corridor and can recommend any future safety enhancements to the County, which owns the roadway.

Stormwater: The primary stormwater issue facing the study area is stormwater flowing north, across 55th Street at Bentley Avenue in major rains. A thorough understanding of this problem will likely need a local drainage study completed by DuPage County, who has jurisdiction. In the short term, the Village could request that the County clean and televise downstream storm sewers to confirm there is not a blockage causing the overflow.

Another stormwater issue is the localized drainage problems, especially around the wetland, ponds, and River of Life Church. We recommend the Village outreach with the Township to improve the maintenance of the front yard swale and culvert system to reduce surface flooding. This evaluation and cleaning effort may result in some replaced, larger culverts in the vicinity of ponding problems.



ANNEXATION POLICY

EXISTING CONDITIONS

The existing annexation policy in Clarendon Hills considers two main questions: is the property contiguous to the Village municipal boundary and is it adjacent to an existing Village water main? If the answer to both questions is yes, a property may be added to the Village after completing the following steps:

1. Submit an application for Annexation that includes a payment of annexation and fees and the annexation application deposit.
2. Sign a binding annexation agreement with the Village of Clarendon Hills.
3. Agree to pay one-time fees prior to connection to the water main: Assigned Cost of the Water Main Extension, Water Connection Fee, Water Meter & Certification Cost, Water Tap Parts & Inspection Cost, Fee in Lieu of Park Land Dedication, and Fee In lieu of School Land Dedication.
4. Use a Village licensed plumbing contractor to apply for a permit and install water services and the required water meter into the home.



Annexation Costs¹

- Annexation Fees: \$400
- Annexation Application Deposit: \$800
- Recapture fee: \$106.83 per foot of property frontage
- Water connection fee: \$1,010
- Water Meter & Certification Cost: \$322 for a 1" meter
- Water Tap Parts & Inspection Cost: \$514.00 for a 1" service
- Fee in Lieu of Park Land Dedication: \$5,245.25
- Fee in Lieu of School Land Dedication: \$3,646.75
- Other (Annual) - Village Vehicle Sticker: \$40
- Other (Annual) – Animal License: \$15 for each dog and cat

¹ Pursuant to 70ILCS 705/20, there is a 5-year fire protection district reimbursement program related to properties that incorporate. For existing homes, this fee is paid by the Village. For new development, this would be paid by the property owner.

RECOMMENDATIONS

Formalizing Policy: The plan process has made clear that it is and will not be the Village's intent to seek out annexation of any part of the study area. In the event that a property owner wishes to annex, however, the Village can communicate its policy through a list of questions that tells residents precisely which considerations guide the Village's decision of whether to proceed with annexation:

- 1) Is the homeowner contiguous to the Village municipal boundary and adjacent to an existing Village water main?
- 2) Does the homeowner agree to pay the required annexation fees and any utility installation costs?
- 3) Does the homeowner understand that annexing into the Village requires connecting to the Flagg Creek sanitary system (if they are not already)?
- 4) Has the homeowner attempted to coordinate with neighbors to gauge interest in a full face or full block annexation, rather than a single property annexation?
- 5) Does annexing this property help to square off service areas and ultimately help to simplify Village service provision?
- 6) Does the annexation create any requirement for increased Village services?

Ongoing Consideration: Sub-area status (recent annexations, potential developments, possible annexations) should be considered annually when preparing the Village budget to consider whether any possible changes in service or policy toward the sub-area are appropriate.

Annexation: Property maintenance impacts on Village neighbors of unincorporated properties, which the Village has no authority to regulate, may be a reason for the Village to consider annexation of isolated sites without owner consent. In instances where this condition exists and the properties are completely surrounded by incorporated land, the Village would consider annexing such properties to support code enforcement needed to protect neighbors. The Village would only force annexation if many attempts have been made to communicate with the property owner and the maintenance or nuisance issue is not resolved. An open discussion and thorough communication will always be a top priority for the Village.

Agreements: Clarendon Hills has previously negotiated boundary agreements with both Westmont and Willowbrook regarding the western and southern boundaries of the study area (Figure 8). The agreement with Westmont was not formerly executed, so this agreement should be finalized as originally intended. The plan has not identified the need to change any aspects of those agreements (other than the parcel trade with Westmont). The Village should coordinate with the two communities to confirm this determination and understand their perspectives on the issue.

Disconnection: The far southwest portion of the study area (at 57th and Western) has an unusual situation with alternating properties between Clarendon Hills and Westmont (Figure 9). The Villages should execute the established boundary agreement in order to clarify service provision in this area.

Figure 8: Boundary Agreements

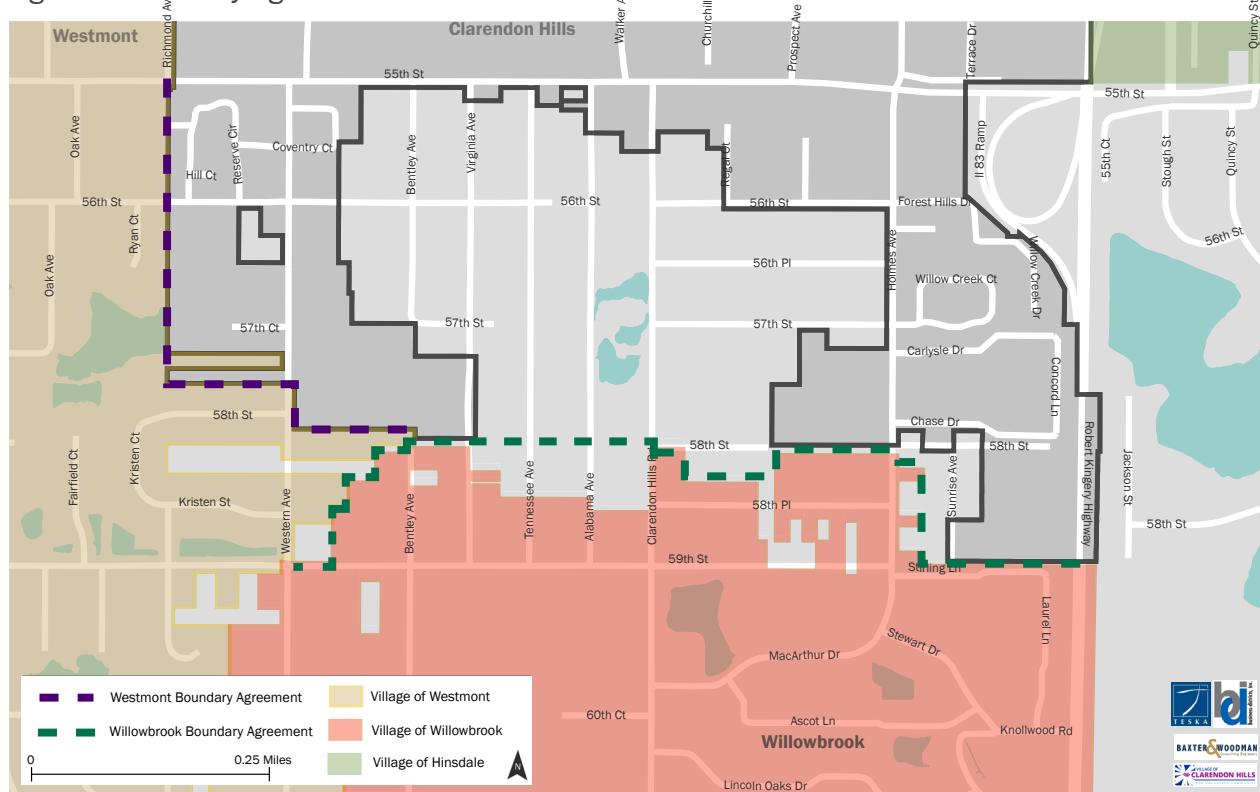


Figure 9: Alternating Properties



1. If necessary, properties here could be forcibly annexed.
 2. This property could be de-annexed from Westmont and incorporated into Clarendon Hills.

ONGOING OUTREACH

For residents and service providers alike, there is confusion regarding where boundary lines are drawn and from which jurisdiction utilities and services are provided. Some Village residents who live in the sub-area also conveyed feeling a sense of disconnection from the rest of the Clarendon Hills community.

One of the many benefits of the 55th Street Sub-Area Plan has been the increase in communication that has occurred as a result of the planning process. There are many stakeholders in the sub-area, many of whom have been engaged in this process:

- Governmental bodies: Downers Grove Township, DuPage County, The Village of Westmont, The Village of Willowbrook
- Service providers: Utilities Inc, Flagg Creek Water Reclamation District, Tri-State Fire Protection
- Neighbors Homeowners' Associations

This section overviews the various service providers in the sub-area and describes recommendations for future coordination and communication.



Flagg Creek
Water Reclamation District



Downers Grove Township



EXISTING CONDITIONS

Fire Protection

Clarendon Hills Fire Department serves Village properties within the sub-area, while Tri-State Fire Protection District (Tri-State) serves the unincorporated properties. Any property annexed would be served by Clarendon Hills Fire Department, and the Department does not find that there would be any capacity issues in doing so. Overall, both Clarendon Hills Fire Department and Tri-State find they are able to well serve the sub-area, and a mutual aid agreement exists stating that the two services will lend assistance across jurisdictions when necessary.

Police Service

Clarendon Hills Police Department (Clarendon Hills PD) and DuPage County Sheriff's Office (Sheriff's Office) both serve the sub-area. The Sheriff's Office serves the unincorporated areas while Clarendon Hills PD serves those incorporated in the Village. The Sheriff's Office is farther away from the sub-area than Clarendon Hills PD, which results in the Sheriff's Office occasionally calling on Clarendon Hills PD to respond to calls in the unincorporated areas. This is a typical relationship between counties and villages in the area. Westmont, Willowbrook, and Clarendon Hills police departments assist one another when necessary for the unincorporated areas.

Water Service

The sub-area's water services vary in providers and quality. Incorporated properties are served by Village of Clarendon Hills water, while unincorporated properties are served by either Utilities Inc., a private water company, or by personal wells. Residents have expressed concerns regarding the quality and reliability of non-municipal services.

Sanitary Sewers

The sub-area is served by Flagg Creek Water Reclamation District (FCWRD). FCWRD noted limited sewer capacity depending on future development and that stormwater management needs to be approached regionally. Some properties in the sub-area have private septic systems.

RECOMMENDATIONS

Communications: Several important conversations have been established as part of the sub-area planning process and should be formalized to continue. This includes communication between residents, property and business owners, and stakeholders. One way to formalize this practice could involve an annual review by the Village Plan Commission, in which the Commission can ask questions and provide input regarding the communication process.

Community Involvement: To address the sense of disconnection from the community felt by Village residents south of 55th, the Village may consider reaching out to these residents and encouraging involvement in community boards and commissions. The Village could set measurable goals by aiming to have a certain number of residents from south of 55th Street involved in governance.

Village Website: The Village website is a great opportunity to increase simplicity and clarity by providing information on the various utility and service providers. The existing Interactive GIS Map currently allows users to view information by clicking on individual parcels. The Village can coordinate with the various jurisdictions and add the contact information for each property's utility/service provider (utilities, sanitary, police, library, road, park, etc.). This can help both Village residents and residents of unincorporated areas, and also would save the Village time and resources spent answering questions about non-Village properties.

Shared Services: An increasing trend in municipal governance is the idea of shared services and intergovernmental cooperation. The Village may want to consider entering into shared service agreements with the Township, County, Westmont and/or Willowbrook to streamline services that may currently be redundant or can be combined to increase efficiency.

Coordination: There are several recommendations throughout this plan that relate to the unincorporated portion of the study area, and therefore are not under control of the Village of Clarendon Hills. These suggested actions will require the involvement of the Township and the County to be implemented. Below is a list of recommendations that the Village can bring to each jurisdiction to try and coordinate improvements to the sub-area.

Downers Grove Township

- Lack of sidewalks and stop signs near Seton Montessori
-Virginia and 56th St./57th St.
- Unimproved Rights-of-Way
-57th Street ROW between Virginia Avenue and Alabama Avenue
-Bentley Avenue ROW between 57th Street and 58th Street
-56th Street between Clarendon Hills Road and Alabama Avenue

DuPage County

- 55th Street Pedestrian Crossing and Traffic Calming Alternatives
- Drainage/stormwater overflow issues at 55th Street and Bentley Avenue
- Wetland Evaluation and Cleanup



APPENDIX

APPENDIX A - Public Engagement

Public Open House #1

A mapping exercise allowed participants to locate specific places of concern or opportunity with the sub-area. Many participants had similar thoughts about specific places within the sub-area. Feedback included:

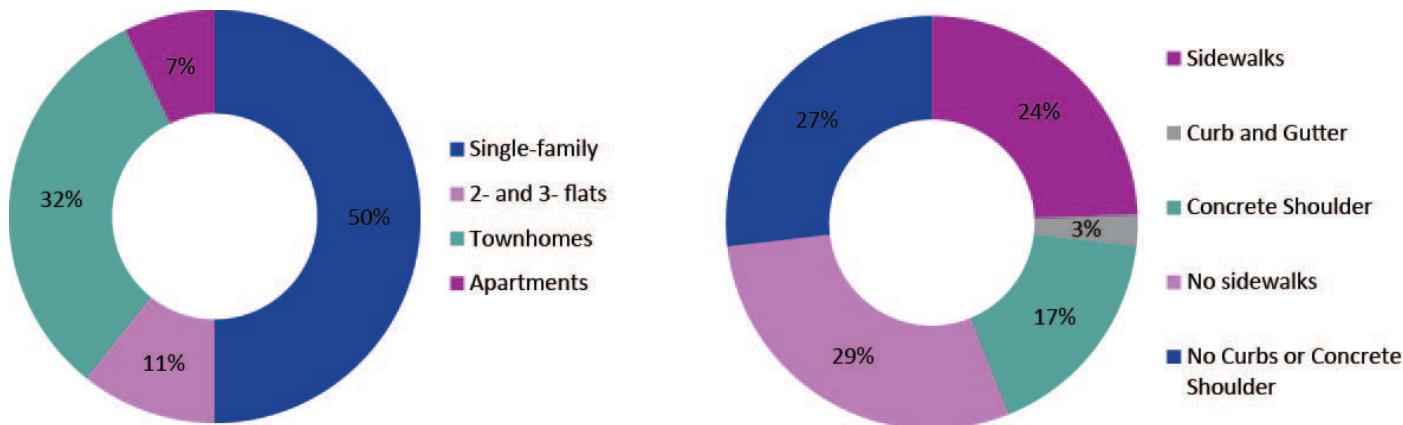
- Desire to preserve the “swamp” as a wetland and enhance it to be a nature area that can be better enjoyed
- Flooding issues along various parts of 55th Street, as well as at Clarendon Hills Road and 57th Street
- Need for a four-way stop at Virginia Avenue and 56th Street
- Preference to change the Seton Montessori School entrance/drop-off traffic
- Prevent connection of current dead-end streets and improve the pedestrian ways instead
- Various opportunities for possible redevelopment
- Need for pedestrian infrastructure at the Holmes Ave./59th St./MacArthur Dr. intersection
- Concern about 56th Street’s changing width and overall maintenance due to different governing bodies

The 55th Street Exercise gave insight about the walking and driving conditions across the street. Participants marked areas where crossing was best or worst on 55th Street either by walking or driving. The following conditions were marked:

- Best for crossing by walking: Holmes Avenue (7) and Western Avenue (1)
- Best for crossing by driving: Holmes Avenue (7) and Clarendon Hills Road (1)
- Worst for crossing by walking: Clarendon Hills Road/Walker Avenue (6) and Virginia Avenue (2)
- Worst for crossing by driving: Alabama Avenue/Walker Avenue (6) and Western Avenue (5)

The visual preference board compared existing characteristics within the study area and allowed participants to vote for what they preferred. The characteristics were split into two categories: housing and neighborhood “look.” The housing types voted on were single-family, 2- and 3-flats, townhomes, and apartments. The neighborhood “look” characteristics voted on were sidewalks, curb and gutter, concrete shoulder, no sidewalk, or no curbs or concrete shoulder. The voting results can be seen below.

Visual Preference Voting Results



Results from the surveys distributed at the first open house are shown below:

- All of the survey participants lived in the sub-area.
- Seven of 20 lived in incorporated Clarendon Hills.
- Nine participants went to downtown Clarendon Hills occasionally, 7 went very often, and 4 went often.
- The most popular places to go for entertainment include Oak Brook, Westmont, and Clarendon Hills. Specific establishments included Scappa, the hardware store, Country House, Tivoli, Talley's, and Giordano's.
- The most popular parks used were Prospect Park, Kruml Park, and Fullerburg Woods. Many people also marked that they did not use parks.
- The most popular places to shop for grocers were Jewel-Osco, Marianno's, Whole Foods, and Aldi's.
- In general, people are very satisfied with their community services, although many were not completely satisfied with their water service.

Public Open House #2

Feedback from the second open house is summarized by topic area below.

Land Use and Zoning

- Concern that redevelopment opportunities shown were being directed by the Village. It was noted that these are potential areas, identified only because they would be the most likely opportunities but this does not mean that redevelopment is happening soon
- One resident expressed concern regarding adding new rental properties/apartments to the sub-area

Urban Design/Community Character Enhancement Opportunities

- Concern over expense of new “community character” elements (i.e. sidewalks and streetlights)

Markets and Economic Development

- No comments relating to this recommendation area

Infrastructure and Transportation

- Suggested locations for new transportation infrastructure/improvements and the jurisdictions responsible:
 - Clarendon Hills Rd. and 55th St: sidewalks and pedestrian crossing
 - 55th Street = County, Clarendon Hills Rd = Village
 - Western Ave: need for continuous sidewalks
 - Western Ave = Village
 - Virginia and 57th St: sidewalk and stop sign
 - Virginia = Township, 57th Street = Township
 - Virginia and 56th St: stop sign
 - Township
 - Western Ave and 55th St: traffic calming measures (speeding cars)
 - Western Ave = Village, 55th Street = County
 - 56th Street unimproved right-of-way: bike path
 - 56th Street (between Clarendon Hills Rd and Alabama) = Township
 - Bentley Ave. between 57th and 58th: improved right-of-way
 - Township
- Concern that a new water tower would impact current residents. It was noted that potential location is not definite and Village will work with property owners when siting is considered.

Annexation Policy

- There was concern about annual fees associated with being annexed. The Village does have annual fees that new Village residents would need to pay (i.e. dog license, vehicle stickers)
- Concern over forced annexations. It was noted that this was not part of the plan for the full study area, but that a clear village policy for this will be described if there is a unique need to do this
- Utilities Inc: according to resident, the company is looking to improve and grow in the area
- Downers Grove Township has been responsive to complaints from residents

Community Outreach

- No comments relating to this recommendation area

Other

- Real estate listings have incorrectly listed water providers in the past

Attendees raised multiple questions regarding the area that may be addressed in the plan:

- What is the typical timeline for development?
- Is de-conversion of condominiums likely and does the Village have any control?
- What are the costs and benefits of having Village (Lake Michigan) water?
- Can the plan provide a comprehensive list of all costs relating to annexation (taxes, annual fees, etc.)?

Steering Committee Workshop

As follow up to the first Open House and a presentation of existing conditions by the consultant team, the project Steering Committee held a workshop to consider desired outcomes of the 55th Street Plan, as well as potential obstacles to those outcomes. That discussion is summarized below.

Desirable outcomes from the plan for the Village and 55th Street Sub-Area (no priority set)

- A plan for the water system.
- Metrics / standards in a policy guide for decisions about annexation requests.
- Plan for other Village services and the impacts (costs) of providing those services.
- Citizen satisfaction, including a support structure for neighbors and neighborhood relations.
- Logical public improvements and government services plan that defines cost/benefit.
- Ideas and strategy for residential and commercial density and redevelopment.
- Cost effectiveness for Village and residents of the study area.
- Options for the wetland (Swamp) to become a nature preserve.

APPENDIX B: Infrastructure

Table 1

Village of Clarendon Hills 55th Street Sub-Area Existing Roadway Conditions

Street Name	From Street	To Street	PASER Pavement Rating	Curb / Ditch	Curb / Shoulder Type	Sidewalk	Average Width [Feet]	Length [Feet]
Western Avenue	55th Street	57th Court	10	Mixed	Ribbon Curb	East Side Only	18	1340
Western Avenue	57th Court	59th Street	10	Mixed	Aggregate	Not Contiguous	23	1300
Bentley Avenue	55th Street	57th Street	5	Ditch	Mixed - Aggregate / Turf	None	18	1320
Bentley Avenue	57th Street	End	4	Ditch	Turf	None	16	660
Bentley Avenue	58th Street	59th Street	7	Ditch	Aggregate	None	15.5	220
Virginia Avenue	55th Street	59th Street	6	Ditch	Turf	None	21	2640
Tennessee Avenue	55th Street	59th Street	5	Ditch	Mixed - Aggregate / Turf	None	21	2640
Alabama Avenue	55th Street	59th Street	5	Ditch	Mixed - Aggregate / Turf	None	20	2640
Clarendon Hills Road	55th Street	58th Street	5	Ditch	Aggregate	None	22	1995
Clarendon Hills Road	58th Street	59th Street	10	Ditch	Turf	None	25	645
Holmes Avenue	55th Street	59th Street	7	Curb	B-6.12	Contiguous, One-Side	28	2610
Sunrise Avenue	58th Street	End	5	Ditch	Mixed - Aggregate / Turf	None	21	650
56th Street	West Limit	Western Avenue	10	Ditch	Ribbon Curb	North and South Sides	16.25	545
56th Street	Western Avenue	Alabama Avenue	6	Varies	Mixed - Aggregate / Turf	Intermittent	Varies	1810
56th Street	Clarendon Hill Road	Holmes Avenue	6	Curb	B-6.12	North and South Sides	Varies 25-28	1310
Forest Hills Drive	Holmes Avenue	East Limit	5	Mixed	Mixed - Aggregate / B-6.12	South Side Only	24.7	440
56th Place	Clarendon Hill Road	Holmes Avenue	5	Curb	B-6.12	North and South Sides	24.7	1310
57th Street	Bentley Avenue	End	3	Ditch	Turf	None	17.5 / 11	470
57th Street	Clarendon Hill Road	Holmes Avenue	5	Mixed	Mixed - Turf / Aggregate / B-6.12	None	24.25	1315
57th Court	End	Western Avenue	7	Curb	B-6.12	South Side Only	25	350
58th Street	Kristen Court	Western Avenue	7	Curb	B-6.12	North and South Sides	23.75	855
58th Street	Clarendon Hill Road	End	5	Ditch	Aggregate (Variable Width)	None	14	670
58th Street	Holmes Avenue	End	6	Ditch	Turf	North Side Only	22.5	895
58th Place	Clarendon Hill Road	Holmes Avenue	7	Ditch	Aggregate (Variable Width)	None	Varies 23-28	1310
Kristen Court	58th Street	Kristen Street	7	Curb	B-6.12	East and West Sides	23.75	500
Kristen Street	Kristen Court	Western Avenue	7	Curb	B-6.12	North and South Sides	23.75	840
Richmond Avenue	Kristen Court	59th Street	7	Curb	B-6.12	East and West Sides	23.75	335

Evaluation Date: 9/16/2016

Figure 2

55TH STREET PLAN - DRAINAGE AREAS

EXHIBIT 1

160450 55th Street Plan Village of Clarendon Hills, Illinois

