



# COMPREHENSIVE PLAN UPDATE

.....  
*Land Use & Major Street Plan Elements*  
.....

Prepared for

*Village of Bourbonnais*

Prepared by

PGAV**URBAN**CONSULTING

August 10, 2006

## Village of Bourbonnais, Illinois

### **Village President**

Robert Latham

### **Board of Trustees**

Vera Amiano  
Scott Byrne  
Bruce Greenlee  
Jeannie Guebert  
Gary Residori  
Paul Schore

### **Planning Commission**

Ed Hayes, Chairman  
Paul Cavitt  
Theresa Gund  
Ralph Huntley  
Joan Pierce  
Mario Rafe  
Jerry Savoie

### **Village Clerk**

Brian Simeur

### **Village Treasurer**

Ron Riebe

### **Village Administrator**

Frank Koehler

**TABLE OF CONTENTS**

**CHAPTER 1: INTRODUCTION** ..... 1  
     Purpose of Planning and Zoning ..... 4  
     Planning Area ..... 5

**CHAPTER 2: LAND DEVELOPMENT ANALYSIS** ..... 7  
     Existing Land Use ..... 7  
     Zoning of Undeveloped Land ..... 10

**CHAPTER 3: LAND USE AND MAJOR STREET PLAN** ..... 15  
     Land Use Plan ..... 15  
     Major Street Plan ..... 20  
     Implementation ..... 23  
     Plan Review and Update ..... 23

**List of Figures, Plates and Tables:**

**Figure 1:** Summary of Planning and Zoning ..... 6

**Plate 1:** Existing Land Use ..... 8  
**Plate 2:** Zoning of Undeveloped Land ..... 11  
**Plate 3:** Land Use and Major Street Plan ..... 16

**Table 1:** General Growth Trends ..... 3  
**Table 2:** Existing Land Use ..... 9  
**Table 3:** Zoning of Undeveloped Land (2005) ..... 12  
**Table 4:** Residential Development Build-out Analysis ..... 14

## CHAPTER 1 INTRODUCTION

Much new development and annexation of property into the Village of Bourbonnais has occurred since the Comprehensive Plan for the Bourbonnais and environs was updated in 1999. Even during the process of preparing this Comprehensive Plan Update, more homes have been built and more land has been annexed into the Village.

One of the key issues of the 1999 Comprehensive Plan Update was the ability to accommodate urban development beyond the sanitary sewer service area in existence at that time. Since then, both completed and planned interceptor sewers and lift stations have opened thousands of acres of land for future development. This infrastructure will be paid for, in part, by a Davis Creek watershed recapture fee of \$1,400 per acre that is applied to new development projects. Adopted in 2005, with a 4% annual increase, applies to most, but not all, growth areas. In the future, the Village may establish additional recapture fees, depending on the location of the development and the extent of improvements undertaken by the Village.

Additionally, the State of Illinois plans to finance a sanitary sewer interceptor along Route 102 to serve the State Correctional Facility and Kankakee River State Park. The Village will be providing some funding of this sanitary sewer to upsize it to be able to serve new development to the northeast.

As of late 2004, the regional sewage treatment plant had a capacity of 25 million gallons per day (mgd), of which 13 mgd was used. The Village of Bourbonnais owns the rights to 7.0 mgd, of which about 3.0 mgd is now used by the Village.

A policy shift proposed in the 1999 Comprehensive Plan Update was to limit high density residential development to those areas then zoned for multi-family development. A restriction on building additional multi-family development was formalized by Ordinance 1210, adopted in March 2000. This Ordinance prohibits construction of rental apartments until the ratio of multi-family to single-family units in the Village drops to a threshold of 20%. In recent years, single-family development has been the predominant type of residential development occurring in the Village.

In order to get a sense of the growth and development trends, **Table 1** provides a comparison of key development statistics between 1998 and 2005. The total area of the Village has increased by over 2,000 acres (or 74%). With annexation of some existing development and new development, the total amount of developed land in the Village increased by about 750 acres (or 34%). Over the last decade or so, the Village has constituted about one-quarter of the growth in population and housing units in Kankakee County.

Item 4 in Table 1 shows the long-term projected housing requirements for the entire County, which is included in the recently completed *2030 Comprehensive Plan* for Kankakee County. The low end 30-year projection, which equates to 80 homes per year, may prove to be too low. For the Village of Bourbonnais alone, new single-family home construction has averaged about 130 units per year from 2000 through 2005. For the first 7 months in 2006, the Village has issued 130 building permits for new single-family homes.

Given the changed circumstances with respect to infrastructure support and accelerated growth in Bourbonnais and environs, it is now appropriate to re-evaluate the Village's land use planning policy to ensure that they are consistent with current and future community needs. ***This document provides an update to the Land Use and Major Street Plan component of the Comprehensive Plan.*** At some time in the future, the Village may embark upon other components of the comprehensive plan, such as parks and recreation facility planning, neighborhood planning, redevelopment planning and other planning efforts.

**Table 1**  
**GENERAL GROWTH TRENDS**  
Bourbonnais Planning Area

	1998	2005	Change	
			Number	Percent
<b>1. General:</b>				
Total Village Area (acres)	2,862	4,973	2,111	74%
Total Planning Area (acres)	11,643	16,580	4,937	42%
<b>2. Development Trends (Village):<sup>1</sup></b>				
Residential (acres)	1,029	1,216	187	18%
Commercial (acres)	217	241	24	11%
Industrial (acres)	40	106	66	165%
All other development (acres)	943	1,419	476	50%
Total:	2,229	2,982	753	34%
<b>3. Population &amp; Housing Trend:</b>				
	<b>1990</b>	<b>2005<sup>2</sup></b>		
Population (Village)	13,934	16,875	2,941	21%
Population (Kankakee Co.)	96,255	107,972	11,717	12%
Village as a percent of County	14%	16%	25%	
	<b>1990</b>	<b>2000</b>		
Housing Units (Village)	4,649	5,525	876	19%
Housing Units (Kankakee Co.)	37,001	40,610	3,609	10%
Village as a percent of County	13%	14%	24%	
<b>4. Projected Housing (County-wide):<sup>3</sup></b>				
30-year projection (low)	2,400	housing units		
30-year projection (high)	4,500	housing units		
Vacant platted or planned lots				
in Village (approx) <sup>4</sup>	2,600	housing units		

<sup>1</sup> Note that some growth has occurred as a result of annexations.

<sup>2</sup> Estimate by U.S. Census Bureau.

<sup>3</sup> Per 2030 Kankakee County Land Use Plan, Future Land Use Scenarios, HNTB, March 2005.

<sup>4</sup> Per Based on vacant lots in platted subdivision (as of 4/2005) and lot counts from preliminary plats or plans submitted to the Village.

### **Purpose of Planning and Zoning**

The comprehensive plan and “zoning”, although related, are often confused as being one and the same. The following provides a summary of the differences and how they interrelate.

In very general terms, planning can be defined as a scheme for making, doing or arranging something. A comprehensive plan, in essence, sets the framework for guiding future development (e.g., what type and where various land uses should occur) and major capital improvements in support of both existing and future development. It is a "policy" document that recommends the future physical make-up of a community. It is normally "comprehensive" in scope, whereby land use, major streets, parks and open space, etc. are integrated into a unified scheme.

Zoning is the "legal" tool a municipality uses to regulate land use. The Village is afforded this regulatory authority under 65 ILCS Division 13. Specifically, a zoning ordinance regulates items relating to the use of land, height and size of buildings, size of lots, size of yards (building setbacks), and parking. It establishes definitions, standards, and procedures for a municipality to review and approve specific land developments.

Zoning regulations should be based on a sound and rational plan for the community, although this is not a statutory requirement in Illinois as it is in other states. However, case law reveals that land development control regulations cannot be arbitrary and capricious. For these reasons, it is imperative that a community carefully consider its development policies and adopt a comprehensive plan that reflects these policies. If done properly, the plan will provide a strong foundation for the city's zoning authority.

Also, reasonable but relatively stringent control is important to encouraging private development. The reason is that an individual or business, investing money in a residential or commercial property, can proceed with confidence in what the future holds for the city's land use pattern and, more particularly, their immediate surroundings. Figure 1 on the following page provides a summary of the key features of a comprehensive plan and a zoning ordinance.

### **Planning Area**

The area encompassed by this comprehensive plan includes the Village of Bourbonnais proper and portions of adjacent unincorporated territory up to 1.5 miles from the corporate limits or as limited by the Bourbonnais/Kankakee and the Bourbonnais/Manteno boundary agreement lines. The corporate limits of the Village of Bourbonnais shown in this plan are as of January 1, 2006 and do not reflect annexation of territory since then. The planning area does not include territory south of Larry Power Road and east of Route 50, nor does it include land within the Village of Bradley, the City of Kankakee, or unincorporated territory south of the Kankakee River. While this plan does not provide recommended land uses for unincorporated territory south of the Kankakee River, it does not abrogate the Village's responsibility to process and review subdivisions that may be proposed within 1.5 miles of its corporate boundaries.

Figure 1

SUMMARY OF PLANNING AND ZONING

COMPREHENSIVE PLAN	ZONING ORDINANCE
<ol style="list-style-type: none"><li>1. Serves as a guide for the community's long-range physical development.</li><li>2. May cover a comprehensive range of community development issues (e.g., land use, major streets, parks &amp; open space, etc.)</li><li>3. Designed to reflect community development goals and objectives.</li><li>4. Recommends location and intensity of land uses, major street improvements, parks and open space, etc.</li><li>5. Provides a rational basis for the zoning ordinance and other development regulations.</li></ol> <p><i>The plan is a "POLICY" document</i></p>	<ol style="list-style-type: none"><li>1. Is the legal tool for achieving community development goals &amp; objectives established through the planning process.</li><li>2. Regulates specific items relative to land development:<ol style="list-style-type: none"><li>a. use of land</li><li>b. height and size of buildings</li><li>c. size of lots</li><li>d. yards and other open space</li><li>e. buffers between incompatible land uses</li><li>f. parking</li></ol></li><li>3. Establishes definitions, standards and procedures for reviewing and approving land development.</li></ol> <p><i>The zoning ordinance is a "LEGAL" document</i></p>

## CHAPTER 2

### LAND DEVELOPMENT ANALYSIS

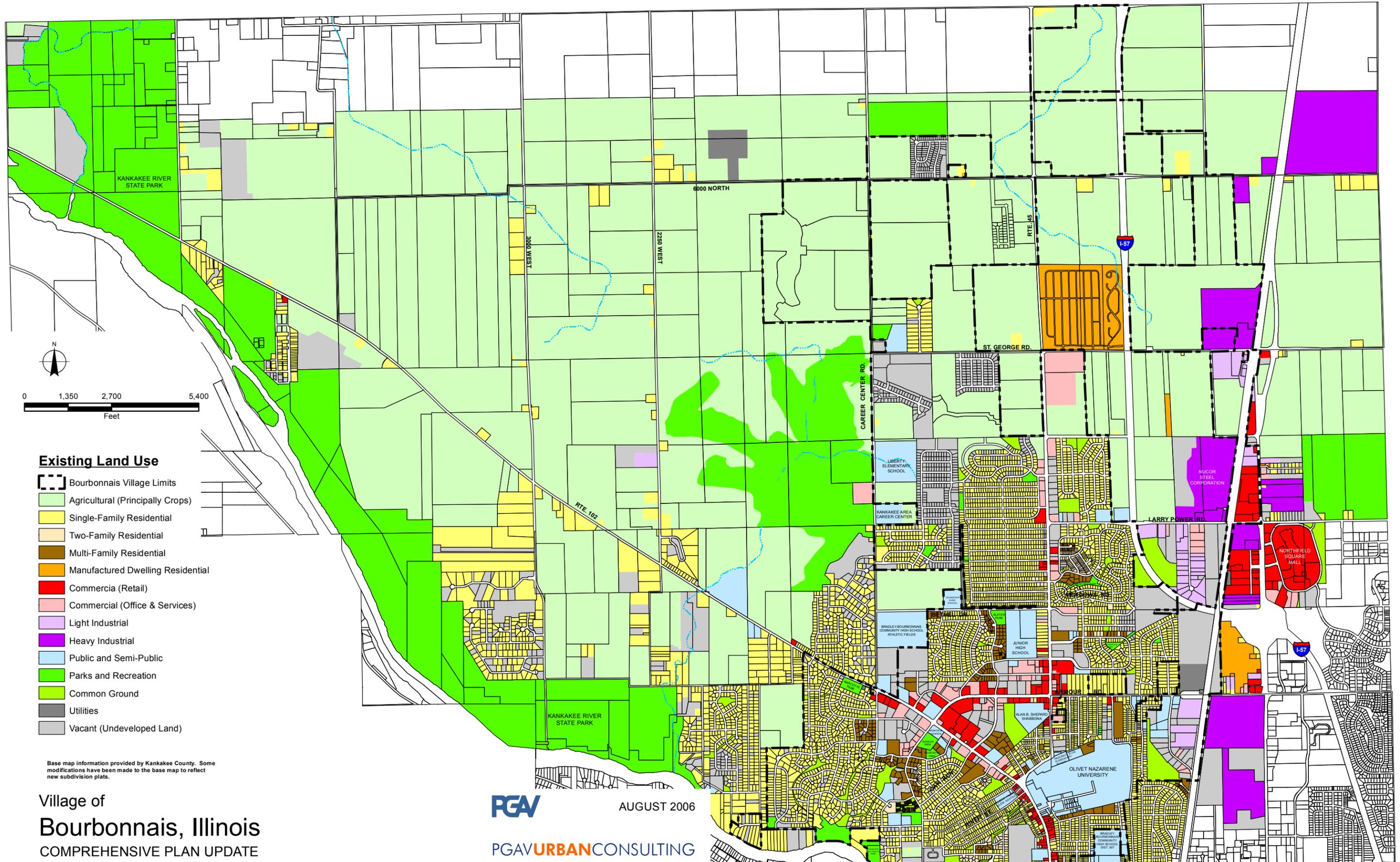
#### Existing Land Use

The existing land use inventory was updated using 2003 aerial photography, with field surveys conducted by Village staff in April 2005. This existing land use information was digitized into a color-coded map of the planning area (see **Plate 1**). **Table 2** provides a quantitative breakdown of the various land use categories.

The results of this land use survey update shows that the Village proper, as of April 2005, has considerably more agricultural and vacant land than it did in 1998. In 1998, nearly 78% of the Village was developed. With the annexations that have occurred since then, the total developed area is now 60% of the Village. Nearly 2,000 acres remains undeveloped within the Village. The Village now has considerably more territory under its jurisdiction with respect to land development policy and regulations.

The proportions of land development types are diluted somewhat from 1998 because of the annexations that took place. Residential development still constitutes the largest portion of development within the Village at 1,215 acres (or 41% of the developed area). This is 187 acres more than existed within the Village in 1998, and most is associated with new single-family subdivision. Streets, highway, and railroad rights-of-way take up about one-third of the developed portion of the Village, which is relatively high for an urban area. The I-57 and Illinois Central Railroad rights-of-way skew this figure. Commercial and industrial land development expanded during the last seven years, with commercial increasing by 24 acres and industrial by 66 acres.

The overall Planning Area, as redefined with two intergovernmental boundary agreements, is considerably larger than it was in 1998. Of the unincorporated portion of the Planning Area, approximately 7,200 acres (or 68%) of land is categorized as vacant or agricultural. Of the 4,372 acres of developed land in the unincorporated area, approximately 2,160 acres (50%) are occupied by park and recreational uses (including golf course properties and Kankakee River State Park). Another 1,090 acres (25%) are residentially developed and nearly 330 acres (8%) are industrially developed.



**Existing Land Use**

- Bourbonnais Village Limits
- Agricultural (Principally Crops)
- Single-Family Residential
- Two-Family Residential
- Multi-Family Residential
- Manufactured Dwelling Residential
- Commercial (Retail)
- Commercial (Office & Services)
- Light Industrial
- Heavy Industrial
- Public and Semi-Public
- Parks and Recreation
- Common Ground
- Utilities
- Vacant (Undeveloped Land)

Base map information provided by Kankakee County. Some modifications have been made to the base map to reflect new subdivision plats.

Village of  
**Bourbonnais, Illinois**  
 COMPREHENSIVE PLAN UPDATE



AUGUST 2006

PGAV **URBAN** CONSULTING

**Table 2**  
**EXISTING LAND USE**<sup>1</sup>  
Bourbonnais Planning Area

Land Use Category	Village of Bourbonnais			Unincorporated Area <sup>2</sup>			Total Planning Area (Acres)
	Acres	Percent of Total Area	Percent of Developed Area	Acres	Percent of Total Area	Percent of Developed Area	
Single-family Residential	1,054	21.2%	35.3%	893	7.7%	20.4%	1,947
Two-family Residential	41	0.8%	1.4%	-	0.0%	0.0%	41
Multi-family Residential	120	2.4%	4.0%	-	0.0%	0.0%	120
Manufactured Dwelling Residential	1	0.0%	0.0%	197	1.7%	4.5%	198
<i>Subtotal</i>	<b>1,216</b>	<b>24.5%</b>	<b>40.8%</b>	<b>1,090</b>	<b>9.4%</b>	<b>24.9%</b>	<b>2,306</b>
Commercial (Retail)	115	2.3%	3.9%	12	0.1%	0.3%	127
Commercial (Office & Services)	126	2.5%	4.2%	25	0.2%	0.6%	151
<i>Subtotal</i>	<b>241</b>	<b>4.8%</b>	<b>8.1%</b>	<b>37</b>	<b>0.3%</b>	<b>0.8%</b>	<b>278</b>
Light Industrial	48	1.0%	1.6%	60	0.5%	1.4%	108
Heavy Industrial	58	1.2%	1.9%	267	2.3%	6.1%	325
<i>Subtotal</i>	<b>106</b>	<b>2.1%</b>	<b>3.6%</b>	<b>327</b>	<b>2.8%</b>	<b>7.5%</b>	<b>433</b>
Public and Semi-Public	302	6.1%	10.1%	93	0.8%	2.1%	395
Parks and Recreation	62	1.2%	2.1%	2,164	18.6%	49.5%	2,226
Common Ground	90	1.8%	3.0%	35	0.3%	0.8%	125
Utilities	17	0.3%	0.6%	40	0.3%	0.9%	57
Streets, Highways & Rail Rights-of-Way	948	19.1%	31.8%	586	5.0%	13.4%	1,534
<b>Total Developed Area</b>	<b>2,982</b>	<b>60.0%</b>	<b>100.0%</b>	<b>4,372</b>	<b>37.7%</b>	<b>100.0%</b>	<b>7,354</b>
Agricultural	1,436	28.9%		6,668	57.4%		8,104
Vacant (Undeveloped land, incl. vacant platted lots)	555	11.2%		566	4.9%		1,121
<b>TOTAL AREA</b>	<b>4,973</b>	<b>100.0%</b>		<b>11,607</b>	<b>100.0%</b>		<b>16,580</b>

<sup>1</sup> Based on 2003 aerial photo interpretation and land use survey completed by Village staff in April 2005.

<sup>2</sup> Includes unincorporated territory south of the Bourbonnais / Manteno Boundary Agreement Line and east of 6000 W. Road and west of the Village of Bradley Corporate Limits.

Comparing the 2005 Existing Land Use Map to the same map from 1998 shows that the residential growth pattern continues north. Much of this growth has occurred between Career Center Road and Route 45. Commercial development has followed this trend, with most of the new development of this type occurring along Route 45. Lower density single-family subdivisions continue to develop to the northwest, particularly south of Route 102.

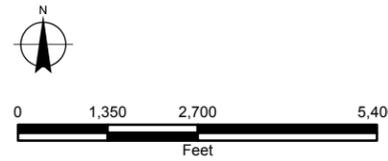
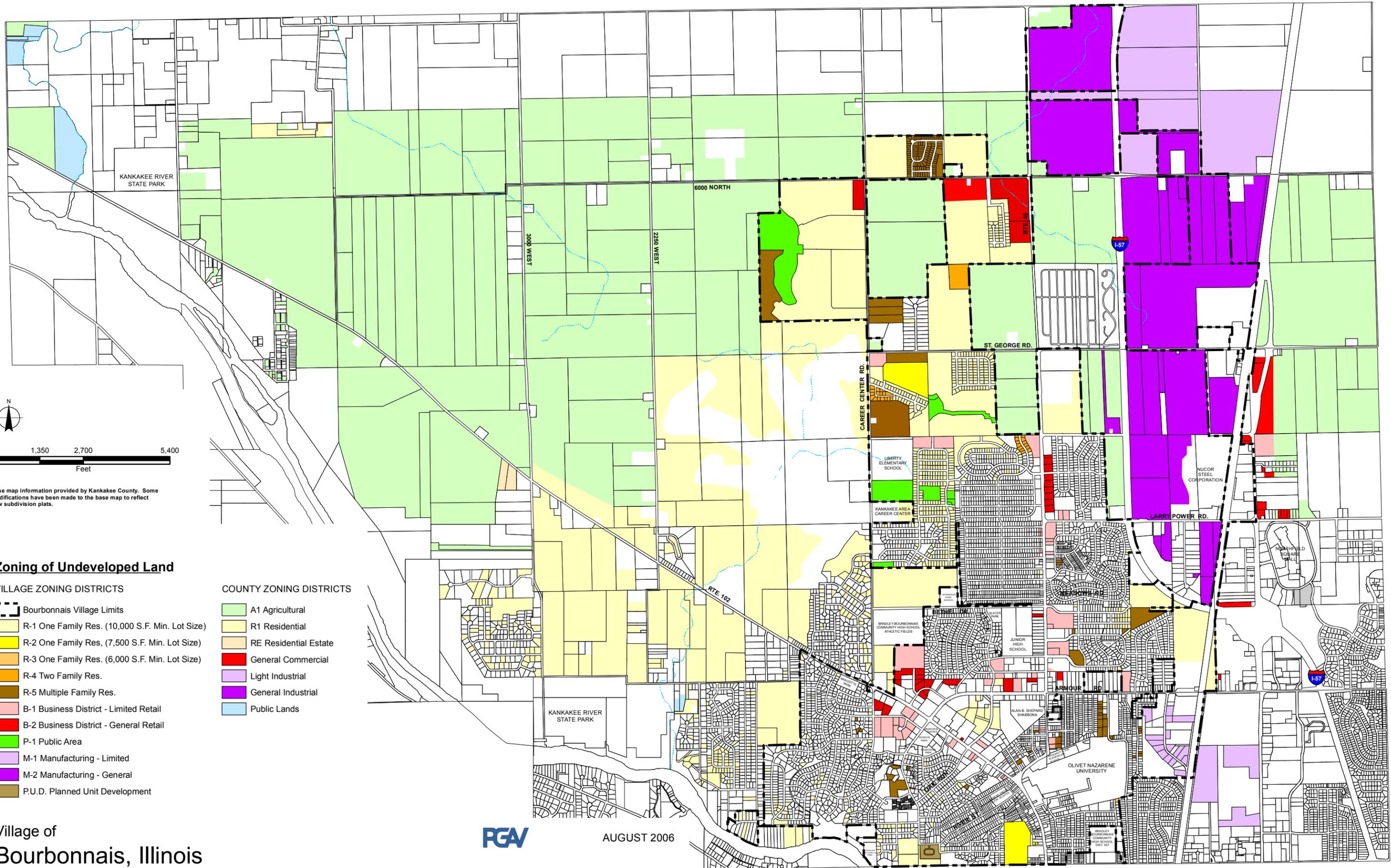
### **Zoning of Undeveloped Land**

Undeveloped land, including land currently used for agriculture, within the planning is illustrated on **Plate 3**, which indicates the Village or County zoning classifications for such undeveloped land. This information is also quantified in **Table 3**, which tallies the acres of land by current zoning and location.

Bourbonnais has nearly 2,000 acres of undeveloped land in parcels of various sizes and scattered throughout the Village. Two zoning classifications constitute 72% of this acreage – 850 acres zoned R-1 One Family Residential and 591 acres zoned M-2 Manufacturing-General. Both categories of zoned vacant land represent a sizable inventory of land potentially available for residential and industrial development within the Village boundaries.

Undeveloped acreage under the R-5 Multiple Family residential amounts to 144 acres, which is more than double the existing land developed as such within the Village. Note, however, that about 30 of the 144 acres of R-5 zoned vacant land has been platted for detached single-family residences (the 113 lot subdivision located on the north side of 6000 Road North, between Career Center Road and Route 45). Much of this R-5 zoning is associated with developments recently approved under the Village's Planned Unit Development provisions of the Zoning Code.

Within the unincorporated portion of the Planning Area, nearly 4,900 acres (68%) of the area is zoned A-1 Agricultural. Nearly 1,500 acres (20%) is zoned R-1 Residential. Most of the balance of the area is zoned either Light Industrial or General Industrial, which is located in the Tri-Cities/I-57 industrial corridor.



Base map information provided by Kankakee County. Some modifications have been made to the base map to reflect new subdivision plats.

**Zoning of Undeveloped Land**

- VILLAGE ZONING DISTRICTS**
- Bourbonnais Village Limits
  - R-1 One Family Res. (10,000 S.F. Min. Lot Size)
  - R-2 One Family Res. (7,500 S.F. Min. Lot Size)
  - R-3 One Family Res. (6,000 S.F. Min. Lot Size)
  - R-4 Two Family Res.
  - R-5 Multiple Family Res.
  - B-1 Business District - Limited Retail
  - B-2 Business District - General Retail
  - P-1 Public Area
  - M-1 Manufacturing - Limited
  - M-2 Manufacturing - General
  - P.U.D. Planned Unit Development

- COUNTY ZONING DISTRICTS**
- A1 Agricultural
  - R1 Residential
  - RE Residential Estate
  - General Commercial
  - Light Industrial
  - General Industrial
  - Public Lands

Table 3

**ZONING OF UNDEVELOPED LAND (2005) <sup>1</sup>**  
 Bourbonnais Planning Area

<b>Zoning District Classification</b>	<b>Acres</b>	<b>Percent</b>
<b><i>Village of Bourbonnais:</i></b>		
R-1 One Family Residential (10,000 sq. ft. min. lot size)	850	43%
R-2 One Family Residential (7,500 sq. ft. min. lot size)	50	3%
R-3 One Family Residential (6,000 sq. ft. min. lot size)	0	0%
R-4 Two Family Residential	19	1%
R-5 Multiple Family Residential	144	7%
B-1 Business District - Limited Retail	93	5%
B-2 Business District - General Retail	118	6%
P-1 Public Area	95	5%
M-1 Manufacturing - Limited	25	1%
M-2 Manufacturing - General	591	30%
P.U.D. Planned Unit Development	6	0%
<b><i>Total Village of Bourbonnais</i></b>	<b>1,991</b>	<b>100%</b>
<b><i>Unincorporated Area (Balance of Planning Area):</i></b>		
A1 Agricultural	4,883	68%
R1 Residential	1,473	20%
RE Residential Estate	10	0.1%
General Commercial	20	0.3%
Light Industrial	313	4%
General Industrial	472	7%
Public Lands	58	0.8%
<b><i>Total Unincorporated Area</i></b>	<b>7,229</b>	<b>100%</b>
<b><i>Total Planning Area</i></b>	<b>9,220</b>	

<sup>1</sup> Based on existing land use as of April 2005 and the Village boundaries as of June 2005.

### **Residential Build-out Analysis**

If all of the residentially zoned undeveloped land within the planning area were developed, how many housing units could be added? Residential build-out potential provides a good order-of-magnitude measure of possible increases in housing units and population. Residential development creates the most demand on sanitary sewer flows, except for certain “wet” industries (industries that require large amounts of water for processes and generate large volumes of wastewater).

**Table 4** presents the results of the residential build-out calculations. Over 3,500 housing units could be added if all residentially zoned undeveloped land within the Village was developed in accordance with current zoning. This figure approaches four times more the residentially-zoned development capacity that existed in 1998. This potential development would produce an equivalent population of about 9,300.

The build-out potential, based on zoning, for the unincorporated portion of the Planning Area is similar to that within the Village. The potential number of new dwelling units could exceed 3,600, with a population equivalent of nearly 9,400.

In summary, the recent upgrades to the sanitary sewer collection system, along with future planned improvements, has postured the Village for considerable growth. Much of this growth will be in the form of lower density single-family residential, as evidenced by the number of preliminary plats approved and subdivisions in the planning stages.

**Table 4**  
**RESIDENTIAL DEVELOPMENT BUILD-OUT ANALYSIS**  
Bourbonnais Planning Area

Residential Density	Within Village			Unincorporated Planning Area		
	Gross Acres <sup>1</sup>	Net Acres <sup>2</sup>	Approx. Dwelling Units Achievable <sup>3</sup>	Gross Acres <sup>1</sup>	Net Acres <sup>2</sup>	Approx. Dwelling Units Achievable <sup>3</sup>
<i>Village of Bourbonnais:</i>						
Low density (R-1 & R-2) <sup>4</sup>	930	651	2,279	1,473	1,031	3,609
Medium density (R-3 & R-4)	19	13	93	0	0	0
High density (R-5) <sup>5</sup>	114	80	1,197	0	0	0
<b>TOTAL ACRES &amp; D.U.s</b>	<b>1,063</b>	<b>744</b>	<b>3,569</b>	<b>1,473</b>	<b>1,031</b>	<b>3,609</b>
Approx. population equivalent <sup>6</sup>			9,278			9,383

<sup>1</sup> Undeveloped acreage as of April 2005.

<sup>2</sup> Equal to 70% of gross acreage to account for land potentially not available or unsuitable for development and future streets.

<sup>3</sup> Based on average of 3.5 dwelling units (d.u.s) per net acre for low density, 7 d.u.s per acre for medium density and 15 d.u.s per acre for high density.

<sup>4</sup> Includes 30 acres of R-5 zoned vacant land now platted for single-family residential.

<sup>5</sup> Excludes 30 acres of R-5 zoned vacant land now platted for single-family residential.

<sup>6</sup> Based on average household size of 2.6 persons per dwelling unit.

## CHAPTER 3 LAND USE AND MAJOR STREET PLAN

### Land Use Plan

The Land Use and Major Street Plan proposes a variety of land use types and intensities. In general, the land use proposals were based on existing land use, current zoning classifications, supporting infrastructure, and the existing street/highway network. The Land Use and Major Street Plan map is color-coded to indicate the following land use categories:

#### Agricultural/Rural Residential (Light Green)

This land use category proposes that the current agricultural land uses remain, along with the residential uses typically associated with agricultural uses. The minimum lot size for residential uses would be 1 acre, although larger lot sizes would likely be more common (e.g., 5+ acres for farmstead residences). The Village of Bourbonnais does not currently have an agricultural zoning district classification. It is recommended that an agricultural zoning district be established in the Village zoning ordinance so that if such is annexed into the Village, it would ensure that current agricultural uses could remain as a “permitted” use until such time that an urban use may be appropriate. This recommendation does not endorse intensive agricultural uses such as confined animal feeding operations.

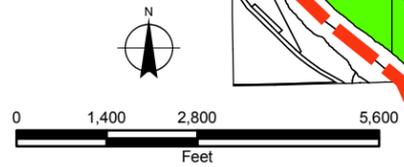
#### Low Density Residential (Yellow)

This land use category represents single-family dwellings on individual lots, with open space (yards) between all sides of such dwellings and their lot lines. This category would accommodate the Village’s R-1 and R-2 zoning districts, which permit single-family dwellings and have minimum lot sizes ranging from 10,000 square feet (R-1 district) to 7,500 square feet (R-2 district).

**Preliminary  
Land Use & Major Street Plan  
(OFFICIAL MAP)**

- Agricultural / Rural Residential
- Low Density Residential (Single Family)
- Medium Density Residential
- High Density Residential
- Commercial (Limited & General)
- Commercial (Office / Service / Business Park)
- Neighborhood Commercial (General Location)
- Light Industrial
- Heavy Industrial
- Public and Semi-Public
- Parks, Recreation & Open Space
- Redevelopment Overlay
- Potential Community Park Site
- Approx. Location of Early Warning System Sirens

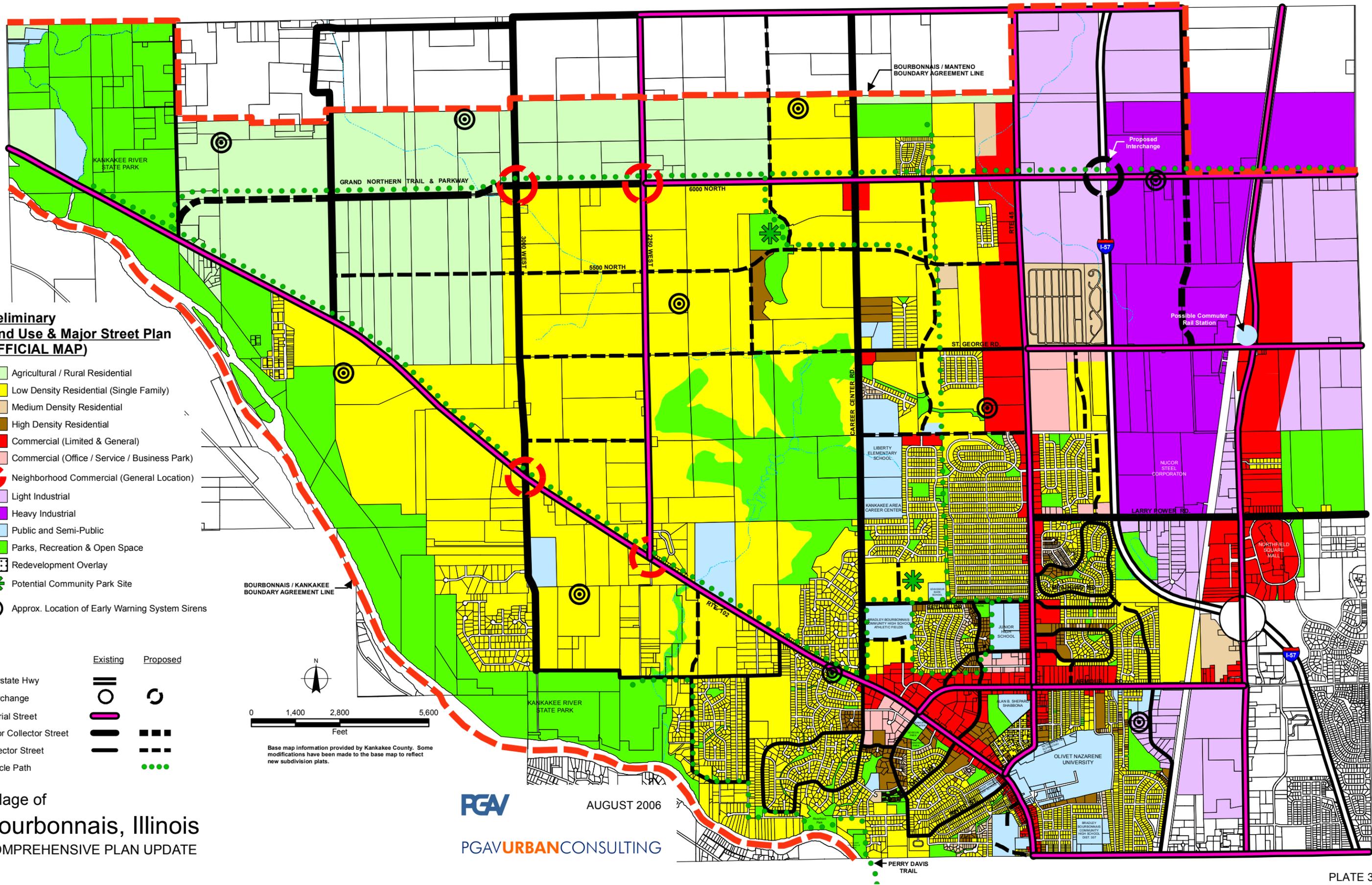
- |                        |          |
|------------------------|----------|
| Existing               | Proposed |
| Interstate Hwy         |          |
| Interchange            |          |
| Arterial Street        |          |
| Major Collector Street |          |
| Collector Street       |          |
| Bicycle Path           |          |



Base map information provided by Kankakee County. Some modifications have been made to the base map to reflect new subdivision plats.

Village of  
**Bourbonnais, Illinois**  
COMPREHENSIVE PLAN UPDATE

**PGA**  
AUGUST 2006  
**PGAVURBANCONSULTING**



**Medium-density Residential (Tan)**

This land use category represents two-family dwellings (R-4 district), attached single-family dwellings, and detached single-family dwellings on small lots (R-3 district). Within the Village, proposed medium-density residential involves in-fill development within one of the Village's R-3, R-4 or P.U.D. zoning districts. Outside the current Village limits, there are several other locations of medium density residential proposed, several of which are part of an approved P.U.D.

**High-density Residential (Brown)**

The high-density residential category is equivalent to the Village's R-5 multiple-family residence district. Several of the high-density residential proposals are in-fill or logical extensions of existing multi-family developments which meet generally accepted land use planning standards. Others are part of approved P.U.D.'s or a result of an annexation agreement.

**Commercial – Limited & General (Red) & Office/Service/Business Park (Light Red)**

To a large degree, proposed commercial land uses reflect current Village and County zoning district designations. The "Commercial-Limited & General" designation does not distinguish between the types of commercial development (e.g., office, neighborhood, general retail, etc.). The Plan is generalized in this respect because it is long-range in scope. As future commercial development proposals arise within areas that are currently zoned for commercial use, then the applicable commercial district regulations will more specifically dictate the type and intensity of use. In instances where rezoning to a commercial district is proposed, then the Land Use Plan should serve as a guide. However, such rezoning requests should be examined in terms of their appropriateness for location, including assessing impact on the surrounding areas and street network.

Also shown on the Land Use & Major Street Plan is a "Neighborhood Commercial" designation, displayed as a red dashed circle. These commercial "nodes" are located in the farther reaches of the northwestern portion of Planning Area, including along Route 102. These designations indicate that there will eventually be a need for retail and services to accommodate market demand for such in this part of the Planning Area. The locations are intended to be general, but suggest that any such land use be located at or near the intersection of intersecting arterial or collector streets. Also, it is the intent of

this classification to be limited to commercial uses principally serving the local neighborhoods.

Where commercial redevelopment of existing residential properties is proposed in this Plan, it is intended that it be accomplished in a consolidated and planned fashion. This is particularly intended to apply to the area designated as a **“Redevelopment Overlay”** on the Land Use & Major Street Plan. To this end, this Plan provides the following policy guidelines for accommodating the transition from residential to commercial use:

- Redevelopment should take place in a unified and planned scheme, involving multiple parcels of land. In order to avoid piecemeal redevelopment, redevelopment projects should encompass at least 1-1/2 acres (e.g., about one-half of a typical city block). This size threshold could be reduced in circumstances where it can be demonstrated that the spirit and intent of this policy is upheld or that other unique hardships exist.
- Redevelopment should conform to contemporary development standards such as provision of adequate off-street parking and buffer space and screening between the redevelopment project and adjacent residential areas.
- Conversion of residential structures to non-residential uses should be discouraged, except where such residential structures are located in, or adjacent to, a commercial area or where such conversion is the most feasible means to preserve historical or architecturally significant buildings. Traffic impacts and off-street parking requirements need to be carefully considered where such conversions are proposed.

Finally, to the extent the Village wishes to encourage the development of office, research, and limited retail support services, typically in a business park setting, the Village may accomplish this with its current B-1 or B-2 zoning district coupled with the Village’s P.U.D. regulations.

### **Light Industrial (Lavender)**

Light industrial land uses proposed in the Plan reflect current zoning in the Village (M-1 Manufacturing District – Limited) and the County (I-1 Light Industrial). Light industrial land uses include manufacturing, warehousing, and similar uses that are limited by certain performance standards (e.g., limitation on impacts on surrounding or nearby properties).

**Heavy Industrial (Purple)**

The heavy industrial land use category also reflects current Village and County Zoning. Heavy industrial uses include more intensive manufacturing uses that can have objectionable impacts on adjoining properties. The amount of land proposed (and currently zoned) for heavy industrial use is substantial. It is more likely that in today's market, along with more stringent environmental regulations, that most future industrial development would be light industrial in character.

**Public & Semi-Public (Light Blue)**

Institutional (public and semi-public) land uses include schools, Olivet Nazarene University, and other major public facilities. There may be future development of new institutional uses within the Village or unincorporated portions of the planning area. However, no attempt is made to locate such future uses on the Land Use Plan. In most instances, such uses would be permitted or conditionally permitted in any of the Village or County zoning districts.

In the case of Olivet Nazarene University, the Village may want to consider establishing a new district that would be more reflective of a university campus development. Currently, the University's land holdings and improvements thereon have numerous non-conformities (e.g., more than one building on a lot, etc.). Some communities with colleges or universities establish a unique or a more generalized "institutional" district to recognize the unique nature of this type of "mixed use" development.

**Parks, Recreation & Open Space (Green)**

The Land Use Plan reflects existing parks, other recreational land uses, and other open spaces. This category includes platted land designated common ground to remain as open space or provide storm water detention. Also shown in a darker green asterisk symbol are two potential community park sites. It is recommended that the Village revise its park land dedication policy to move towards payments in lieu of small park dedications and pool resources to develop larger community parks. Such a strategy for serving community recreation needs and desires is more efficient and offers more of a park land setting for both passive and active recreational activities.

Also shown are pedestrian/bicycle trails. Two of the trails reflect currently proposed regional greenway trails, including the *Grand Northern Trail & Parkway* (along 6000 North) and the *Perry W. Davis Trail* south near the Kankakee River. A series of local pedestrian/bicycle trails are also proposed that would link parks and schools and provide close by outdoor exercise opportunities for Bourbonnais' residents.

### **Major Street Plan**

The Plan shows "arterial", "major collector", and "collector streets, many of which follow existing streets and highways.

Not all of the arterial and collector street segments are currently built to Village or IDOT standards, including right-of-way width. However, it is the policy of the Village that the necessary increases in right-of-way widths be accomplished as part of the subdivision process.

Also illustrated on the Plan are proposed streets. Most are at the "collector" street classification. These street proposals are recommended for purposes of maintaining sufficient inter-connections among subdivisions for adequate traffic dispersion and emergency vehicle access. The alignments are conceptual, but should be taken into account as future subdivision plats are reviewed and approved. Furthermore, there may be other connections not shown on this Plan that would serve to implement sound traffic planning practice.

A new interchange with Interstate 57 is proposed at 6000 North Road to serve industrial and business park development in the planning area. The location of this interchange is consistent with IDOT plans, although funding will be a primary determining factor as to when the interchange would be built. From an economic development standpoint, this interchange would greatly enhance the marketability of the industrial and business park proposals shown on the Land Use Plan.

### **Major Street Policies & Design Standards**

The following policies apply to new development and redevelopment projects within the Bourbonnais Planning Area:

1. **Right-of-Way Dedication:** The developer shall dedicate 50% to 100% of the required street right-of-way, depending on whether or not the particular street or highway is on the perimeter boundary of the development project.

2. **Street Improvements:** The developer shall design and construct all required street improvements. This includes cooperation with other jurisdictional authorities, such as IDOT and Kankakee County, to provide the improvement of state or county highways. Further, this includes all streets internal to the development, as well as existing or planned streets along the edge of a particular property to be developed. In the latter case, the Village may require the developer:
  - a. To construct all of the required improvements;
  - b. To construct the required improvements on one side of the street;
  - c. To construct no improvements, but contribute funds to the Village for future improvements to the street (funds to be placed in designated escrow account); or
  - d. Enter into an agreement to secure improvement of the roadway at a future date.
3. **Sidewalks and Pedestrian/Bicycle Trails:** The developer shall immediately construct all planned sidewalk and pedestrian/bicycle trails along arterial or collector streets, or within off-street easements as the case may be. Also, the developer shall immediately construct all planned sidewalks required on local streets internal to the development, including any portion of the local street not adjacent to a building lot.
4. **Traffic Signals:** The developer shall construct traffic signals that are warranted due to the proposed development. The Planning Commission may require traffic studied when considering preliminary plats or P.U.D.'s to determine if traffic signals are warranted. Upon recommendation of the Village Engineer, the Village may also require traffic studies when reviewing site development plans to determine if signals are warranted. The Village may also require the developer to contribute funds to a traffic signal escrow account for future signal installation when warranted by the combined impact of the subject development and future adjacent or nearby developments.
5. **Street Lighting:** Streetlights are a required improvement for all Village streets. In addition, the developer shall cooperate with IDOT and Kankakee County to provide street lights for state and county highways.

The following are the basic street standards and policies adopted by this Plan:

- 1. Arterials:** Intended to serve inter-community traffic  
Minimum one-mile separation  
5 lane cross section  
No on-street parking  
Curb cut policy: Consolidate access points to serve multiple properties. Signalize intersections as warranted.  
Right-of-way: 100 feet
- 2. Major Collectors:** Streets of regional importance  
Located between arterial streets, or in absence of an arterial  
3 to 5 lane cross section  
No on-street parking  
Curb cut policy: Consolidate access points to serve multiple properties. Signalize intersections as warranted.  
Right-of-way: 100 feet
- 3. Collectors:** Intra-community traffic  
3 lane cross section  
Limited on-street parking  
Curb cut policy: In residential areas, minimize the number of lots fronting collector streets; Non residential areas – encourage consolidated access points to serve multiple properties.  
Right-of-way: 80 to 100 feet
- 4. Local Streets:** Serves individual lots within development  
2 lane cross section  
Right-of-way: 66 feet, unless otherwise authorized in a P.U.D.

### **Implementation**

The first official action toward plan implementation is the adoption, by the Bourbonnais Planning Commission and the Village Board, of this plan document as the statement of land development policy within the Village and its environs. This action formalizes this plan document as being the current policy for the general development patterns in the planning area.

Also, the Village should review and update its zoning ordinance (including the official zoning map) in context of this land use policy. Such a re-evaluation is important in order to ensure that the zoning ordinance is not in conflict with policies of the plan. However, this is not intended to restrict the Village in establishing certain zones that reflect current land use (e.g., agricultural).

Furthermore, the orderly development the Village of Bourbonnais depends upon periodic expansion of its boundaries. The Village should continue to pursue annexation within the framework of the land use plan. This may include the use of annexation (or pre-annexation) agreements which set forth the terms and conditions under which the subject property would be annexed and developed. Additionally, the Village should pursue the annexation of “pockets” of unincorporated areas that are surrounded by the Village. Existing and future land uses within these unincorporated pockets have an impact on the Village, and bringing them in the Village would enable greater flexibility in dealing with development issues. Such annexations would also eliminate jurisdictional confusion, and these properties already benefit from the Village’s municipal services such as police protection and snow plowing.

### **Plan Review and Update**

It is important to periodically reassess the plan (every 5 to 10 years). The plan is based on variables that are dynamic and whose future direction cannot always be accurately predicted. Accordingly, variables such as population and urban development characteristics should be compared against the plan’s assumptions and recommendations. Based upon this periodic review, modifications to the plan, or elements thereof, should be made to insure that the plan reflects current development policy.