

Planning Commission/Zoning Board of Appeals

Thursday, November 21, 2019

PZA-19-Z-007

**Public Hearing is to consider a Comprehensive Amendment to the Village of Bourbonnais
Land Use Plan.**

Applicant: Village of Bourbonnais





Memorandum

To: Michael Van Mill CEcD, AICP, Village Administrator
Laurie Cyr, Assistant Village Administrator
From: Michael Blue, FAICP, Principal, Teska Associates, Inc.
Date: October 23, 2019
RE: Comprehensive Plan Update

Changing trends in real estate markets, opening of the I-57 Interchange, and the in-depth considerations of Village land use that occurred during the Zoning Ordinance rewrite have highlighted the need to update of the Village's 2030 Comprehensive Plan (adopted in 2013). A completely new plan or even a major change are not required. However, there are aspects of the document that no longer reflect the most current development trends in the area or Village policies regarding growth and development.

The attached document and revised Future Land Use Map provide an update to the current plan. Focusing on Chapter 4 – Plan Elements, the update indicates which plan items are refined or replaced. In this way, it updates Village land use policies and land use designation where conditions or opportunities have changed. In this way, the update indicates Village land use goals and expectations to potential developers, adjacent communities, and Kankakee County (as well as Village residents, merchants, and property owners).

As with any Comprehensive Plan Update, this document will be made available to the community and considered at a Public Hearing before the Plan Commission (on November 21st). The Plan Commission will be asked to review and discuss the proposed changes, and vote whether to recommended the revisions to the Village Board (who will hear and consider adoption the update at meeting soon after).



Village of Bourbonnais 2030 Comprehensive Plan Amendment Future Land Use Map and Related Policies November 21, 2019

Since adoption of Bourbonnais' 2030 Comprehensive Plan in October of 2013, several changes in the Village created the need to revise the Plan's Future Land Use Map and certain of the recommendations. Most significantly was completion and opening of the Bourbonnais Parkway Interchange at Interstate 57. This significant driver of economic development potential was contemplated in the 2030 Plan; Chapter 4 of the Plan spelled out Goals, Objectives and Policies for the interchange area that generally still are relevant. However, the six years since the plan's adoption have shed light on new development opportunities and points of emphasis in the real estate market.

A second change is that the Village updated its Zoning Ordinance, which includes a set of Design Guidelines for new commercial and industrial development. Performing the zoning update did not so much change principals of the Plan as it updated insights into development potentials and real estate markets. Therefore, this Comprehensive Plan update adds policy refinements to reflect changes since adoption of the plan, but generally still reflects aims spelled out in the 2030 Plan, such as forms of growth and development, regional orientation, economic development, and aesthetically appealing structures.

With that understanding of the latest in development markets and opportunities, the Village of Bourbonnais has prepared this amendment to Chapter 4 its October 7, 2013 Comprehensive Plan.

Existing Conditions.

Section 4.2.1 of the 2030 Comprehensive Plan describes key findings from existing conditions. The two reasons for this update noted above represent new findings of existing conditions, otherwise this section is not further updated.

Plan Goals, Objectives, and Policies

Section 4.2.2 of the 2030 Comprehensive Plan includes a series of Goals and Policies intended to connect the land use plan map to the overall plan vision for the Village's future. Upon review by the Village, it is determined that those goals and policies remain relevant elements of the Comprehensive Plan.

Approach and Plan Presentation

Section 4.2.3 of the 2030 Comprehensive Plan sets out considerations for establishing land use designations. In advancing the concept of maintaining an updated and relevant comprehensive plan, which remains consistent with current Village policy. However, the notions associated with dividing land use consideration between separate time horizons (near term and intermediate term) is removed by this update – as detailed in the next section.

Future Land Use Map

Section 4.2.4 of the 2030 Comprehensive Plan includes two future land use maps (Figures 7 and 8, which are included at the end of this update for reference only). These are replaced by the Bourbonnais Future Land Use Map of this update (Figure 1, attached). Section 4.2.4 also includes descriptions of land use categories, which are updated below. The revised Future Land Use Map is based on current real estate market conditions and updated development expectations. Where there are differences between the updated Future Land Use Map and 2030 land use map, the revised map is considered by the Village to be the current statement of Village policy and, therefore, the overriding document.

Land Use Categories

The Future Land Use Map, Figure 1, includes a range of land use categories described below. In each case, the most appropriate options for zoning corresponding to these land use categories is indicated. However, such zoning always is dependent on site specific characteristics, site plan review by the Village, and the findings of any zoning entitlement process required under the zoning ordinance:

Agriculture – Growing of crops for food production, excluding raising of animals.

Residential – Dwellings for single-family occupancy. As noted in the 2030 Comprehensive Plan, Single Family detached dwellings are the primary housing type in the Village, reflect its overall low-density character, and are expected to remain the main housing type in the Village. This category includes duplexes. These uses correspond most closely to residential development defined by the R-1, R-2, R-3, R-4 and R-7 zoning district.

Multi-Family Residential – Buildings for three or more dwelling units (including related improvements). These townhomes and apartment uses correspond most closely to residential development defined by the R-5 zoning district.

Commercial – Business establishments (and related improvements) consisting of retail goods, personal or business services, offices, medical uses, private recreation, and similar facilities. These uses correspond most closely to development defined by the B-1 and B-2 zoning district.

Industrial— Manufacturing, fabrication, warehousing, assembly, logistics and other uses devoted to production and distribution of materials. This category also includes utilities for the transmission / delivery of electricity, communications, gas, etc. and other forms of commerce that may adversely impact nearby land uses. These uses correspond most closely to development defined by the M-1 and M-2 zoning district.

Commercial/ Industrial – Sites noted with this designation may be appropriate for either Commercial or Industrial uses, depending on the specific use, types of adjacent land uses, potential impacts on those adjacent uses, and the findings of any Village site plan review or zoning entitlement.

Parks/ Open Space/Trails – Public parks, open spaces and trails, forest preserves, state parks, and privately-owned own spaces.

Public/ Institutional – Publicly owned land and facilities for public service, as well as private schools, houses of worship and other places of public assembly. These uses correspond most closely to activities defined in the I-1 Zoning District.

University – Activities related directly to operations of public or private universities such as classrooms, dormitories or other housing, student and faculty recreation or entertainment, school administration, sales of school related materials, places of public assembly, or school food services. These uses correspond to the U-1 zoning district.

Key Intersections – The stars shown on the Future Land Use Map convey key intersections in the Village. It is the intent of the Village that these intersections see a substantial, high quality and attractive landscaping and other beautification enhancements. It is the Village’s intent to take the lead on such improvements where needed. However, it is also the Village’s expectation that new development at those intersections install such landscaping and other urban design enhancements.

Major Land Use Recommendations

Section 4.2.5 of the Comprehensive Plan presents broad based recommendations related to future land uses and opportunities to implement the plan as they relate to land use. Those policies are sound and generally consistent with the updated Future Land Use Map. However, given the time since adoption of the plan, some of the recommendations are updated below:

Subarea Plans: Subarea plans for the downtown and I-57 Interchange area are referenced in this section and presented in Section 4.5; these include detailed plans for land use and urban design. Concepts for land uses in those areas are further outlined in the “**Commercial**” and “**Industrial**” descriptions in this Section.

- **Land Uses:** Recommendations for commercial and industrial land uses in the subareas contained in this Section reference several large and small sites along Route 45/52 and around the downtown. The Plan notes that these are plans are detailed in Section 4.5. Plan updates relevant to these areas also are described in that section.
- **Urban Design:** Subarea plans referenced in this Section and detailed in Section 4.5 present recommendations for site layout and appearance of private and public areas. When private sites within the subareas come forward for development or redevelopment, those will be subject to the recently adopted Design Guidelines in the Zoning Ordinance. Again, further update to these points are provided in the notes below related to Section 4.5.
- **Single and Multi – Family Residential:** The 2030 Plan recommendations in these sections point to existing single-family designated areas in the process of being developed, and issues over the form and quality of multifamily development. Also noted is the use of a moratorium in place regarding new multi-family development until such concerns are addressed. As of this update, the Village continues to address those issues.

Additional Recommendations: In addition to the findings of the 2020 Plan, the follow recommendations related to land use have become relevant in recent years and are added as policy statements to this Plan Update:

- The appearance of new development, particularly new commercial development near the Bourbonnais Parkway Interchange and along Route 45 are important to projecting a high quality character for the Village and ultimately support its economic development and resident's quality of life. For this reason, the Village will continue to implement tools such as the Site Plan Review Process and Design Guidelines to regulate the appearance of development in the community.
- The western growth area of the Village, toward David Creek, is an opportunity to incorporate a significant park area for the community. In implementing growth in this area, the Village will look for and encourage opportunities for a major park / recreation area.
- While formal growth limits are not designated in the plan, new development is expected and preferred to be located south of Road 6500 and east of Davis Creek. The reasons for these parameters are 1) locations of flood plains, 2) boundaries of other communities, and 3) the costs and impracticalities of extending utilities past those lines within the foreseeable future.
- Large lot residential living is considered an appropriate element of the residential land use designation of this plan and is accommodated by the Single-Family Estate Zoning District in the recently updated Zoning Ordinance.
- Finding a structured place to gather for events as a community has been an increasing point of interest for the Village since the 2030 Plan was adopted. The Village has identified the vacant area west of Brown Boulevard and the area of and around Goselin Park as having potential for this function (consistent with the public facilities concepts in Section 4.4.3 of the 2030 Plan). Recently hiring a consultant to design these facilities has begun implementation of this idea.

Sub-Area Planning

Section 4.5 of the 2030 Bourbonnais Comprehensive Plan presents subarea plans for the Bourbonnais Parkway Interchange and Downtown areas. The general intent of development and improvements in these areas continue to be the policy direction of the Village. The medical uses, commercial business, and well-designed industrial users contemplated in the plan are still envisioned in the subareas. However, recent trends in development that lean away from purely office uses and toward logistical businesses are recognized by this Plan update and accommodated in the updated Zoning Ordinance. Although development trends have evolved, the anticipated sizes and amounts of development in the 2030 Plan (in this section and throughout) are still considered to be sound.

Specific to the interchange area, the Zoning Ordinance update generated further consideration of the types of land uses that are appropriate in that area. The consideration led to a recommendation that economic development interests of the Village are best served by facilitating a range of potential commercial, industrial, and health care uses near the interchange. The Subarea Plan in Section 4.5 for the interchange designates an optimal land use grouping for the area with industrial uses to the east of the interstate and lower intensity commercial and medical uses to the west. This Plan update acknowledges that such a precise split of uses is difficult to maintain and not appropriate in current real estate markets. Flexibility in the type of uses to have around the interchange, with an emphasis on a high-quality appearance of that development is now considered a more appropriate objective, and one that reflects recent trends of development. Therefore, Figure 11 is eliminated from the Village's Comprehensive Plan, with a new focus on the Future Land Use Map toward blending of businesses in that area. The same is true of the downtown area, where greater flexibility is necessary to attract

businesses that support the Village's economic development goals. As with the interchange area, the designations contained in the updated Future Land Use Plan (Figure 1 of this document) are the latest statements of Village land use policy and Figure 12 is deleted from the Village's Comprehensive Plan as it no longer conveys the appropriate format of development in current real estate markets.

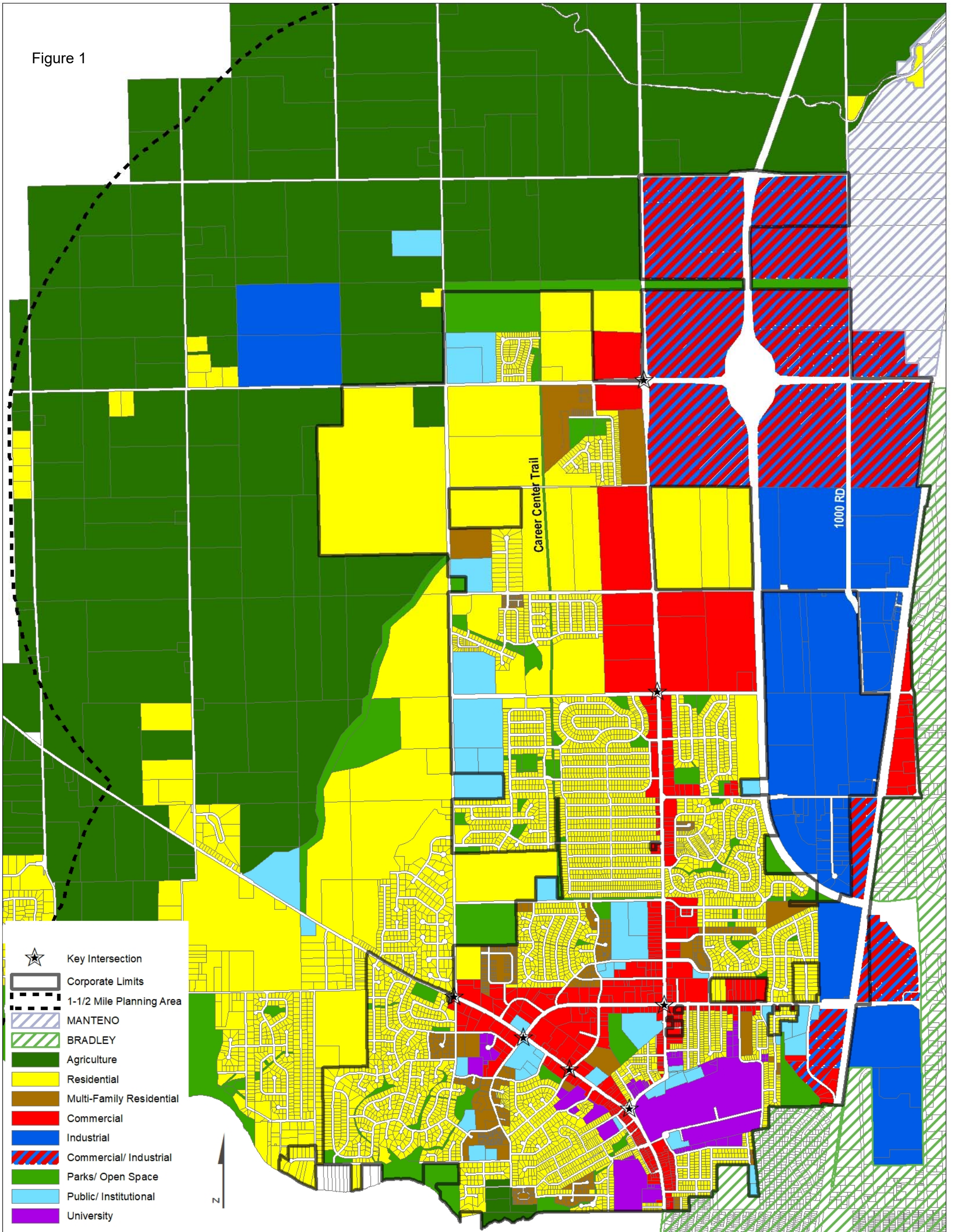
This updated policy approach is reflected by the revised Zoning Ordinance, which allows for continued flexibility of where uses may be located but raises the bar on the appearance of development near the interchange through inclusion of Design Guidelines and a Site Plan Review process under the code. Given that this new standards has been established to reflect current design and development practices, the site layout and appearance recommendations for private properties in the subareas are no longer relevant, as urban design considerations (Village-wide) are more currently conveyed through the Zoning Ordinance Design Guidelines and Village's Site Plan Review process. These are also reasons that Figures 11 and 12 of the 2030 plan are now removed from the plan (both are attached to this amendment for reference only).

While the land use plans and descriptions in the October 7, 2013 plan continue to reflect the general land use and development policies of the Village, the land use designations of the Future Land Use Map (Figure 1) of this amendment are the latest land use policy findings of the Village.

Village of Bourbonnais 2030 Comprehensive Plan Update (2019)

FIGURE 1 – Future Land Use Map

Figure 1



LONG RANGE LAND USE PLAN

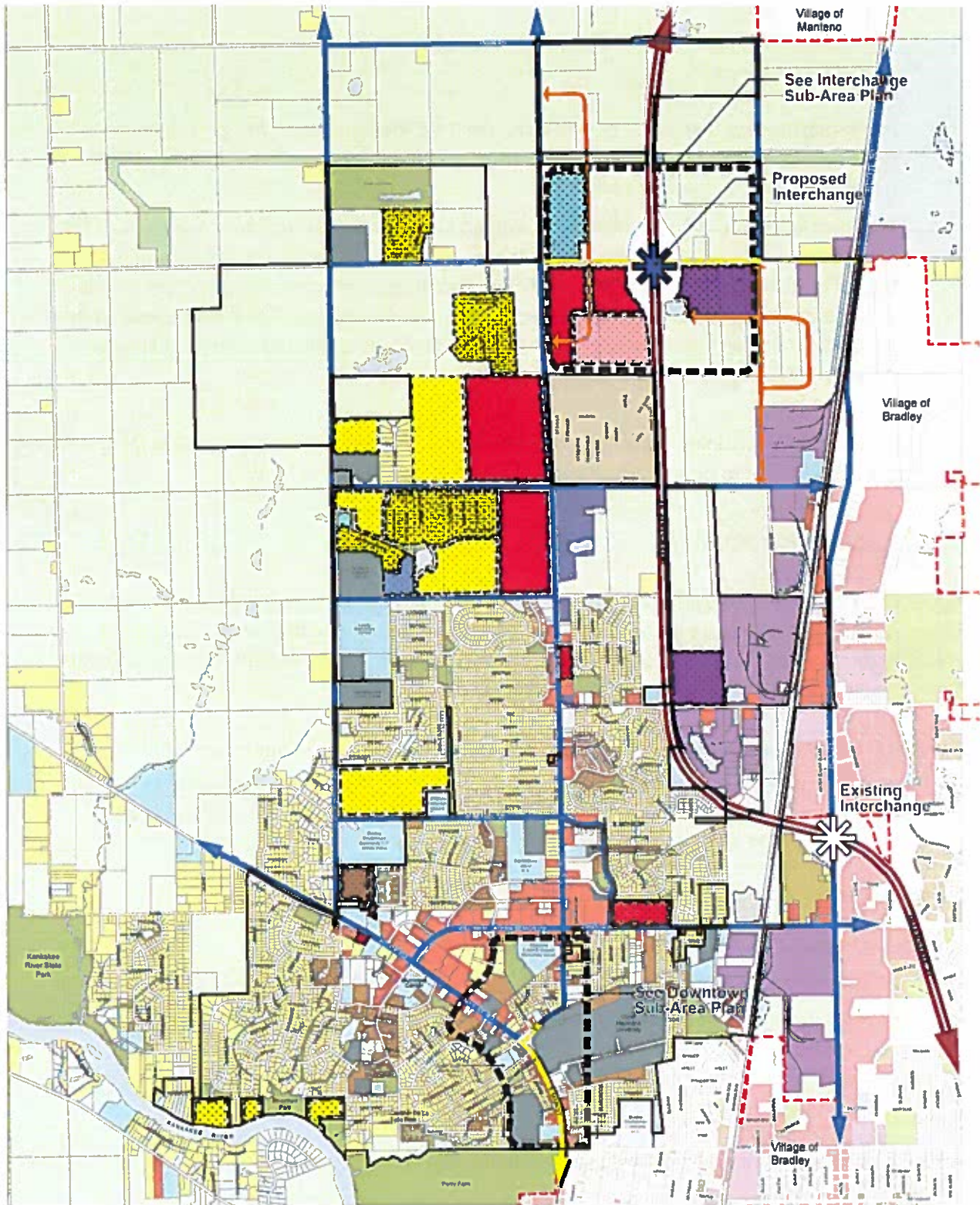
VILLAGE OF BOURBONNAIS, ILLINOIS NOVEMBER 2019



Village of Bourbonnais 2030 Comprehensive Plan Update (2019)

Superseded figures removed from 2030 Comprehensive Plan

- Figure 7: Land Use Plan
- Figure 8: Long Range Land Use Plan
- Figure 11: Subarea Plan – I-57 Interchange
- Figure 12: Subarea Plan – Downtown



EXISTING LAND USE

- Single-Family Residential
- Two-Family Residential
- Multi-Family Residential
- Manufactured Home Park
- Commercial
- Agricultural
- Medical / Healthcare
- Parks & Open Space
- Public
- Semi-Public
- Industrial
- Vacant
- Utilities
- Village Boundary

PROPOSED LAND USE

- Near-term Development
- Intermediate-term Development
- Single-Family Residential
- Multi-Family Residential
- Commercial
- Public
- Office
- Industrial
- Medical / Healthcare

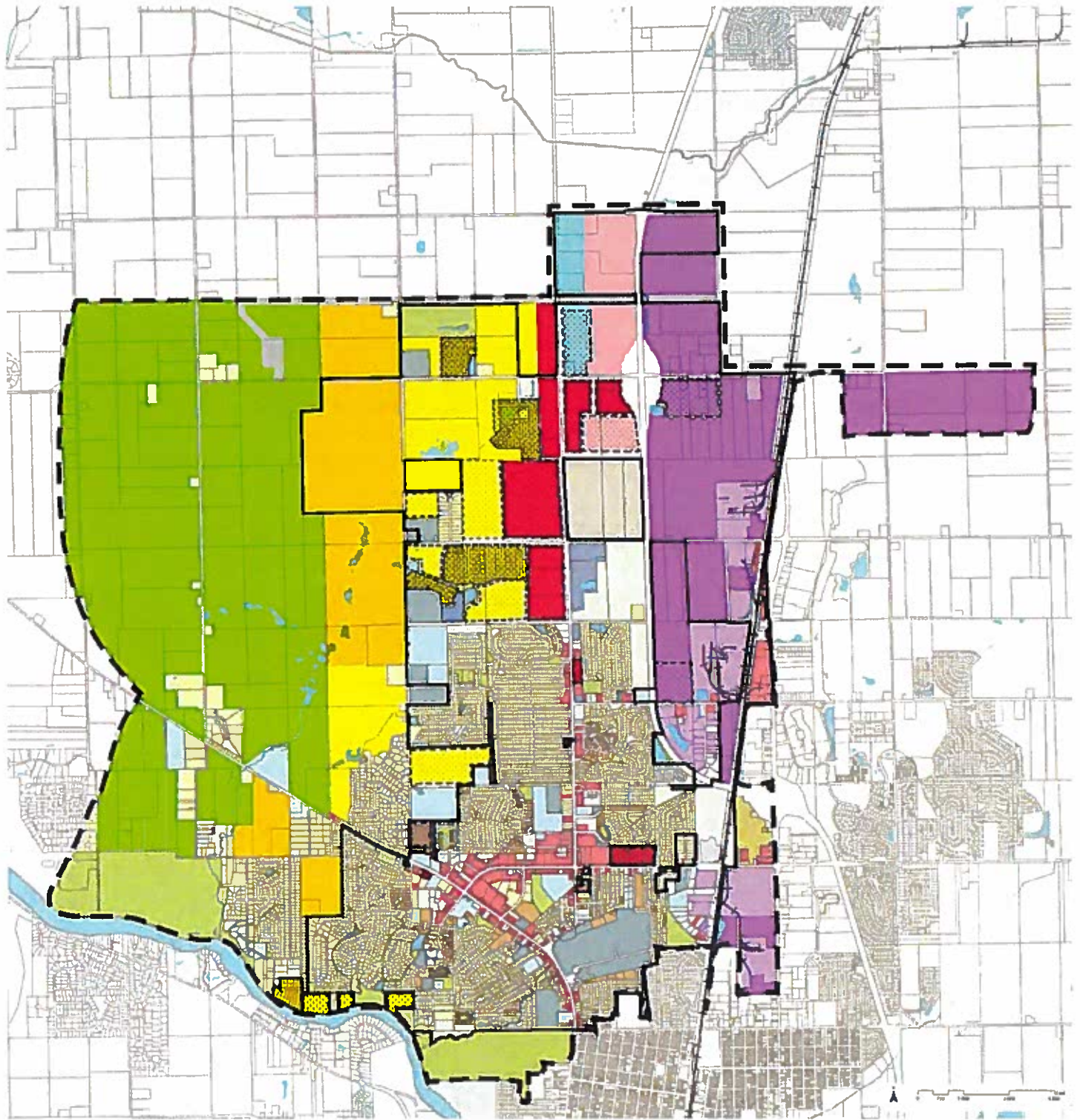
TRANSPORTATION SYSTEM UPGRADES

- Major Streets (Existing)
- New Streets
- Upgraded Streets
- Proposed Interchange

FIGURE 7



LAND USE PLAN



EXISTING LAND USE

- Single-Family Residential
- Two-Family Residential
- Multi-Family Residential
- Manufactured Home Park
- Commercial
- Agricultural
- Medical / Healthcare
- Parks & Open Space
- Public
- Semi-Public
- Industrial
- Vacant
- Utilities
- Village Boundary

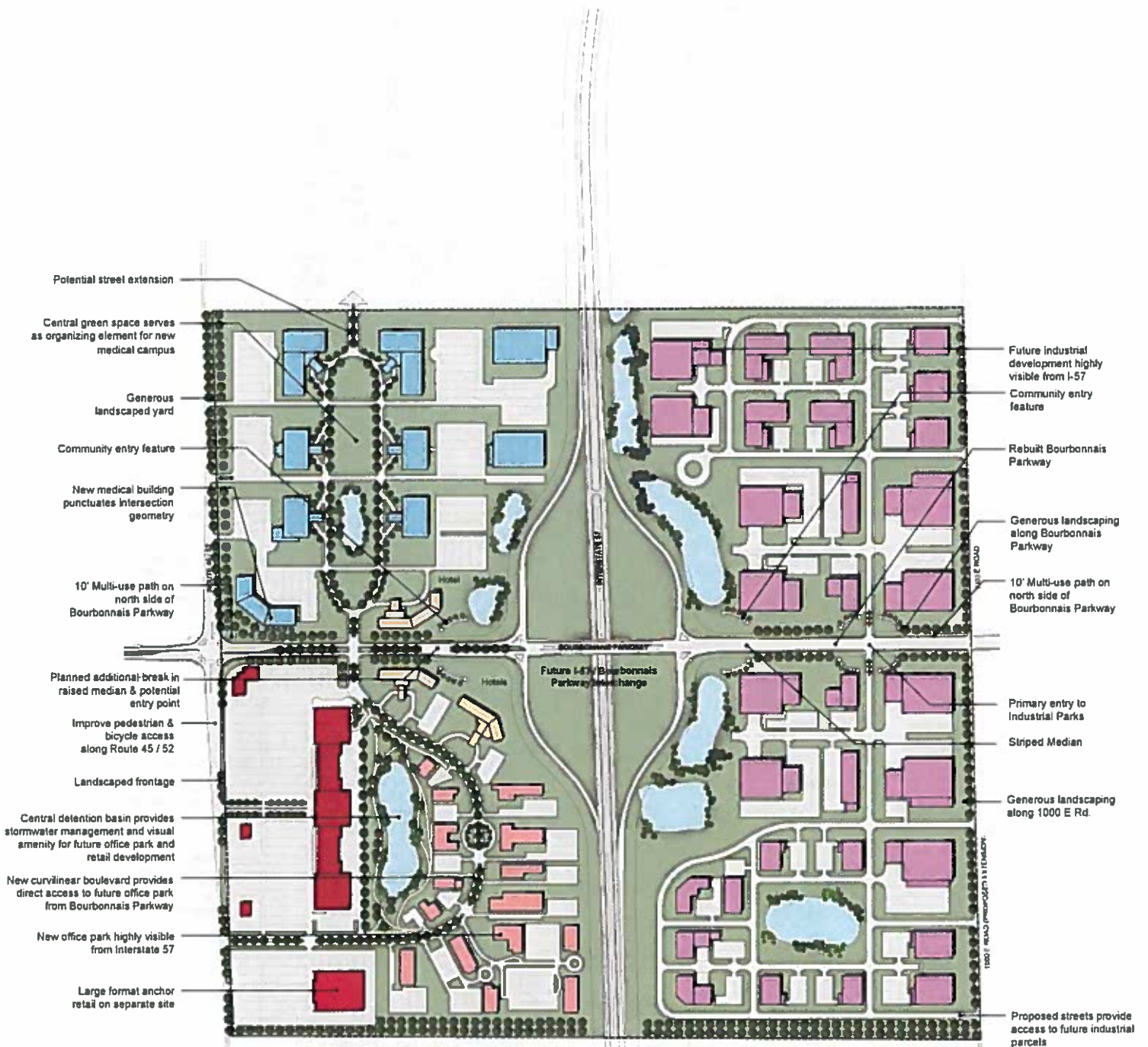
LAND USE PLAN (20-year Horizon)

- Near-term Development
- Intermediate-term Development
- Single-Family Residential
- Multi-Family Residential
- Commercial
- Public
- Office
- Industrial
- Medical / Healthcare

LONG-RANGE LAND USE PLAN (20+ Years)

- Low-Density Residential
- Single-Family Residential
- Commercial
- Office
- Agricultural
- Industrial
- Medical / Healthcare
- Extraterritorial Jurisdiction (1.5 Mile Radius from Corporate Links)

FIGURE 8



Legend

- Retail Building
- Industrial Building
- Hotel
- Medical Building
- Office Building
- Green Space

FIGURE 11

■ SUBAREA PLAN: I-57 INTERCHANGE

BOURBONNAIS 2030 COMPREHENSIVE PLAN
VILLAGE OF BOURBONNAIS, ILLINOIS

SEPTEMBER 2013

camiros

IN ASSOCIATION WITH
KLOA, INC.

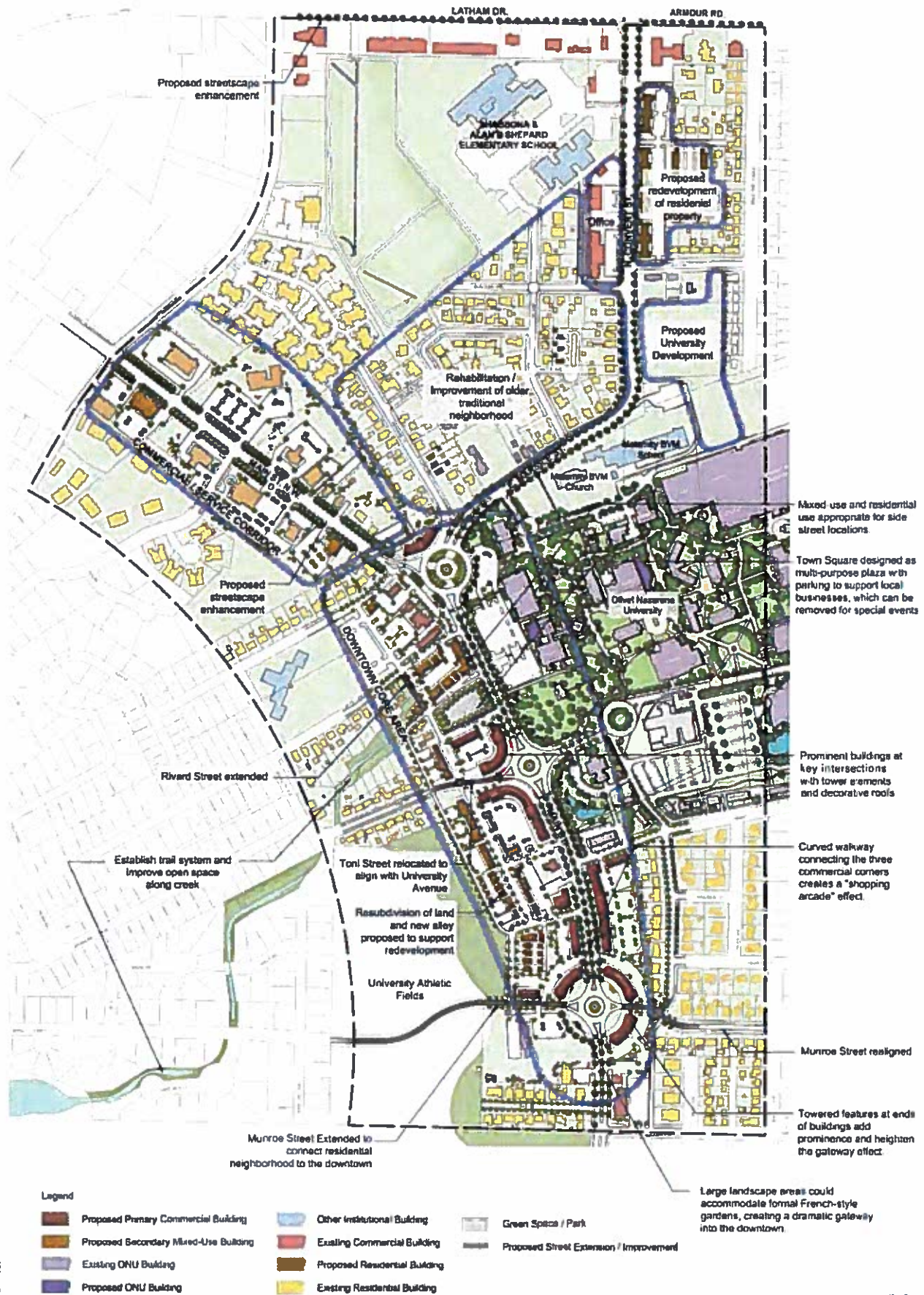


FIGURE 12