

*City of Wheaton*

---

## Comprehensive Plan Update

---



**December, 1999**

---

## TABLE OF CONTENTS

---

INTRODUCTION	1
COMMUNITY ASSESSMENT	2
PLANNING ISSUES	15
COMMUNITY DEVELOPMENT POLICIES	26
LAND USE POLICY PLAN	32
COMMUNITY CHARACTER FRAMEWORK	37
SPECIAL FOCUS AREAS	42
IMPLEMENTATION PLAN	61

## **ACKNOWLEDGMENTS**

### **COUNCIL MEMBERS**

C. James Carr, Mayor  
Linda E. Davenport  
Grant Eckhoff  
Michael J. Gresk  
Dave Johnson  
Linda W. Johnson  
Robert Mork  
Don Rose

### **COMPREHENSIVE PLAN STEERING COMMITTEE**

Vicki Sebela, Chairperson

Sandria Simmons

Robert Padicchi

Robert Miranda

Jason Campbell

David Lautz

Jane Rio

Dean Futris

David Blankenship

James Popernik

Thomas Wood

### **PLAN COMMISSION**

Donald J. Longacre, Chairperson

Gretta Tameling

Ralph Holmen

Tim Kluckman

Ken Kutska

Michael F. Mallon

Vicki Sebela

### **CITY STAFF**

James P. Kozik, Director of Planning

Ann Wollensak, Director of Economic Development

Donald Rose, City Manager

Paul G. Redman, P.E., Director of Engineering

### **TESKA ASSOCIATES, INC.**

Lee M. Brown, Project Director

Konstantine T. Savoy, Project Manager

Jodie L. Thompson, Associate Planner

Caroline A. Havey, CAD Mapping

---

## FIGURES, TABLES AND EXHIBITS

---

	PAGE
Figure 1 = Comparison of Population Change 1980 - 1997	2
Figure 2 = Projected 2020 Population - City of Wheaton	3
Figure 3 = Wheaton Population by Age	3
Figure 4 = Wheaton Housing Units - 1990	4
Figure 5 = Owner Occupied Housing Units - 1990	4
Figure 6 = Rental Units by Gross Rent - 1990	5
Table 1 = Existing Land Use, 1997	6
Table 2 = Existing Land Use, Comparable Communities	6
Table 3 = Existing Land Use, 1997 (Within Wheaton City Limits Only)	7
Table 4 = Retail Sales Tax Receipts - Comparative Communities	9
Exhibit 1 = Planning Issues	22
Exhibit 2 = Transportation Plan	23
Exhibit 3 = Community Facility Plan	24
Exhibit 4 = Natural Resources Inventory	25
Exhibit 5 = Land Use Policy Plan	36
Exhibit 6 = Community Character Framework	41
Exhibit 7 = Central Business District Special Area Plan	46
Exhibit 8 = East Roosevelt Road Corridor Study Land Use Plan	50
Exhibit 9 = East Roosevelt Road Corridor Study Development Improvement Plan East Section	51
Exhibit 10 = East Roosevelt Road Corridor Study Development Improvement Plan West Section	52
Exhibit 11 = North Main Street Corridor Study Land Use Plan	55
Exhibit 12 = North Main Street Corridor Study Development Improvement Plan	56
Exhibit 13 = Wheaton College Neighborhood Planning Areas	60

## INTRODUCTION

---

The last Comprehensive Plan, and plans prior to it are testimony to the City of Wheaton's commitment to sound planning aimed at preserving character, enhancing image and managing growth to strengthen the City's economic base. The 1989 Comprehensive Plan identified 38 target areas within the City for which specific land use development policies were established. Over the last nine years, thirty of these target areas have developed largely in accordance with the Plan's recommendations.

This 1998 Comprehensive Plan Update is the culmination of efforts by the City to comprehensively re-examine issues related to changes in its community. Steady growth over the past 20 years, new demographic and economic factors, changes to the transportation system, community facilities and institutions over the past 9 years have rendered the 1989 Plan out of date. The City determined that these changes merited re-evaluation and presented the opportunity to redefine the community's direction and growth policy.

The focus of Wheaton's planning program has shifted from managing growth on the City's periphery, to: addressing development of the few remaining vacant parcels, enhancement of the City's commercial base, redevelop obsolete sections of the City and expand civic and religious institutions. Three areas of the community which are likely to experience the most change, and which have drawn most of the attention of community leaders include: 1) Downtown, 2) the growth of several institutional uses, and 3) the Roosevelt Road corridor. Other development trends affecting the future of the community and particular neighborhood areas include the tear down of existing modest size homes and replacement with larger homes, consolidation of older lots and re-subdivision into smaller parcels, and large additions to existing structures. Each of these can result in changes to

the existing character of older residential areas which are a source of pride for residents of the entire City.

This Comprehensive Plan update is the result of a process involving elected and appointed public officials, the City's professional staff and citizens of Wheaton. Over 40 elected and appointed officials, business persons, and resident volunteers were interviewed as part of this process, representing a broad cross-section of public agencies and citizens. It is a guide for public officials and citizens who will lead the City of Wheaton into the 21st century.

---

***By planning together, a vision of the community's future emerges, based on a process by which the citizens in Wheaton identify and pursue common goals.***

---

This Comprehensive Plan documents a step-by-step process of identifying conditions, alternative proposed policies, and implementation. It works through each step for the community as a whole before it moves to the next step in a following chapter.

# COMMUNITY ASSESSMENT

---

This chapter describes conditions of the community which existed at the time of the development of the plan.

Wheaton is a community of strong traditions expressed in its many high quality institutions, government, historic neighborhoods and downtown. The three most important features of Wheaton's landscape which describe the City's success are its strong, attractive neighborhoods, historic character, and quality of life.

The demographic changes occurring in Wheaton and the gradual shifting of the commercial and retail activity from the center of the City pose new challenges for City officials. One such challenge will be maintaining the older areas of the community, which provide a sense of community and character as more contemporary subdivisions and commercial areas are developed or expanded.

As is true for many areas of DuPage County, the amount of vacant developable land within the City of Wheaton is very limited. If growth continues as projected over the next 23 years, Wheaton will be fully developed. Wheaton can no longer be considered a growth community, but rather one reaching maturity. Wheaton's transition from a "growing" to a "maturing" community will signal the need to address several issues and respond with new development strategies, which capitalize on existing, stable resources through enhancement and redevelopment programs.

The economic development emphasis for this next period of growth will be on maintaining and enhancing infrastructure to remain a competitive location for existing, relocating, or new businesses. Redevelopment and the capacity of existing facilities to support new growth will be a primary concern.

## Demographic Profile

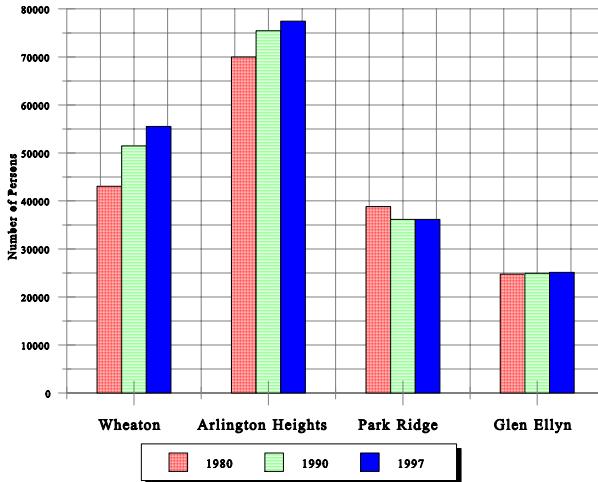
---

### Population Trends

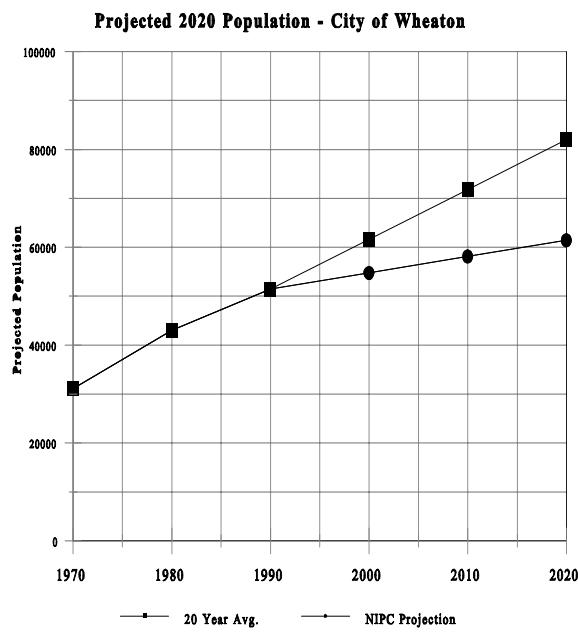
Over the last 20 years, through a combination of new single and multiple family residential construction, the City of Wheaton has witnessed tremendous growth (see Figure 1). This trend, however, will not be maintained over the next 23 years as Wheaton's growth rate flattens out due to limited new development opportunities, an aging population and smaller household sizes.

Between 1970 and 1980 Wheaton's population increased by 11,905 persons (3.29% annual growth rate), from a population of 31,138 to 43,043. From 1980 to 1990 the City grew by another 8,421 persons (1.75% annual growth rate), from a population of 43,043 to 51,464. According to the

**Comparison of Population Change 1980 - 1997**



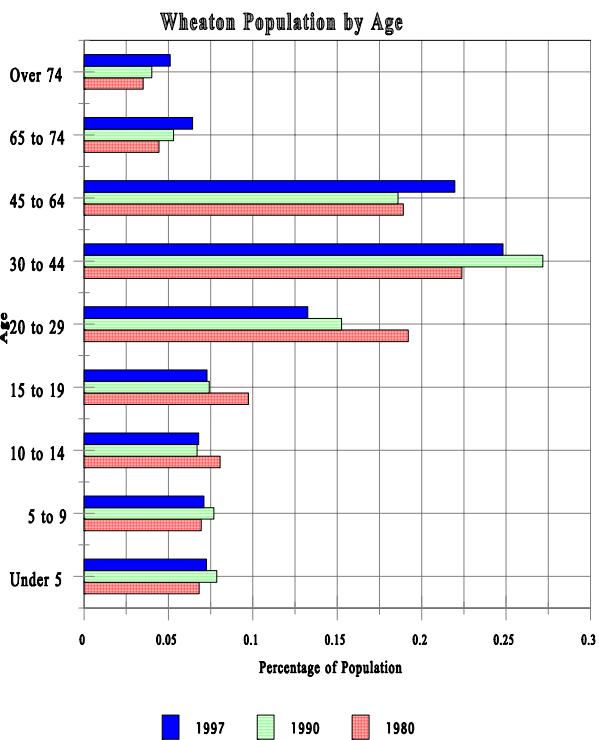
1997 Special Census, the population has increased by approximately 4,291 persons to 55,755 persons (0.75% annual growth rate) since 1990. The 2020 estimate (see Figure 2) by the Northeastern Illinois Planning Commission (NIPC) places the population of Wheaton at 61,496 persons (0.45% annual growth rate).



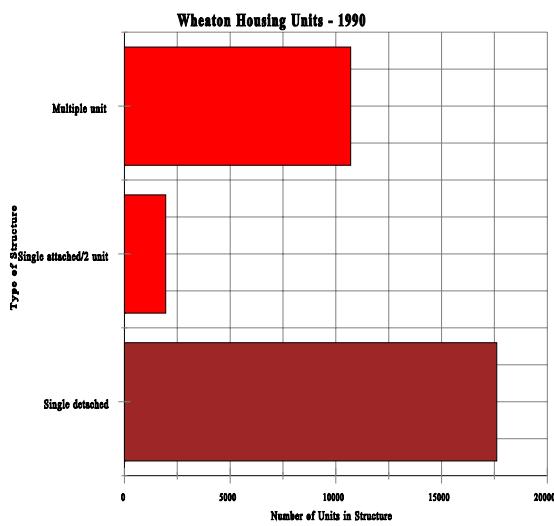
This prediction of slower growth can be explained by the evidence that household size has been decreasing dramatically (from 3.17 to 2.42 persons per dwelling unit) from 1980 to 1997. It is also evident that Wheaton has an increasingly aging population composition (see Figure 3). The largest declines in population since 1990 have been in the 20-29 year old "workforce entry level" (3% decrease) and 30-44 year old "family" (8% decrease) age brackets. Wheaton's growth during the next 23 years will begin to mirror the growth pattern experienced by other mature communities including Glen Ellyn, IL (0.1% annual growth from 1980-1997) or Arlington Heights, IL (0.6% annual growth from 1980-1997). Each of these communities demonstrated flattened growth rates as they have experienced limited new development opportunities. Similarly, in Wheaton, future tear down/new construction is not likely to produce significant population increases. Therefore, due to

limited land availability to produce new housing, any changes in population will also be the result of changes in population composition.

Eventually, the older segment of the population (age 55+, especially age 65 and over) may choose or may be forced to move out of their homes into assisted living or retirement residences. This will provide an opportunity for younger families with children to move in, resulting in a slight population increase. In comparison to the growth of similar communities such as Arlington Heights (see Figure 1), it is forecasted that Wheaton may once again see a modest temporary resurgence in its growth rate due to an influx of younger families with children accompanied with new multi-family housing downtown.



While an overwhelming majority of Wheaton's population is composed of White (non-Hispanic) individuals, considerable growth rates have been witnessed over the past 20 years in other ethnic concentrations of the population. Since 1980, the Asian population has grown 179.7% (from 935 to 2,615 persons). Over the same time frame the



Hispanic population has grown 116.5% (from 643 to 1,392 persons). Relative to other non-White population groups, these two groups are experiencing significant growth. Although the Asian and Hispanic population increases amount to only a small proportion of the total population, it may ultimately drive the need for programs aimed at a more culturally diverse community.

### Housing Trends

Overall, housing characteristics within Wheaton span the range of housing types and income levels consistent with those of other communities with similar compositions.

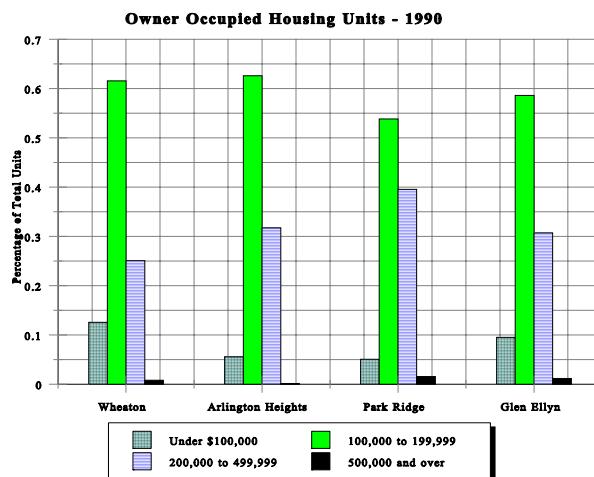
While Wheaton's land acreage, like many other suburban communities, remains predominantly devoted to single family housing, it also contains a diverse mixture of uses. It is important not to let the percentage of land acreage override the perception of what housing is actually available in Wheaton. At first glance, the Existing Land Use map of the City of Wheaton suggests a community that has an overwhelmingly dominant single family housing type. On a per unit basis however, the City actually contains a more diverse array of housing options. Figure 4 illustrates a more accurate picture of Wheaton's housing mixture. In terms of total housing units available, the City offers a good balance in the amount of housing alternatives to

choose from, creating a more diverse and more affordable market.

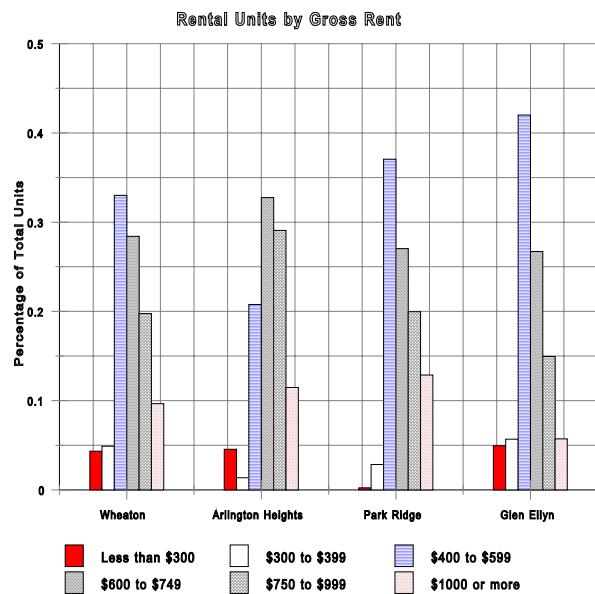
Wheaton has a solid, diverse mix of housing providing a range of affordability options, with an average selling price for homes of \$185,000. Since 1994 the average purchase price of new homes is in the \$200,000+ range. High housing costs are driven by costs for land between \$150,000 to \$170,000/acre. Based on interviews with local developers and community leaders, the greatest housing needs in Wheaton are: 1) to provide more affordable housing (in the \$150,000 range), and 2) to develop high quality townhome and condominium options for "empty nesters" seeking a maintenance free living environment, with on site amenities where possible. One such project includes the Waterford Place condominiums in downtown Wheaton that are being offered at \$125,000 for a one bedroom and \$225,000 for two bedrooms.

Although a healthy mix of owner and renter occupied housing exists, home ownership remains the dominant type of living in Wheaton. According to the 1990 Census, nearly 75% of the occupied units were owned, while the remaining 25% were rented. Figure 5 demonstrates the availability of housing options available for potential owners.

Rental housing in Wheaton provides an array of housing options for people of all income levels (see Figure 6).



During the 1990s, elderly housing and retirement center developments in DuPage County continued to increase. Population projections indicated that Wheaton's elderly population will continue to grow. Although there is no accurate way to predict the preferences of these individuals, it is reasonable to assume that a substantial portion of these persons will desire or require accommodations provided by



retirement centers. According to the Del Webb Corporation, (a nationally known builder of "SunCity" retirement communities currently constructing a 4,800 unit development in southern McHenry County, IL) only two of ten retirees leave their hometowns in search of more hospitable locales.

A range of elderly housing options, including life care facilities, congregate housing and independent living arrangements were developed in the last ten years in DuPage County. Other large projects in the vicinity of Wheaton include the 225 unit Meadowbrook nursing home, and a 391 unit independent and health care facility in Naperville, the Foxcrest Manor facility in West Chicago, the 100 bed expansion of the DuPage County Convalescent Center, the 470 unit Wyndemere independent living and nursing home facility, and the Marriott Brighton Gardens assisted living facility

on Butterfield Road in Wheaton.

## Existing Land Use Profile

The planning area for the City of Wheaton encompasses approximately 11,106 acres (or 17 square miles). This area includes unincorporated properties and subdivisions surrounding the municipal limits of Wheaton. Due to the large areas of Forest Preserve property that lie in the southern portion of the planning area, nearly one-third (29.4%) of the total land area within the planning boundary is an open space use. This combined with institutional uses (9.9%) places a significant portion of the land use in non-tax producing property.

Single family residential and open space uses occupy nearly 75% of the land area. When Forest Preserve property is deducted from the amount of open space within the total land area, institutional uses occupy nearly 12.1% of the land, an amount generally consistent with that of similar communities.

In comparison to other communities, Wheaton has a comparable percentage of commercial and office land use in relation to its population size. However, as Wheaton's population increases over the next 20 years, the City should consider encouraging commercial and office uses that will better support its population and City services. Industrial uses cover only 0.5% of the land area in Wheaton, as compared to Arlington Heights (6.5%). Park Ridge and Glen Ellyn both lack industrial uses within their municipal limits. Vacant land and agricultural uses comprise 3.6% of Wheaton's planning area.

**Table 1**

Existing Land Use, 1997 (including unincorporated areas)			
City of Wheaton	Acreage	%	% Acreage Excluding Forest Preserve
Single Family	5,060.8	45.7%	56.0%
Townhouse/Duplex	420.1	3.8%	4.7%
Multi-story Apartments	209.0	1.9%	2.3%
General Commercial	155.6	1.4%	1.7%
Community Commercial	188.7	1.7%	2.1%
General Office	261.2	2.4%	2.9%
General Industrial	47.1	0.4%	0.5%
Institutional	951.2	8.6%	10.5%
Transportation/Utilities	114.8	1.0%	1.3%
Agricultural	73.0	0.7%	0.8%
Local Open Space	1,306.6	12.0%	14.5%
Regional Open Space	2,030.2	18.3%	
Undeveloped	256.9	2.3%	2.8%
Total	11,075.2	100.0%	

**Table 2**

Comparable Communities	% of Acreage		
	1997		1996
	Arlington Heights	Park Ridge	Glen Ellyn
Single Family Detached	50.2%	60.0%	50.1%
Multiple Family			
- Includes Townhomes & Duplexes	8.4%	10.3%	6.6%
Office	2.5%	2.0%	1.9%
Commercial			
- General and Community	5.6%	3.3%	3.4%
Industrial	6.5%	0.0%	0.0%
Open Space			
- Regional and Local	8.9%	16.8%	18.5%
Agriculture / Undeveloped	1.1%	0.0%	5.5%
Institutional			
- Includes Utilities	6.3%	7.5%	14.0%

Table 3

<b>EXISTING LAND USE, 1997 (WITHIN WHEATON CITY LIMITS ONLY)</b>		
<b>Land Use</b>	<b>Acreage</b>	<b>Percentage of Total Areas</b>
Single Family	4,104.6	55.4%
Townhome/Duplex	439.3	5.9
Multi-Story Apartments	219.5	3.0
General Commercial	155.3	2.1
Community Commercial	198.3	2.7
General Office	156.8	2.1
General Industrial	38.6	0.5
Institutional	945.9	12.8
Utilities/Transportation	119.1	1.6
Agricultural	30.2	0.4
Local Open Space	725.0	9.8
Regional Open Space	109.7	1.5
Undeveloped	164.7	2.2
Total	7404.8 acres	100%

## **Economic Profile**

---

The continued strength of Wheaton's economy is fueled by the "quality of life" offered by the community. The following is an analysis of trends and issues that affect the local economy that were identified from interviews with City officials, over forty community leaders, and an independent review of reports, plans and market data.

### **Commercial and Industrial Trends**

Wheaton, like similar suburban communities, is a net exporter of jobs and importer of employees to fill lower wage service sector jobs. As a result, Wheaton businesses pay high labor costs and experience higher employee turnover. However, telecommunications technology changes in the work place and changing travel patterns may result in more home occupations. Changes in the demographic characteristics of the community also present new issues and opportunities as the result of an aging population. According to community leaders, over the last five to seven years new businesses are forming that specialize in care for the elderly.

### **Retail Market Characteristics**

The retail base in Wheaton is important to the community for many reasons. The availability of local retail stores provides both jobs and convenient shopping opportunities for Wheaton residents. It also supports the community in the form of both real estate and sales tax revenue. Sales tax receipts for 1990 through 1996 are compared in Table 4. This information was obtained from the KOB Report (Kind of Business) published by the Illinois Department of Revenue. Numbers in this table represent only the municipal portion of the total sales tax collected.

Since 1990, retail sales tax receipts have dramatically increased by 62% in Wheaton. This growth is primarily due to the opening of the development in South Wheaton. This growth far out performs that of the comparable communities of Glen Ellyn, Park Ridge, and Arlington Heights.

Much of this growth occurred in the general merchandise and apparel category, with impressive gains in drinking and eating establishments as well.

Most other types of retail sales tax receipts increased by 28% or more. While the comparison communities saw decreases in several types of retail sales, Wheaton lost sales tax receipts in the manufacturer category only.

The absolute amount of Wheaton's retail sales tax receipts is less than that of Arlington Heights. However, Wheaton has a smaller population. Relatively high per capita retail sales taxes, as compared to other similar communities, mean that Wheaton is doing a good job in capturing both local and market area share of sales potential. Overall, the figures reveal a retail strength that has been building in Wheaton over time and in relation to comparable communities.

The City's smaller neighborhood shopping areas, however, are struggling to compete with newer and larger retail centers. The North Main Shopping Center on Geneva has a large vacancy due to the closure of the 80,000 sq. ft. Handy Andy home improvement center. The center's competition is from a major new shopping center built across the street in Carol Stream with the assistance of a \$5 million tax increment financing district. The existing Jewel center now must compete with a new, larger Dominick's "Fresh" store.

The North Main Street neighborhood commercial area, south of Geneva Road, is an aging commercial area with many 30+ year old buildings, including two hardware stores, fast-food restaurants, offices and a newer banking facility. The new Fire Station on Main Street will enhance the area and improve the City's fire rating. Even with a few vacancies, the commercial area remains a competitive location due to low rents. The frequency of curb-cuts, typically the greatest problem in commercial "strip" areas, is not excessive along Main Street.

Table 4

## Retail Sales Tax Receipts - Comparative Communities

CATEGORY	1990		1994		1996		1990-96
	Tax Receipts	Percent	Tax Receipts	Percent	Tax Receipts	Percent	% Change
<b>City of Wheaton</b>							
Population	51,441		54,298		55,269		
General Merchandise	\$129,456	3.64%	\$565,675	10.75%	\$600,687	10.40%	364%
Food	\$897,420	25.23%	\$1,072,730	20.38%	\$1,272,832	22.03%	42%
Drinking & Eating Places	\$218,569	6.14%	\$412,598	7.84%	\$454,101	7.86%	108%
Apparel	\$178,869	5.03%	\$411,955	7.83%	\$409,005	7.08%	129%
Furniture, H.H. & Radio	\$207,321	5.83%	\$233,061	4.43%	\$265,213	4.59%	28%
Lumber, Bldg. & Hardware	\$435,560	12.24%	\$687,924	13.07%	\$607,307	10.51%	39%
Automotive & Filling Stations	\$661,494	18.59%	\$934,642	17.76%	\$1,130,097	19.56%	71%
Drug & Other Retail	\$562,452	15.81%	\$630,319	11.97%	\$732,597	12.68%	30%
Agricultural & Extractive	\$142,447	4.00%	\$202,456	3.85%	\$208,345	3.61%	46%
Manufacturers	\$124,001	3.49%	\$112,443	2.14%	\$96,646	1.67%	-22%
Total:	\$3,557,588	100.00%	\$5,263,802	100.00%	\$5,776,830	100.00%	62%
Per Capita:	\$69		\$97		\$105		51%
<b>City of Glen Ellyn</b>							
Population**	24,919		25,673		na		
General Merchandise	\$72,099	3.99%	\$49,941	2.57%	\$32,084	1.56%	-56%
Food	\$374,402	20.70%	\$363,314	18.72%	\$374,606	18.18%	0%
Drinking & Eating Places	\$165,004	9.12%	\$174,477	8.99%	\$203,500	9.88%	23%
Apparel	\$67,833	3.75%	\$58,623	3.02%	\$52,667	2.56%	-22%
Furniture, H.H. & Radio	\$63,503	3.51%	\$89,970	4.64%	\$85,138	4.13%	34%
Lumber, Bldg. & Hardware	\$141,348	7.81%	\$120,427	6.21%	\$138,260	6.71%	-2%
Automotive & Filling Stations	\$493,168	27.27%	\$641,495	33.06%	\$639,785	31.05%	30%
Drug & Other Retail	\$314,881	17.41%	\$347,166	17.89%	\$410,177	19.91%	30%
Agricultural & Extractive	\$63,729	3.52%	\$53,874	2.78%	\$77,015	3.74%	21%
Manufacturers	\$52,773	2.92%	\$41,309	2.13%	\$47,178	2.29%	-11%
Total:	\$1,808,741	100.00%	\$1,940,597	100.00%	\$2,060,410	100.00%	14%
Per Capita:	\$73		\$76				
<b>City of Park Ridge</b>							
Population**	36,175		36,454		na		
General Merchandise	\$88,456	3.35%	\$68,940	2.35%	\$71,890	2.59%	-19%
Food	\$715,875	27.08%	\$599,033	20.39%	\$589,097	21.20%	-18%
Drinking & Eating Places	\$135,383	5.12%	\$162,137	5.52%	\$218,324	7.86%	61%
Apparel	\$97,470	3.69%	\$85,286	2.90%	\$82,695	2.98%	-15%
Furniture, H.H. & Radio	\$59,170	2.24%	\$58,407	1.99%	\$57,438	2.07%	-3%
Lumber, Bldg. & Hardware	\$92,400	3.50%	\$104,719	3.56%	\$92,109	3.32%	-0%
Automotive & Filling Stations	\$1,005,674	38.04%	\$1,077,793	36.68%	\$1,044,120	37.58%	4%
Drug & Other Retail	\$292,379	11.06%	\$622,257	21.18%	\$409,393	14.73%	40%
Agricultural & Extractive	\$110,390	4.18%	\$120,650	4.11%	\$185,361	6.67%	68%
Manufacturers	\$46,541	1.76%	\$38,770	1.32%	\$28,116	1.01%	-40%
Total:	\$2,643,739	100.00%	\$2,937,992	100.00%	\$2,778,543	100.00%	5%
Per Capita:	\$73		\$81				
<b>Village of Arlington Heights</b>							
Population**	75,463		77,438		na		
General Merchandise	\$869,030	8.90%	\$897,298	9.41%	\$923,809	8.96%	6%
Food	\$1,486,573	15.22%	\$1,454,950	15.26%	\$1,437,558	13.94%	-3%
Drinking & Eating Places	\$839,787	8.60%	\$914,307	9.59%	\$996,899	9.67%	19%
Apparel	\$380,318	3.89%	\$392,462	4.12%	\$317,198	3.08%	-17%
Furniture, H.H. & Radio	\$654,118	6.70%	\$753,770	7.91%	\$769,071	7.46%	18%
Lumber, Bldg. & Hardware	\$449,419	4.60%	\$706,436	7.41%	\$509,676	4.94%	13%
Automotive & Filling Stations	\$2,110,776	21.61%	\$2,212,957	23.21%	\$2,395,065	23.22%	13%
Drug & Other Retail	\$1,193,885	12.22%	\$1,359,983	14.26%	\$1,506,866	14.61%	26%
Agricultural & Extractive	\$1,430,957	14.65%	\$494,086	5.18%	\$476,415	4.62%	-67%
Manufacturers	\$352,317	3.61%	\$347,974	3.65%	\$981,728	9.52%	179%
Total:	\$9,767,179	100.00%	\$9,534,222	100.00%	\$10,314,285	100.00%	6%
Per Capita:	\$129		\$123				

## Office Market Characteristics

During the early 1990s, office development in DuPage County was slower than in previous years. A recessionary economy, conservative lending practices by financial institutions and a lower regional demand for office space were contributors to this condition. Since 1992 office vacancies have decreased in Wheaton from 18% - 20%, to 5% - 10% in 1996. As compared to Glen Ellyn, Wheaton has been able to maintain higher occupancies during the last five years. This has been the result of lower rental rates and the availability of smaller offices. Most of the office space listed in the Metro-Chicago Office Guide for Glen Ellyn is in buildings larger than 40,000 sq. ft. In contrast, office space in Wheaton is limited to buildings with 50,000 sq. ft. or less, with the majority of office buildings in the 25,000 - 35,000 sq. ft. range.

Law and Realtor offices, insurance companies, computer firms, marketing companies, financial businesses, brokers, and banks are the primary users of office space in Wheaton. Other businesses include those associated with Wheaton College and other religious organizations, such as publishing companies, and those supporting the publishing industry including art illustrators and writers.

Downtown office space in Wheaton is attractive due to generally lower lease rates. Wheaton's downtown second and third floor office spaces, available for \$6 - \$8/sq. ft., are typically occupied by small, one person operations. Even though spaces are generally less desirable due to design problems in older buildings, they have relatively good occupancy rates.

City officials, developers, and local business persons indicate that the office market in downtown is limited more by the availability and quality of space, than the potential demand. Office activity in downtown Wheaton is hampered by relatively high asking prices for buildings currently on the market. Recent sales activity of buildings in downtown indicates that the typical purchase price for office space ranges from \$25 - \$50/ sq. ft. The owners of two office buildings currently on the market in downtown are asking \$62/sq. ft. and \$75/sq. ft.

Recent office construction demonstrates the potential of Wheaton's office market. South Wheaton offers newer, two story office space in seven buildings, with 20,000 sq. ft. each, north of the shopping centers. They have been built on an average of one each year as a result of high occupancy rates. In contrast, the Roosevelt Road corridor office occupancy is somewhat soft. Existing buildings are older and space stays on the market for a longer period of time.

## Industrial Market Characteristics

Wheaton has a very small industrial base, relegated to the area along the railroad tracks northeast of the downtown. According to officials from local industries, the few existing industrial businesses appear to be healthy and committed to their current location. A representative from Acme Screw indicated that attracting lower wage manufacturing workers is difficult due to its remote location and incompatible commuter train schedule. Trains leaving Chicago do not start early enough for the first morning work shift. Of Acme's eighty employees, 70% live outside DuPage County coming from Chicago, Elgin and Kane County. Acme's current site provides room for expansion which is anticipated within the next few years. While F.E. Wheaton lumber yard has moved its headquarters out of Wheaton, City officials indicate that this company will maintain its present facility located just north of the Manchester Bridge. No new sites are being considered for expansion of the City's industrial base.

## Downtown Profile

The goal of the City's downtown, as stated in the 1988 "Central Area Plan" prepared by Planning Resources Inc., is:

***To create a viable, multi-faceted downtown, a central area which provides opportunities for a wide range of activities which nourish community life.***

Downtown Wheaton today retains its unique identity and character at the historic heart of the City. However, relocation of major employers, the development of Danada East and West, Rice Lake Square and Wheaton Town Square shopping centers, and opening of the Kohl's/Target commercial complex on west Roosevelt Road, combined with the growth of regional centers in Oak Brook, Lombard, Bloomingdale and elsewhere, have altered the economic strength and viability of the central business district. These events have been evidenced in most older suburban downtowns. While retaining its symbolic importance in the community, downtown is no longer the predominant "economic engine" of the City. The downtown is in a transition period from a major retail center to a more self-supporting, diverse urban center with a variety of uses.

The most significant influence on the health of the downtown was the relocation of the County Court House facilities to the County Government Center in early 1991. This move, combined with the purchase of the Gary Wheaton Bank by First Chicago Bank and subsequent relocation of a significant number of workers, has substantially reduced downtown's market potential.

The transfer of market demand from independent retailers to big box "value" retailers, and the change in the men's clothing business from formal to more casual styles, has had a profound impact on downtowns across the country. The traditional strength of Wheaton's downtown may have been the result of demand generated by previous large institutions' use of office space. However, the success of established restaurants and the recent opening of two restaurants by the same owner, is evidence of the strength of Wheaton's potential as a center for entertainment activities. While vacancies currently exist, recent transactions involving the Doenges, Colson, and Chicago Title buildings indicate continued strength of the Wheaton downtown market. Competitive rents in the \$10 - \$14/sq. ft. range will also be attractive to new businesses.

Unlike many communities, the health of Wheaton's

core retail area is protected by zoning regulations which restrict the conversion of prime ground floor retail space to office uses. Through the City's facade improvement loan program, property owners are encouraged to rehabilitate their buildings and thereby enhance the overall appearance of the downtown. Downtown revitalization efforts have also been aided by the establishment of a tax increment financing district, which has resulted in new residential and commercial development.

The revitalization plan for downtown needs to be based on a strategy that recognizes a fundamental shift in the market and function of the downtown to address 21<sup>st</sup> century realities. To determine downtown's potential, and to carry forward the City's long term revitalization strategy, it is necessary to understand the current function of the central business district by examining the interrelationships between existing uses. The descriptions which follow summarize the current functional relationships. For example, the presence of high density residential developments within the central area is strongly influenced by the connections to the commuter rail station, government, civic and religious institutions, access to retailing and entertainment uses, and work locations in nearby offices. In turn, retailing, entertainment, office and rail facilities benefit from proximity to residential uses.

Each of the functions which are not identified as having a primary relationship are functional areas which the City should or could strengthen. The enhancement of secondary and tertiary relationships are opportunities to revitalize Wheaton's central business district.

## Existing Downtown Relationships

### *Primary:*

- Retail & Service - Residential
- Retail & Service - Financial
- Residential - Transportation

### *Secondary:*

- Retail & Service - Office
- Retail & Service - Entertainment
- Cultural/Institutional - Entertainment
- Retail & Service - Cultural/Institutional
- Retail & Service - Government & Civic
- Office - Financial
- Office - Cultural/Institutional
- Office - Government & Civic
- Office - Transportation
- Residential - Entertainment
- Transportation - Cultural/Institutional
- Government & Civic - Cultural/Institutional

### *Tertiary:*

- Retail & Service - Transportation
- Office - Residential
- Entertainment - Transportation
- Entertainment - Government & Civic
- Entertainment - Financial
- Cultural/Institutional - Residential
- Cultural/Institutional - Financial
- Residential - Financial
- Residential - Government & Civic
- Transportation - Financial
- Transportation - Government & Civic
- Government & Civic - Financial

## Downtown Relationship Enhancement

### Opportunities

- Retail & Service - Entertainment
- Retail & Service - Cultural/Institutional
- Retail & Service - Office
- Office - Entertainment
- Office - Transportation
- Office - Financial
- Entertainment - Cultural/Institutional
- Entertainment - Residential
- Cultural/Institutional - Residential

## Institutional and Cultural Resources

One of the most significant long term planning issues facing the City is the growth and change of its major institutions. The relocation of the DuPage County Court House facilities and re-use of these buildings by National-Louis University, combined with the continued growth of Wheaton College and several large churches has had a significant impact on the downtown area and surrounding neighborhoods.

### **Wheaton College**

Established 136 years ago, Wheaton College is one of the largest and most important institutions within the City. The College's mission, according to College officials, is to be primarily a residential campus, limiting the number of commuter students. The policy of the College is to enhance its current services as necessary, not to pursue a rapid growth policy.

A long term objective of the College is to establish a more flexible, less restrictive zoning process for the redevelopment and expansion of their campus. Currently all building activities which result in changes to the campus must receive "special use" zoning approval.

The 80 acre Wheaton College campus is located within an I-1 Institutional zoning district established for the College's current facilities and potential expansion into adjacent areas. The City's development policy as expressed in the current Comprehensive Plan encourages "contiguous" versus "scattered" growth of the College campus area. However, after an analysis of several alternatives, Wheaton College has proposed to create more play fields and locate future facilities at a remote site at the eastern City limits on College Avenue. Even though this 15 acre site is more than a one-half mile walk from the campus, it was chosen as the least disruptive alternative to existing residential areas. Potential uses for this site and existing buildings include consolidation of current play field sites on campus and relocation of administrative services. This strategy offers the potential for Wheaton College to expand within its existing campus without needing to acquire additional properties in adjacent residential areas. The College Avenue site will not be used as part of the "teaching campus." The College indicates that this solution does not indicate a need for a new development policy for scattered sites. It suggests that the City should consider flexibility in its application of institutional zoning to permit expansion in non-contiguous areas where appropriate. Expansion of the Sport Center Complex to add a four court field house, and remodeling of the current dining area into a student center, are the only major changes planned by the College at this time for the next ten years. While there are no other major expansions planned to the campus in the near future, Wheaton College believes that growth north and east would best serve its long term needs.

Typical of most major institutions located within residential areas, most neighbor objections, according to College officials, have focused on parking problems and traffic generated by College activities. Spill over of parking into residential areas, and noise and traffic associated with large events, appear to be some of the residents' major objections. Uncertainty regarding the extent and impact of long range plans can also be a source of concern and friction with home owners in adjacent residential areas.

## **Growth of Local Churches**

Both College Church and Wheaton Bible Church have seen substantial growth in congregation membership over the past few years, as has been the experience of other independent non-denominational churches across the country. While an independent organization, the 130 year old College Church maintains close ties with Wheaton College. In response to growth, College Church completed a major expansion in 1994, adding a new sanctuary with a seating capacity of 1,100. According to Church officials, their average attendance on Sundays in two services is 1,700. To handle this volume, College Church has a shared parking agreement with Wheaton College and other nearby commercial uses. Church officials anticipate they will be able to accommodate up to 2,500 people with the current building in three services.

Wheaton Bible Church is exploring alternative plans to handle growth in membership. One of the significant limitations to expanding the existing Church building is the ability to supply additional off-street parking spaces. Parking options suggested by Church officials included building a parking structure and/or closing adjacent City street(s). Other alternatives included possible joint use of parking and recreation facilities between Wheaton Bible Church and Franklin Middle School, and relocation.

Both of these churches have an impact on the neighborhood immediately west of Wheaton College. The Union Avenue Neighborhood Association was formed to address resident concern over the impact of expansion plans of these two churches. Both churches have expressed interest in simplifying the zoning process for expansion of their facilities.

## **Wheaton Drama**

While in existence for over 60 years, Wheaton Drama has only recently moved to a permanent facility in downtown Wheaton at 111 Hale Street. Wheaton Drama is a local community organization supported by volunteers. The current building has a capacity of 100 seats, with the ability to be ex-

panded by approximately 50% to the north on the site of the old bank drive-through facility. Wheaton Drama typically puts on 11 - 15 performances per show, with five shows per year. Creative drama classes for children and adults and technical workshops for high school children are offered by volunteers. Wheaton Drama estimates that they bring approximately 5,000 people into the downtown area each season on weekends and Thursday evenings. Organizers believe Sunday and later evening business hours could benefit both local stores and patrons of the theater.

### **DuPage Art League**

As part of TIF redevelopment plan for site #2, the City provided assistance for the relocation of the Wheaton Art league to a new, larger building on Front Street, adjacent to the Colson Building. According to City officials, no additional expansion plans are likely in the near future.

The DuPage Art League offers weekly lectures and demonstrations on a variety of topics in art, sponsors monthly art shows, and offers classes to the public.

# PLANNING ISSUES

---

The community conditions outlined in the previous section provided the focus for a detailed identification of the planning issues which exist throughout the City, as discussed in this Section. (See Exhibit 1, p. 23) Recommendations for public policies which address these issues are described in the chapter on community development policies.

## **Neighborhood Character**

### **Residential Redevelopment**

Given the limited number of vacant residential parcels within the City, Wheaton is experiencing a development phenomenon that has been well underway in a number of other "mature", affluent communities in the Chicago area known as "teardowns." This development trend consists of the demolition and replacement of existing homes with larger structures built to the maximum allowable bulk (setbacks and lot coverage) standards of a community's zoning regulations. A related trend is that of the construction of major building additions to smaller homes. Often, the homes which are demolished or added on to are smaller, older buildings in mature neighborhoods which are part of an established neighborhood character. Over time, the occurrence of teardowns on a single block or throughout a neighborhood may affect, and ultimately change, the physical character of that area.

While resubdivision, demolition and rebuilding may all be legal under the City's regulations (assuming compliance with all applicable codes and ordinances), these activities can alter the character of the neighborhood. The consensus of most community leaders is that such activity, while generally good for the economy and improvement of the neighborhood, should continue to be monitored to determine if controls are necessary to minimize the impact on existing residences through

the establishment of additional zoning, subdivision and building size regulations.

### **Historic Preservation**

In an effort to recognize Wheaton's rich architectural history, the City established a landmarks procedure to recognize individual historic buildings and sites. No areas of the City have formal historic district designation. The City process currently does not require conformance to historic preservation standards or review by the Historic Preservation Commission prior to building remodeling. Buildings are voluntarily nominated by property owners and designated by the Historic Preservation Commission. Local historic designation has been given to 99 homes in the City.

### **Transportation**

In February 1981, the City of Wheaton adopted an amendment to the then-current master plan regarding transportation and major streets. Referred to as the 1980 Transportation Plan, this document sets forth recommendations for policies, standards and improvements for the street system, public and commuter transportation system, and bikeways.

Several recommendations of the 1980 Transportation Plan have been pursued and implemented. It is the intent of this 1998 Master Plan update to incorporate the 1980 Transportation Plan, with the inclusion of any new issues that have been identified since the adoption of the 1980 Plan. (See Exhibit 2, p. 24) To that end, the transportation planning firm of Kenig, Lindgren, O'Hara and Aboona, Inc. (KLOA) was asked to conduct a preliminary evaluation that included the following (see Appendix I):

- Review of previous Wheaton planning and traffic studies.
- Review and evaluation of previous Wheaton and DuPage County traffic counts.
- Review of planned roadway improvements and transportation planning within the City.
- Evaluation of the physical and operational aspects of the existing street network.

The following sections of this report identify and discuss current transportation issues and notes the suggestions and conclusions of KLOA.

### **Downtown Parking and Traffic Circulation**

Several community leaders and downtown merchants indicated that lack of access to parking in convenient locations is a constraint to the success of downtown businesses, particularly north of the railroad. As part of plans currently under consideration by the City for the redevelopment of TIF site #2, in the block bounded by Wesley, Hale, Front and Wheaton Avenue, approximately 360 parking spaces for public use are planned to be provided in a parking structure to be built as part of the new commercial and residential development. Lack of convenient and adequate commuter parking also places stress on the downtown parking situation.

The one-way street system and parking is believed by several community leaders and business persons as potentially having a negative affect on the ability of customers to find stores and nearby parking spaces. According to City officials, the one-way system has been in place since the late 1950s. Any change to the current circulation pattern would have a significant impact on parking capacity and safety, and on streetscape improvements.

In a memorandum of Preliminary Evaluation of Transportation Issues and Concerns (see Appendix I) prepared by the transportation planning firm of Kenig, Lindgren, O'Hara and Aboona, Inc. (KLOA), it is recommended that the one-way circulation

system be maintained, as it reduces the number of turning conflicts between vehicles and pedestrians; increases the capacity of the entire system; generally provides a second lane to bypass stopped vehicles; and increases the parking supply by accommodating angled parking stalls.

### **Public Transit**

The City is currently served by a PACE bus and METRA commuter rail station. PACE operates several fixed routes in the City. The City participates in the County paratransit program. METRA indicates that the Wheaton stations are the most heavily used facilities on the West line. As a result, METRA will be constructing a new train station building at the current location in the downtown, and will add 120 temporary commuter parking spaces in the College Avenue station area. Plans for the College Avenue station may also include moving the current facility west, with potential redevelopment within this area.

### **Railroad Crossings**

All of the railroad crossings in Wheaton exist at-grade, with the one exception being the Manchester Road bridge. The at-grade crossings lead to significant traffic blockage, especially on West Street and Wheaton Avenue near the downtown Wheaton METRA Station, by freight and commuter trains. METRA currently operates 27 eastbound and 27 westbound commuter trains per weekday on these tracks. City officials approximate that the tracks also carry 40 to 50 freight trains per weekday.

Since acquisition of the railroad right-of-way which runs through Wheaton by Union Pacific, City officials indicate that delays caused by freight trains have increased, causing potential access problems for emergency vehicles and frustration for persons working and shopping in the central business district. According to City officials, plans to provide a train storage depot facility in West Chicago could help reduce railroad traffic. The new depot will mean that fewer trains will need to travel into Chicago to unload freight.

The KLOA memorandum recognizes that while the ultimate solution to the at-grade crossings would be grade separations, grade-separation would most likely be unfeasible due to its cost-prohibitive nature; the necessity of additional right-of-way which would eliminate existing commercial access ways, sidewalks, parking and other public areas; and limited right-of-way in which to accomplish the necessary grades. KLOA does suggest that where signalization is provided at or near the at-grade crossings, the traffic signals be evaluated to ensure proper and efficient operation.

### **Railroad Bridge**

An advisory board of community leaders and business persons has considered the issues related to various alignment alternatives, and has recommended that the City, through its engineering consultant, investigate two possible solutions: 1) a more direct east-west alignment with Manchester Road, and 2) minor modification to the existing alignment to improve access in and out of the downtown area. Another possible alternative to be explored is to incorporate a new alignment solution with the potential redevelopment of the block at the northwest corner of Liberty Drive and Bridge Street. Reconstruction is planned between 2001 and 2002, depending upon availability of Federal funds.

### **North Main Street**

North Main Street extends from Roosevelt Road on the south to Geneva Road on the north (where it becomes Schmale Road). The roadway width and number of lanes varies along the length of the

street, ranging between a two-lane and four-lane cross section. The City believes that improvements to North Main Street should be considered to address safety issues and to increase traffic flow.

The KLOA memorandum describes the existing conditions of North Main Street, and provides several observations and factors which should be considered when determining whether roadway widening should occur. The memo notes that additional traffic counts and studies along Main

Street and the other north-south streets would need to be conducted to properly evaluate the impact of lane widening on other streets.

Following is a summary of the preliminary recommendations provided in the KLOA memo (see Appendix I) for Main Street based on a review of current traffic volumes, current design, character, field observations and specific evaluation factors:

#### *Southern (Downtown) Section* (Seminary Avenue to Roosevelt Road)

*No changes should be made to the current two-lane and three-lane cross section in this area. The existing cross section enhances the character of downtown and provides a pedestrian friendly system. Conversely, widening to a four-lane cross section would require the elimination of on-street parking and reduction of some sidewalk widths.*

#### *Middle (Residential) Section* (Prairie Avenue to Seminary Avenue)

*This section should be modified to provide a continuous four-lane cross section with parking prohibited at all times on both sides of the street. This would require widening of approximately two to four feet, which may require the removal of some trees along Main Street. The additional capacity provided as a result of lane widening and elimination of parking would accommodate the existing traffic and projected traffic growth.*

#### *Northern (Commercial) Section* (Cole Avenue to Prairie Avenue)

*No changes should be made to the current four-lane cross section, with the exception of the section south of Parkway Drive which should be widened by approximately four feet to accommodate the existing and projected traffic volumes on this section. The northern and middle sections of Main Street will provide an excellent transition between the (suburban) five-lane cross section north of Cole Avenue and the downtown three-lane cross-section.*

### **Neighborhood Cut-Through Traffic**

Due to lack of continuous north/south roads, cut-through traffic in neighborhood areas north and south of Roosevelt Road and west of West Street is a concern. DuPage County's previous plan to address this situation, by connecting Shaffner and Wiesbrook Roads, has met with opposition from the School District and Park District. Cut-through traffic originating from, and coming to, the County government complex continues to be a problem for neighborhoods north of Roosevelt Road and west of West Street.

The KLOA memorandum reports that, while it is evident that cut-through traffic occurs, additional studies are necessary to ascertain the extent of the problem and alternatives to mitigate the problem. It is recommended that studies be made of intersection traffic counts at the north-south residential streets with their respective intersections with Roosevelt Road, Childs Street and Manchester Road; license plate studies be made of some of the more problematic streets; additional and more thorough field observation take place; and that there be participation from both the City and residents in such studies. The memo also recommends that a comprehensive study encompassing the entire area between Hazelton Avenue east to Aurora Way and Roosevelt Road north to Manchester Road be conducted to thoroughly evaluate the problem.

While certain "traffic calming" techniques exist which may mitigate cut-through traffic problems (such as enhanced enforcement, street closures and one-way streets), these techniques may have a significant impact on neighborhood residents and the overall transportation system. Impacts on emergency access and delay, school access, system flexibility, construction and maintenance costs, and liability exposure must be determined to assess the appropriateness of such traffic calming measures. Therefore, more thorough studies and the participation of residents are necessary to address the proper methods for mitigating cut-through traffic.

### **Roosevelt Road West of Main Street**

There is currently a lack of pedestrian access and a

narrow right-of-way along Roosevelt Road. To enhance access west of West Street for businesses and residences, consideration should be given to adding turn lanes on Roosevelt Road.

Additionally, the City of Wheaton's 1980 Transportation Plan called for the closure of approximately eighteen north-south streets at their intersections with Roosevelt Road to mitigate the high accident rate and traffic congestion. To help mitigate these problems, most of Roosevelt Road has now been improved with a five-lane cross-section (two lanes in each direction with a center left-turn lane), with the exception of the portion between West Street and Myrtlewood Lane. The Illinois Department of Transportation anticipates that the improvement of this final section should begin in the year 2001. According to IDOT, no determination has been as to whether, if, or how many streets would be closed as part of the improvement project.

### **Bikeways**

Wheaton enjoys access to the Illinois Prairie Path regional bike trail that cuts through the center of the City. Additional existing and proposed local bike routes are shown on the Transportation Plan (see Exhibit 2, pg. 24). The City and the Wheaton Park District should continue to participate with the DuPage County Planning Department in the development of a regional trail system and establishment of local trail linkages.

### **Miscellaneous Traffic Issues**

Other traffic concerns identified by City officials and community leaders include:

- Wiesbrook Road - The City plans to improve Wiesbrook Road by replacing the current narrow rural cross section with a standard urban street with curb, gutters and sidewalks to enhance safety and pedestrian access. This reconstruction project is planned for 1999 and 2000.
- Naperville Road at Danada West Shopping Centers - Congestion is experienced during the peak

weekday evening and Saturday afternoon hours at the Jewel parking lot. According to a leasing agent at the shopping center, congestion usually occurs within the parking lot and at egress points from the center. Apparently no significant traffic backups occur on Naperville Road. Over the past three years City staff has worked with the owner/managing

agent to provide the best possible solution given the current configuration of the center.

## **Community Facilities and Resources**

### **Municipal and Other Governmental Facilities**

Overall, the City of Wheaton is well positioned to respond to growth over the next twenty years. The City has recently expanded its administrative spaces at City Hall and police department facilities. The public works facilities are currently undergoing a major expansion. The recent relocation of the Fire station is expected to increase the insurance fire rating, and thereby reduce the cost of operating a business in Wheaton. No other major facility expansions are planned for the next ten years. (See Exhibit 3, p. 25 Community Facility Plan)

The City of Wheaton operates its own library facility which, according to library officials, is one of the heaviest used in Illinois due to its large collection and reciprocal arrangements with other libraries. Library use has increased dramatically in recent years with 913,000 items checked out last year. The City Library has recently completed an expansion to its parking lot, and is considering expansion of its existing 72,000 sq. ft. building to accommodate increased demand placed on the facility by new users, technologies, mass media, and governmental regulatory requirements. Expansion plans will result in the replacement of an existing one story structure on the north end of the property with a three story building.

The Post Office is an important anchor and traditional landmark for the downtown area. However, expansion of service may result in the relocation of the postal facilities to better respond to customer demand and increased mail delivery, vehicle and truck traffic. In addition to the main

downtown facility, the post office leases space at the Danada Center for retail and delivery services. The Post Master indicates that the Post Office's long range plan is to build a new, larger building, combining its two offices in a location in or adjacent to Wheaton's downtown. The City should work closely with the Post Master to determine long range needs and develop a creative plan that keeps the Post Office in the downtown area.

Community Unit School District 200 has prepared a comprehensive building plan to respond to past and projected increases in school children over the last ten years. The District projects a school population of 15,100 by the year 2001, exceeding the current capacity of 14,000. These plans focus on several small expansions and improvements to existing buildings, with the exception of the Wheaton/Warrenville South High School which will require major improvements. The School District projects the need for a new school building to replace the Longfellow facility on its existing site. Wheaton is also served by five private schools: St. Michael's (Catholic); St. John's (Lutheran), Wheaton Christian Grammar School, St. Francis, and Four Winds.

### **Municipal Utilities and Infrastructure**

With no major undeveloped land within Wheaton's planning area, the City is not planning major expansions to the utility system. Major utility extensions and expansion of capacity of sewer and water systems will continue only in response to development activity. However, the City plans to undertake a study of North Main Street commercial area to determine the best approach to resolving flooding conditions.

The Wheaton Sanitary District, which serves approximately 90% of Wheaton's planning area, has sufficient capacity to serve remaining development potential within the City. Current operational problems are an old sewer system in poor condition that experiences infiltration of storm water during peak storm periods. Tentative plans include the construction of a "wet weather" treatment plant to handle peak storm occurrences. The District is currently installing odor control facilities as the preliminary solution to reduce odor emissions that offend nearby residents during hot humid summer days. To help alleviate flooding conditions and provide service to areas in the northwest part of the planning area, the Sanitary District has a plan to reroute sewage by construction of a new interceptor from the vicinity of Pierce and Madison east to the approximate site of the proposed Park District/School District foot bridge over the railroad tracks, then south to Manchester Road through either School District or County property, then west on Manchester Road to a new District interceptor constructed in 1990, then south to the treatment plant. This sewer main will generally take sewage from the unincorporated area north of the tracks and west of Gary Avenue, including Wheaton Crossing, Wheaton Ridge and St. James Place, to a new pipe that will bypass the City center. According to information provided by the District, all developments within Wheaton's planning area are currently served by public sanitary sewer. (See Exhibit 3, p. 25 Community Facility Plan)

Many unincorporated and older neighborhoods in the northern part of the City lack storm sewer, curb and gutter, public water service, sidewalks, and storm water management facilities. For these areas the City needs to weigh the benefits of providing full improvements versus maintaining their "countryside" character evident by the lack of curb and gutters, sidewalks and narrower streets.

## **Open Spaces and Natural Resources**

The Wheaton Park District provides open space and recreation facilities primarily to residents of the City of Wheaton and most other unincorporated areas within Wheaton's planning area. The City maintains

Adams Park. All other parks and recreational facilities are provided by the Wheaton Park District. The Park District has 47 park sites totaling just over 793 acres. In addition to numerous playgrounds, recreation fields, and neighborhood parks, the District also provides a 27 hole Arrowhead Golf Club, Rice Pool/Waterpark, and Community Center and Northside Family Aquatic Center. Additional special Park District facilities include the Cosley Park animal farm and museum, Memorial Park Senior Citizen Center, and the Lincoln Marsh Natural Areas. Due to their proximity, Wheaton also benefits from numerous DuPage County forest preserves and the Morton Arboretum. (See Exhibit 3, p. 25 Community Facility Plan)

The Wheaton Park District has recently completed a comprehensive park plan, titled Vision 2000, highlighting several concerns regarding potential community needs. Evaluating projected population estimates into the year 2000, the Wheaton Park District will need to add a minimum of one additional playground/tot-lot, two tennis courts, and lights at several recreational fields to meet recreation facility requirement standards. The District anticipates the need for an additional Community Center, and a nine hole addition to the Arrowhead Golf Club. Key elements of the Park Plan include an inventory of all natural areas, and plans for the construction of a new maintenance building and environmental center. Facilities to meet the needs and interests of Wheaton's teen population for the future are a teen center and golf center.

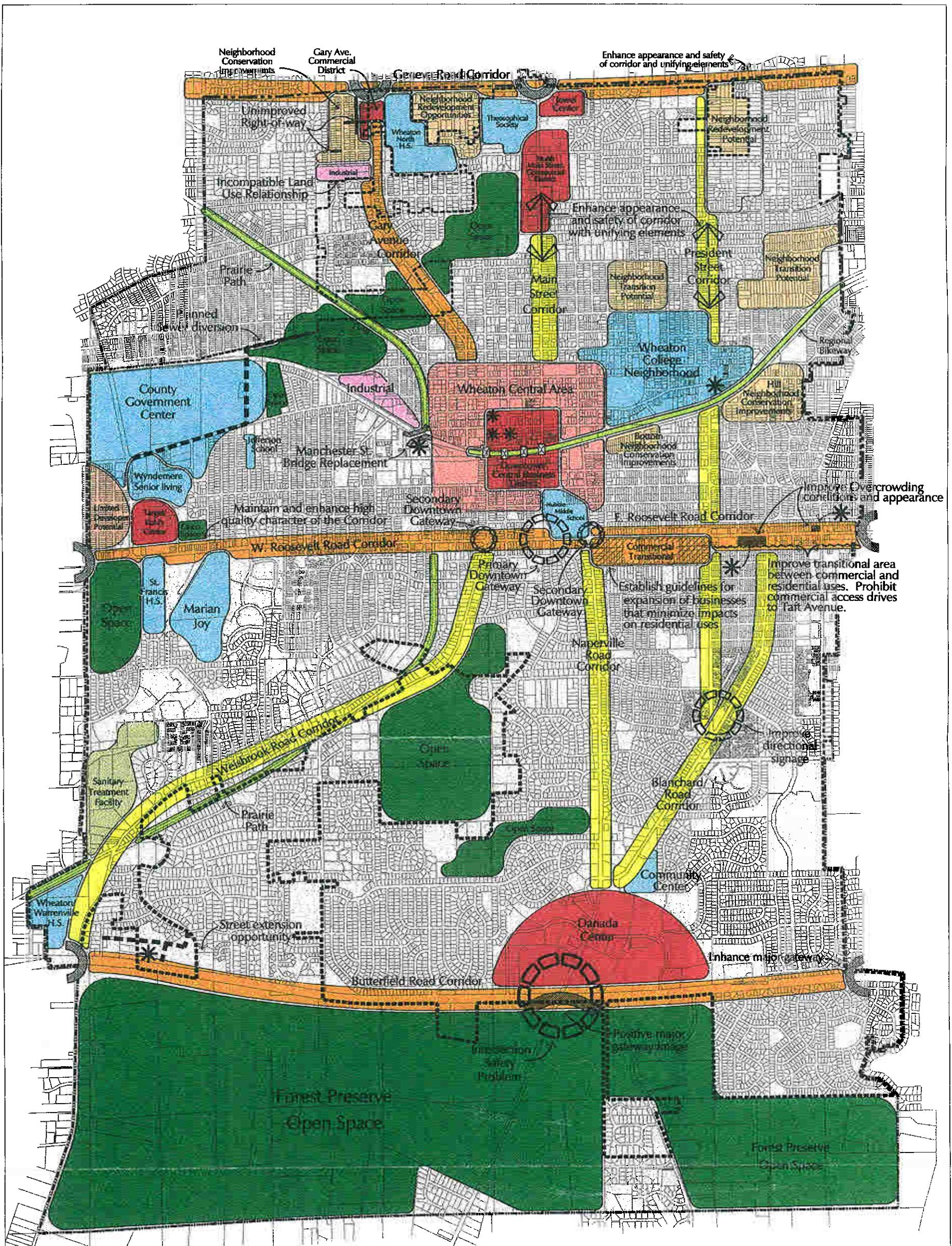
The Park District service area is divided into 14 neighborhoods. Community leaders indicate that additional "neighborhood level" parks should be provided for the older subdivisions in the north part of the City. General long range planning issues to be addressed center on the adequacy of neighborhood based parks and open spaces. The Park and School District have a joint use agreement for many of their facilities to more effectively respond to local needs.

In order to meet the goal of providing "close-to-home" public recreational opportunities to all citizens, the Wheaton Park District has evaluated the facilities in each of these areas against set

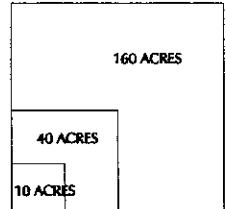
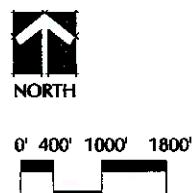
standards. According to the Park Classification Standards (1995) each neighborhood should have a ratio between 2.6-3.5 acres of park land for every 1000 residents. Most of the areas have adequate land allocated to parks and recreation, however, Arrowhead (0.6A/1000), Blanchard (1.7A/1000), Park District wide concerns regarding facilities and open space include the following:

- Outdoor Education Program Site Facility - Increase acreage of Lincoln Marsh and evaluate the possibility for an outdoor educational facility. A facility is needed to accommodate large groups focusing on environmental studies. The program will be oriented to elementary and middle school use of a facility in, or adjacent to a natural area, i.e. Lincoln Marsh Natural area.
- Outdoor Sports Complex - The use of Seven Gables park is nearing capacity and a new facility may be needed for District programs.
- Senior Center - Use of the Memorial Park building is increasing beyond its capacity and a new facility or addition may be needed in the near future.
- Local / Regional Trail Network - There are currently ten proposed county bikeway projects affecting the Wheaton Park District. Coordination needs to be made between regional systems and local residential trail linkages for both bikes and pedestrians. Trail connections need to enhance user safety, i.e. pedestrian crosswalks need to be added along major arterial streets. A coordinated planning effort between the City, park district, township, county and interested groups and individuals is recommended.
- Local Neighborhood - School District Playgrounds - The School District may need planning assistance in land acquisition and in facilities management.
- Pursue acquisition of Longfellow School (if and when available) to expand senior citizen, cultural arts, and neighborhood programming.

and the Lowell and Lincoln neighborhood areas (each 2.4A/1000), fall below the standards and may need additional facilities.



## PLANNING ISSUES CITY OF WHEATON COMPREHENSIVE PLAN



### LEGEND

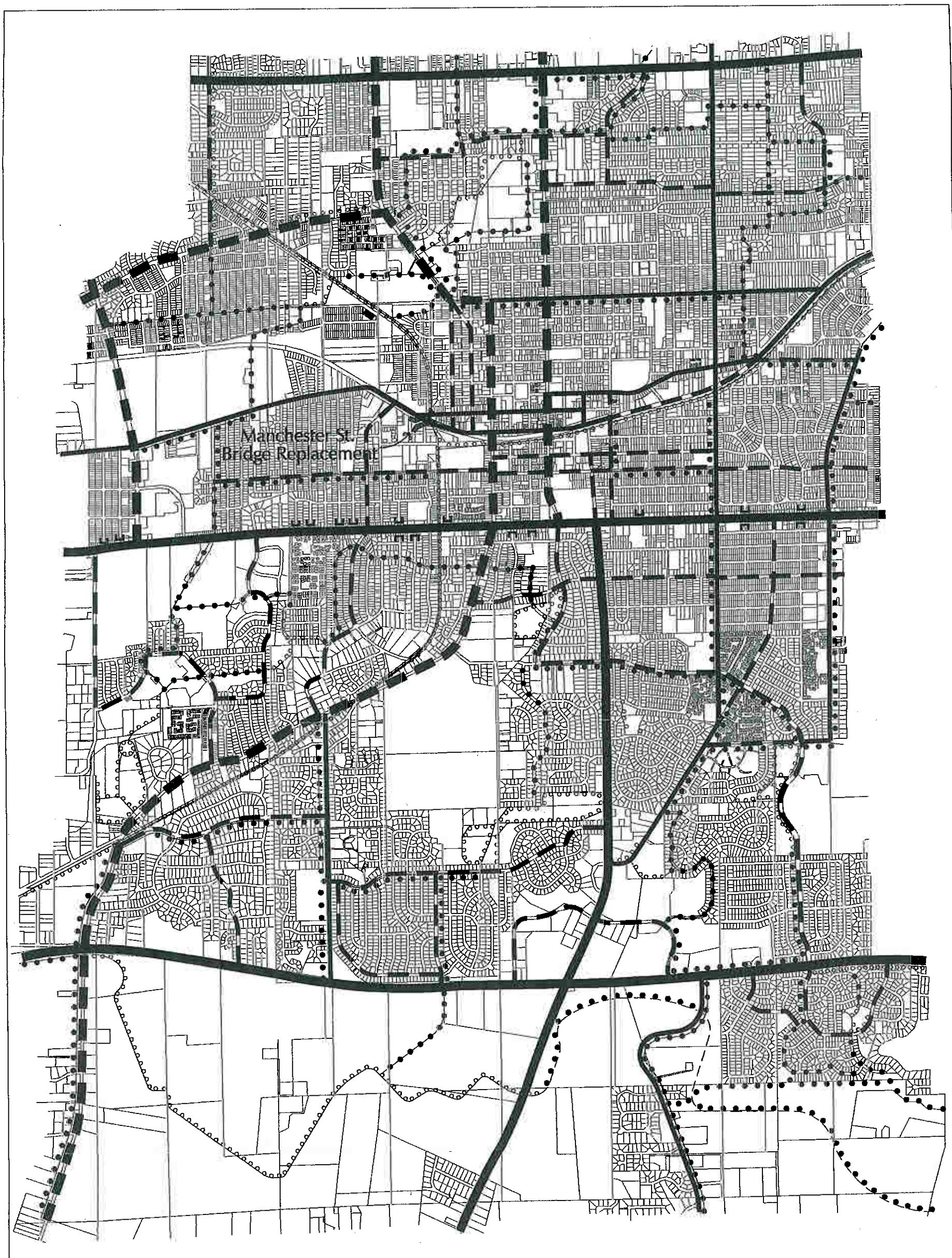
- MUNICIPAL BOUNDARY
- PLANNING BOUNDARY
- ★ DEVELOPMENT/REDEVELOPMENT OPPORTUNITY
- ▲ GATEWAY ELEMENTS
- RESIDENTIAL & RELATED USES



**TESKA  
ASSOCIATES  
INC.**  
627 Grove Street  
Evanston, Illinois 60201  
847.869.2015

MARCH 31, 1999

Exhibit 1



# TRANSPORTATION PLAN

---

## CITY OF WHEATON

## COMPREHENSIVE PLAN

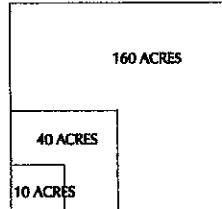
---

LEGEND





0' 400' 1000' 1800'



## LEGEND

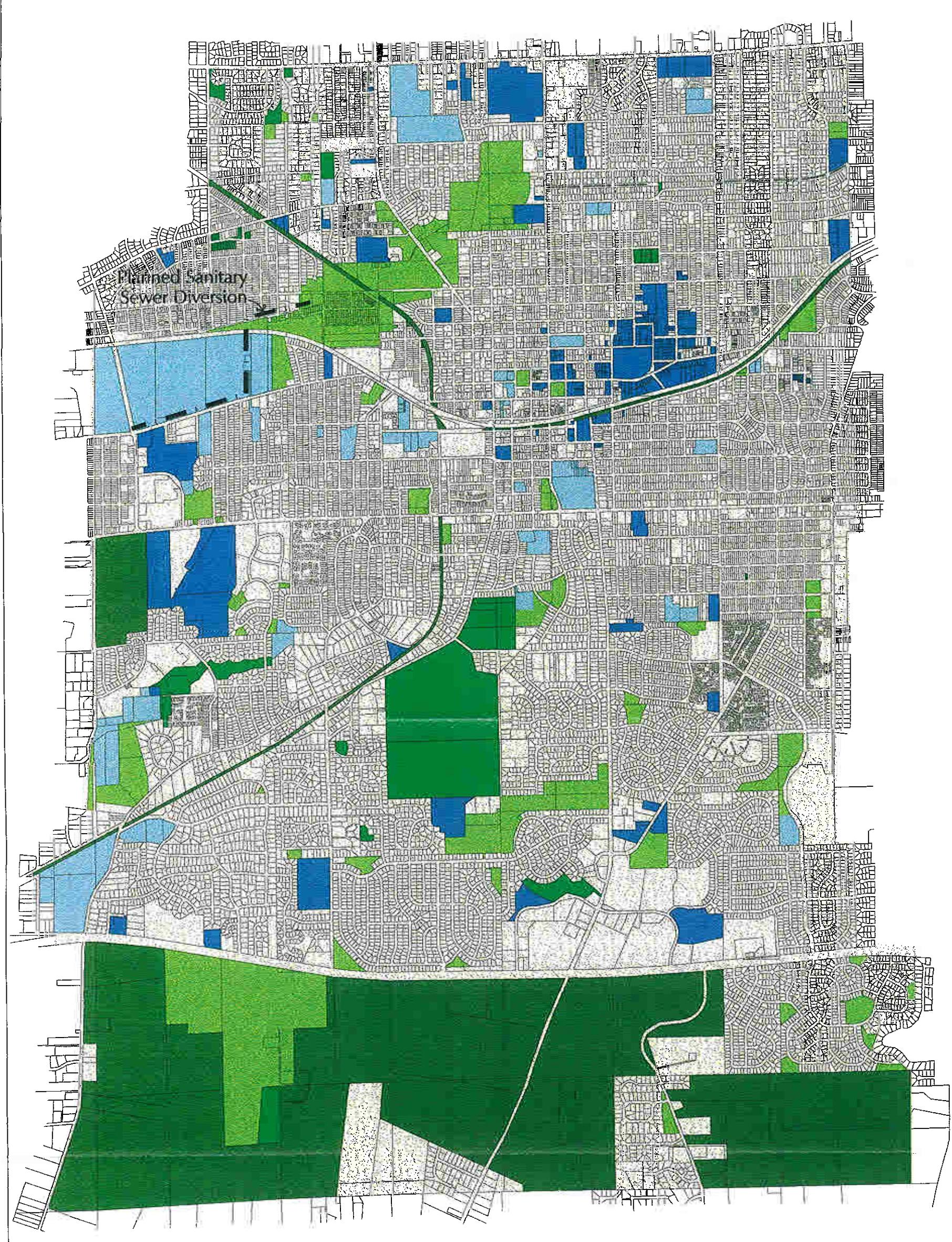
The legend consists of a vertical list of symbols on the left, each paired with a text label on the right. The symbols are as follows: a thick black horizontal bar for 'PRINCIPAL ARTERIAL'; a thinner black horizontal bar with a gap for 'MINOR ARTERIAL'; a thick black horizontal bar with a gap for 'MAJOR COLLECTOR'; a thin black horizontal bar with a gap for 'MINOR COLLECTOR'; a series of small black dots for 'BICYCLE ROUTES EXISTING'; a series of black dots with varying sizes for 'BICYCLE ROUTES PROPOSED'; a stylized bridge icon for 'BRIDGE REPLACEMENT'; and a thick black L-shaped icon for 'RECOMMENDED STREET CLOSURE (OR TO REMAIN CLOSED)'.



**TESKA  
ASSOCIATES  
INC.**  
627 Cray Street

INC.  
627 Grove Street  
Evanston, Illinois 60201  
847-859-2015

847.869.2015

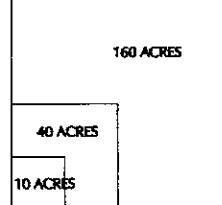


## COMMUNITY FACILITY PLAN

### CITY OF WHEATON COMPREHENSIVE PLAN



0' 400' 1000' 1800'



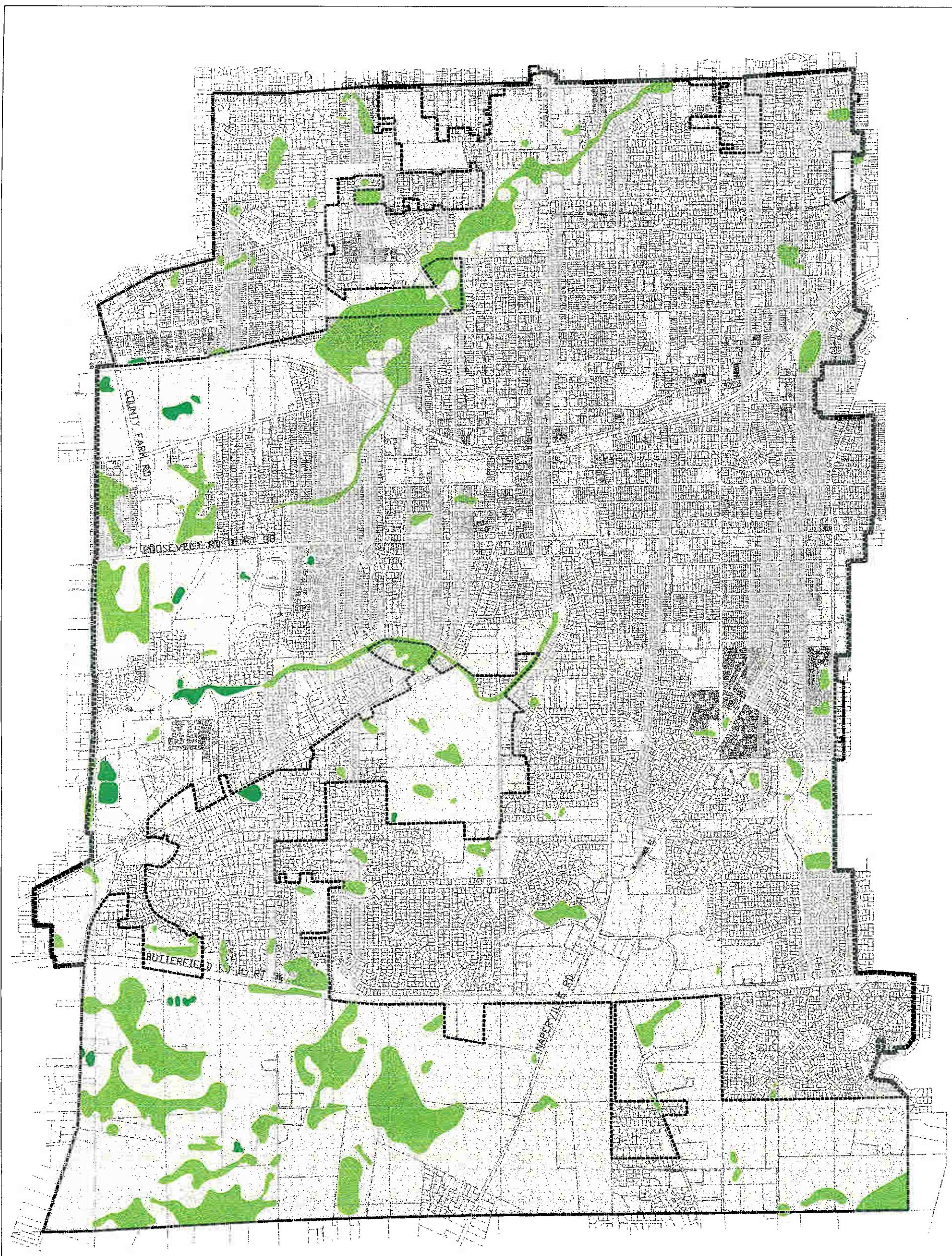
#### LEGEND

- PUBLIC INSTITUTIONAL
- PRIVATE INSTITUTIONAL
- PUBLIC OPEN SPACE/ RECREATION
- PRIVATE OPEN SPACE
- REGIONAL OPEN SPACE



**TESKA  
ASSOCIATES  
INC.**  
627 Grove Street  
Evanston, Illinois 60201  
847.869.2015

December 1, 1998  
Exhibit 3

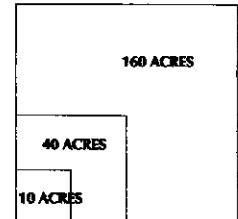


# NATURAL RESOURCES INVENTORY

## CITY OF WHEATON COMPREHENSIVE PLAN



NORTH  
0' 400' 1000' 1800'



### LEGEND

- WETLANDS (NWI & SCS)
- ARTIFICIAL WETLANDS (SCS)



**TESKA  
ASSOCIATES  
INC.**  
627 Grove Street  
Evanston, Illinois 60201  
847.869.2015

DECEMBER 1, 1998

Exhibit 4

## COMMUNITY DEVELOPMENT POLICIES

---

The planning process is based on a continuum of personal and collective decision making reflected in a shared vision of the community. The identification of overall goals and the formulation of strategies and actions in support of these goals is the first step in the process to establish a common vision. Goal, strategy, and action statements provide the **policy framework** to guide land use decisions.

The Comprehensive Plan is a **declaration of intent**. It is advisory and does not itself constitute a regulation. When the Plan is adopted by the City Council – when it becomes an ordinance – all goals, strategies and actions therein become **policy**. More specific plans to implement these policies are described in chapters on the Land Use Policy Plan, Community Character, Special Focus Areas and Implementation Plan.

The following statements incorporate previous development policies established in the 1989 "Comprehensive Plan" for Wheaton, as modified in accordance with direction provided by the Comprehensive Plan Steering Committee at community assessment workshops in December 1997 and January 1998. These statements include direction provided by city officials, citizens, property owners, and business persons of Wheaton, along with new ideas and information.

### Neighborhood Character

**Goal:** *To ensure that existing and new developments reflect the high quality character of the City.*

**Strategy:** Establish standards to minimize land use conflicts between different land use types.

**Actions:** Review the City's zoning regulations to ensure there are adequate and appropriate transitional setback, height

and landscape buffering standards to mitigate the impact of incompatible uses.

Control or limit access to non-residential uses from residential neighborhood streets.

**Strategy:** Enhance the character of commercial areas.

**Actions:** Prepare commercial corridor improvement plans that establish streetscape and facade design elements that can unify the image of public and private properties.

Identify responsibilities for making corridor improvements and funding sources.

**Strategy:** Protect natural resources that contribute to the City's character.

**Actions:** Ensure that the design of all new development minimizes disturbance to natural drainage patterns, soil stability and the natural landscape; prevents obstructions which impede the flow of flood waters or causes an increase in predicted flood elevations; and, reduces the ability of the land to absorb rainfall.

**Strategy:** Evaluate Wheaton's historic resources.

**Actions:** Identify historic structures worthy of special designation.

## **Housing**

---

**Goal:** *Maintain and expand the range of quality housing available to all residents of Wheaton.*

**Strategy:** Maintain Wheaton's housing stock at an acceptable level of repair and upkeep.

**Actions:** Enforce uniform building and property maintenance codes.

Include all housing in a code compliance program in order to protect the quality of the housing stock and guard against deterioration due to age of housing and deferred maintenance.

Provide information to Wheaton residents about DuPage County's Rehab Loan Program for income eligible homeowners.

Evaluate ways to improve the quality of the multi-family area along Roosevelt Road, east of President Street.

**Strategy:** Create a climate to encourage development of new quality housing for all income levels of residents and workers in Wheaton.

**Actions:** As individual housing development opportunities arise, consider ways to meet the housing needs of low and moderate income families through the use of innovative zoning, building codes or property maintenance techniques.

As deemed appropriate, consult with Federal, State and/or local government agencies in efforts to meet the housing needs of low and moderate income families and individuals.

Research what other Chicago area communities comparable to the City of Wheaton are doing to develop affordable housing.

**Strategy:** Maximize use of existing resources to promote affordable housing.

**Actions:** Have Housing Commission prepare inventory of existing affordable housing programs available to Wheaton residents and employees, and disseminate the inventory via the City Newsletter.

**Strategy:** Guide the natural growth, change and renewal of residential neighborhoods.

**Actions:** Preserve the quality and integrity of residential areas through devices such as zoning, code enforcement and landmark designation.

Preserve natural features and significant existing trees, vegetation, and protect natural drainage systems, where possible.

Consider how to ensure that the density and intensity of infill and small subdivisions complement adjacent developments.

Continue to monitor the extent and impact of "tear-downs" of existing homes in established neighborhoods.

## **Economy**

---

**Goal:** *Maintain and diversify the existing economic base of the community.*

**Strategy:** Use and develop incentive programs to stimulate private development as necessary.

**Actions:** Target resources to those activities which have the highest potential for leveraging funds.

Support public/private partnerships to promote economic development in Wheaton.

**Strategy:** Develop programs to respond to technological and market changes in business and the workplace.

**Actions:** Explore the needs of small businesses and home-based businesses, and encourage the development of support services and programs.

#### **North Main Street**

**Strategy:** Strengthen the North Main Street commercial area as a small scale, local business and retail center.

**Actions:** Limit the types and size of commercial uses to limit substantial increases in traffic, and ensure compatibility with surrounding residential uses.

Focus revitalization efforts on image enhancement through storefront, parking lot and landscape improvements.

Evaluate the redevelopment potential of underutilized properties and older structures.

#### **Office Development**

**Strategy:** Expand the inventory of available sites for office development.

**Actions:** Explore development opportunities for smaller office buildings, under 50,000 sq. ft., to respond to Wheaton's office market niche.

Evaluate the potential for expansion of office uses along Roosevelt Road and other arterial roads when current uses are no longer suitable.

Plan for new office development in or near the Wheaton Central Planning Area.

Expand second floor office development opportunities in the central business district and surrounding Wheaton Central Planning Area through the continued use of mixed use planned development and incentive zoning.

#### **Industrial Development**

**Strategy:** Take no action to undermine the viability of existing industrial businesses west of Central Area in the Wheaton Central Planning Area.

**Actions:** Prepare sub-area plans to address land use compatibility and traffic issues experienced by adjacent neighborhoods as part of an ongoing planning program.

Evaluate redevelopment potential of existing industrial sites for alternative uses, including office, residential, open space/park and/or neighborhood convenience commercial uses, when they become available. Particular attention should be given to land use compatibility and traffic impacts on adjacent residential areas.

#### **Central Business District Area**

**Strategy:** Strengthen and preserve the central business district as an important focal point for a wide variety of compatible uses uniquely suited to a "central place" location, and which benefit from an interchange of people, ideas, and business.

**Actions:** Additional multiple family development should be encouraged within the Wheaton Central Planning Area.

Retail, restaurant and entertainment activities should be strengthened throughout the downtown/central business district, especially north of the railroad.

Provide more accessible and useable open spaces, such as "pocket parks" and public plazas that serve as activity places and focal points in the central business district.

Prepare a detailed streetscape plan for the Central Business District. The plan should encompass Main Street from Roosevelt to Seminary and include appropriate "gateway" treatments and signage.

Prepare an overall urban design and pedestrian way plan for the Central Business District.

Continue and expand programs to retain and improve existing businesses.

Extend and enhance downtown character improvements, and identify appropriate forums for public art.

Incorporate business retention programs into City, Downtown Wheaton Association (DWA) and Chamber of Commerce planning and economic development activities.

Encourage development through the availability of financial incentive programs, when appropriate.

Identify niche markets with help from qualified marketing professionals. These niche markets should be the focus of recruitment and a basis for evaluating new uses if the City acquires and redevelops property.

**Strategy:** Develop a program to improve existing properties and businesses in the central business district area.

**Actions:** Identify program elements, funding options and explore joint efforts with the DWA.

**Strategy:** Establish a development review process to ensure high quality without ignoring economic realities.

**Actions:** Development review procedures should show a direct relationship between the level and degree of community review and the potential impact of the development on the community.

Prepare a report on the historic architectural resources of the Central Area.

Evaluate the creation of an appearance/architectural review commission/committee to provide advisory recommendations for all projects in the central business district area.

## **Transportation**

---

**Goal :** *An efficient and safe transportation network.*

### **Road Network**

**Strategy:** Maintain areas and improve the system of arterial, collector, and minor streets to serve existing businesses and neighborhoods.

**Actions:** Evaluate the potential of directional improvements to enhance 'way finding' in the central business district area.

Pursue the reconstruction of the Manchester Street bridge in accordance with recommendations from the alternative bridge alignment study.

Continue to require developers to extend and interconnect existing street systems, where appropriate, to serve new projects.

**Strategy:** Address the capacity of arterial roads so as to reduce congestion without compromising community character or vehicular, pedestrian and bicycle safety.

**Actions:** Study the lane configurations, traffic lighting, and road widths in portions of North Main Street.

**Strategy:** Improve the control of traffic on neighborhood streets.

**Actions:** Evaluate the impact of additional street closures intersecting with Roosevelt Road to eliminate cut-through traffic in residential areas.

Work with the Illinois Department of Transportation to explore the feasibility of adding turn lanes to enhance access to businesses and residential areas along Roosevelt Road.

#### **Public Parking**

**Strategy:** Periodically evaluate the demand and availability of parking spaces in the downtown area for long term commuters and short term shoppers.

**Actions:** Coordinate study efforts with METRA commuter rail agency to examine forecasted needs and financial assistance.

Evaluate the need for additional commuter parking and explore alternative modes of transportation to the train station to increase train use while limiting parking demand.

Explore the expansion of the PACE fixed route bus service, and other on-

demand public transit services to reduce the use of private vehicles.

Develop a parking management plan to address alternative pricing, time restrictions and other solutions.

#### **Pedestrian Network**

**Strategy:** Provide a complete system of pedestrian facilities to encourage walking and enhance safety in neighborhood areas, and between neighborhoods and neighborhood commercial areas.

**Actions:** Require sidewalks on both sides of streets within all new residential developments and along arterial roads.

Evaluate the pedestrian system in existing commercial areas, including the Danada commercial area, to encourage the safe use of commercial facilities by surrounding neighbors.

Evaluate existing traffic lighting and crosswalk systems to accommodate practical and safe pedestrian crossing.

Work with the School and Park Districts to create a complete pedestrian system to all school and park sites.

#### **Bikeway Network**

**Strategy:** Establish a complete system of bikeways to provide an attractive recreation opportunity and alternative mode of transportation.

**Action:** Work with DuPage County and Park District to implement the local bikeway system to tie into the regional trails.

Assist the Park District in seeking funding for bikeway improvements through the federal ISTEA and state Department of Natural Resources

programs.

## **Community Facilities and Resources**

### **Infrastructure**

**Goal:** *A high-quality and dependable system of public improvements to support development and protect the investment of residents and businesses.*

**Strategy:** Improve water quality through the use of natural stormwater drainage/storage facilities that will reduce sediment discharge to natural water courses.

Protect property values and eliminate potential damage to existing residences and businesses.

**Actions:** Continue to evaluate implementation options for the flood control study of the North Main Street commercial area to determine the best approach to resolving flooding conditions.

Support/fund planning and land acquisitions that implement the West Branch and Winfield Creek watershed management objectives in order to minimize water current and eliminate future flooding problems.

### **Parks and Open Space**

**Goal:** *Ensure that existing and future recreational facilities and natural areas meet the needs of Wheaton's citizens and create a healthy environment.*

**Strategy:** Work with the Park District to provide a broad range of open space and recreational pursuits that will enhance the quality of life for all residents.

**Actions:** Review the park dedication requirements of the Subdivision Ordinance to ensure that new developments provide or fund adequate and usable park facilities based upon the unique and attributable

impacts of each project.

Recognize the goals, objectives and recommendations contained in the Park District's 1997 Master Plan in all City Planning and development efforts.

Implement goals and objectives through collaborative, cooperative efforts with and through (but not limited to) intergovernmental agreements and funding as needed/available.

## **Community Institutions**

**Goal:** *Weave Wheaton's institutions into the fabric of the community.*

**Strategy:** Establish an ongoing dialogue and working relationship between the City and Wheaton's larger, more significant institutions.

**Actions:** Seek to create a planning process with institutions in order to evaluate their impact on the community and adjoining land uses. This process should bring together City officials, residents and institutional representatives in a cooperative atmosphere to establish long range plans.

Evaluate the creation of a flexible review procedure and zoning process for institutional development or change in response to implementation of "consensus" master plans.

Evaluate alternative flexible land use and parking regulations, where appropriate, to improve the balance between institutional needs and the impact on their neighbors.

Anticipate the possible discontinuation of existing institutional uses and develop alternatives for their reuse.

# LAND USE POLICY PLAN

---

The City of Wheaton is a "mature" community in that it is virtually surrounded by other municipalities with little room to grow. There is a small amount of vacant land suitable for development and several underutilized parcels that provide new development opportunities located in scattered sites within the City. Growth through annexation is the only other way the City will expand. Growth through redevelopment will most likely have the greatest impact on community image. The comprehensive planning process has encouraged discussion about the character and consequences of future development alternatives. The land use recommendations build upon the goals and objectives established herein. The Land Use Policy Plan is the long-range guide or "blueprint" for determining the quality and character of development that will likely take place in the City of Wheaton over the next ten years.

## **Purpose**

The Land Use Policy Plan element of the Comprehensive Plan is a long-range guide for determining the uses to which the land should eventually be put, rather than a direct, immediate indication of the appropriate zoning regulations to apply to a specific parcel of land. The land use classifications have been tailored to reflect similar zoning district categories in the City's Zoning Ordinance - however, they are not zoning districts. The land use classifications are intended to be a guide to subsequent zoning decisions for new growth areas and existing developed areas of the City.

State Statutes stipulate that the Comprehensive Plan is an advisory document reflecting the policy of the community toward its long range development and by itself cannot be construed to regulate or control the use of private property, except as such part may be implemented by ordinances enacted by the City.

Therefore, it should be used with the City's zoning, subdivision and other ordinances to direct the future development of Wheaton.

## **Overall Land Use Policy**

The Land Use Policy Plan is intended to provide general guidelines for managing new development to insure that the character of the community is maintained, while exploring new opportunities to expand the City's tax base. The objective of the Plan is to establish land use policy direction for various vacant and underdeveloped parcels within the City of Wheaton's planning area. Such direction is consistent with the existing fabric of the community, capitalizes on limited new economic development opportunities, and ensures that the City remains a vital and attractive place to live and work.

The principal aim of the Land Use Policy Plan is to retain the traditional form and natural environmental features of Wheaton, while promoting new residential, commercial and employment opportunities. The desirability of Wheaton as a location for residential and commercial development is the result of many regional and local forces, natural resources and locational factors. As has been evidenced with the development of substantial new business and residential developments over the last 20 years, Wheaton has maintained a competitive advantage over many areas of the region.

## **Residential Land Use Policy**

**Objective:** The objective of the residential element of the Plan is to protect and foster healthy, safe, attractive, quiet and convenient residential neighborhoods which maintain stable property values and a variety of residential housing types.

Strategy: The population of Wheaton is no longer growing at a rate which requires substantial new areas for residential development, nor is there an extensive amount of vacant, developable land available for housing. The City has achieved, over time, a sound balance in the different types of housing at a variety of affordable levels. The major thrust of new residential growth will consist of single-family detached homes planned for vacant properties within or adjacent to existing single-family neighborhoods and "infill" housing occurring on vacant lots and as the result of redevelopment of existing homes. No new large scale multiple family housing is recommended, except for areas within the downtown area.

This Plan recognizes the value and importance of many existing, older single family residential neighborhoods of the City in terms of their quality, stability, and affordability for starter families. These areas are, and should continue to be, the entry point for young individuals and families who will wish to remain in Wheaton, and who move here to live closer to where they work.

Two neighborhoods are identified on the Planning Issues map (See Exhibit 1, p. 23) as "neighborhood conservation improvement" areas. To insure that these areas are maintained as stable residential areas, certain public improvements and programs could be established. Building code and property maintenance enforcement programs should recognize the special needs of these areas to insure appropriate levels of maintenance.

Three areas in the southwest quadrant of the City, identified as new (re)development opportunities, are recommended for single family detached use, consistent the overall with development pattern and densities previously established in the surrounding areas. The development of these properties should minimize curb-cuts on adjoining collector and arterial roads, provide adequate local open spaces/parks, and extend/connect to other local area identified along Wiesbrook Road, while also possessing future development potential, consist of large estate lots with multiple ownerships. Concern over the potential piece-meal redevelopment of these parcels caused the City to undertake a

comprehensive study of this area. The outcome of the study resulted in the adoption, in August, 1987, of several specific development and zoning standards to insure that the development of this area is done in a coordinated manner (See Appendix III - Resolution R-69-87)

The neighborhood consisting of unannexed properties southeast of the Geneva and President Street intersections, possesses redevelopment potential due to vacant, underutilized properties and smaller, older homes. Two other neighborhoods north and east of Wheaton College are identified as experiencing "transitional" development pressures, due to "teardown" of existing homes and resubdivision of larger parcels remaining as a result of older inefficient subdivision developments. As discussed in the Planning Issues section above, the City should continue to monitor this issue to insure that change in these neighborhoods occurs in a manner that is sensitive to and reflective of the existing character of other homes in the area.

The need for additional multiple family housing to provide living alternatives for singles, "empty nester" and elderly persons is addressed through the designation of additional multiple family sites for condominium living in various locations in and near the Central Business District. Higher density housing in these locations provide a natural "walk-in" market for local downtown businesses and increases the safety and appearance of the downtown for those living there.

Of particular note is the future potential reuse of the Theosophical Society property located on North Main Street. While considered under previous comprehensive plans for residential reuse under a planned development approach, which encourages the clustering of homes and preservation of open spaces, this property should be considered for a wider variety of reuse potentials. In addition to residential use, this property may provide opportunity for limited commercial development and open space/park needs. Any redevelopment of this property should be subject to the planned unit development standards and process of the City.

## **Commercial Land Use Policy**

**Objective:** The objective of the commercial element of the Plan is to maintain and expand the range of business and shopping activities to meet the needs of Wheaton residents and to diversify the City's tax base in attractive and convenient locations designed to minimize impact on residential areas.

**Strategy:** The Central Business District (within the Wheaton Central Planning Area) is the historic retail and civic core of the City. Historically the largest concentration of commercial uses existed in the downtown area. This Plan acknowledges that while the Central Business District area should remain the central place of the City, it will not be the dominant retailing location.

Community level shopping center developments such as Danada and the Target/Kohl's Center have become the dominant commercial areas of the City. For many practical reasons, the retail activity center of the City has shifted from downtown to these shopping centers. Newer shopping centers, free-standing businesses, and large discount retailers, such as Target, are now the major source of the City's retail tax dollars. This does not, however, diminish the importance and potential success of the downtown area as a speciality retail, civic, entertainment and service center.

This Plan reaffirms the commitment of City officials to revitalize the Central Business District as the center of civic and social life of Wheaton, with a compliment of retail, service, office and residential uses catering to the needs of residents, as well as offering speciality shopping opportunities that draw from a wider region. (See "Special Focus Areas" section, p. 43)

With the exception of limited redevelopment opportunities at the Jewel Center on Geneva Road

and North Gary Avenue commercial district, new General Commercial development will be the result of reuse and improvement of properties within the North Main Street business district and along East Roosevelt Road. This Plan address specific redevelopment opportunities within the North Main Street and East Roosevelt Road areas in the "Special Focus Areas" section, page 43.

The Limited Commercial - Office/Service areas are intended to serve as transitional areas to adjacent residential uses. They provide opportunities for small scale office and limited service uses to respond to the demand for such spaces within the City. These areas should be limited to office and service businesses not involved in retail sales. Limited office areas are also planned to permit the conversion of homes along Roosevelt Road for a limited range of office uses, while requiring that the residential character of the structure and site be essentially maintained.

## **Industrial Land Use Policy**

**Objective:** The objective of the industrial component of the Plan is to maintain and enhance existing industrial sites to insure a stable tax base.

**Strategy:** Wheaton has a very small industrial base, relegated to the area along the railroad tracks northwest of the downtown. According to officials from local industries, attracting new businesses is difficult due to its remote location and incompatible commuter train schedule. ACME's current site provides room for expansion anticipated within the next few years. While F.E. Wheaton lumber yard has moved its headquarters out of Wheaton, this company will maintain its present facility located just north of the Manchester Bridge. With the exception of potential reuse of the F.E. Wheaton site, no new sites are being considered for expansion of the City's industrial base.

## **Land Use Categories**

While there is little opportunity for expansion of its municipal boundaries, Wheaton is forecasted to increase its population by approximately 6,000 persons by the year 2020. Annexation, development of vacant parcels, and redevelopment activities discussed in this Plan will provide new opportunities to respond to this growth. The purpose of the following land use categories is to provide for a more rational and gradual transition between different areas of the community, while allowing for a variety of land uses necessary to ensure the development of a balanced community.

The land use classifications shown on the Land Use Policy Plan are intended to be a general description of the development policies for all lands within the City's planning area. (see Exhibit 5, p. 37)

**Residential.** This land use category is intended to recognize all types of residential development which exist in stable neighborhoods, and for which there is little or no significant development potential or intervention required. Density of new residential development shall be consistent with existing zoning and compatible with adjacent development.

**General Commercial.** This land use category is intended to provide for retail establishments which offer a wide range of goods and services with the primary market area being the Wheaton planning area. The purpose of this category is to provide for commercial activities that are oriented to the automobile, and do not depend upon adjoining uses for comparison shopping and pedestrian trade.

**Community Commercial.** This category is established to recognize existing large scale commercial centers that provide goods and services for a market area beyond Wheaton's planning area.

**Limited Commercial - Office.** This land use category is intended to provide for a compatible mixture of office and small retail (gift shops, florists, dry cleaners) and service businesses. These areas shall be well buffered from adjacent residential uses.

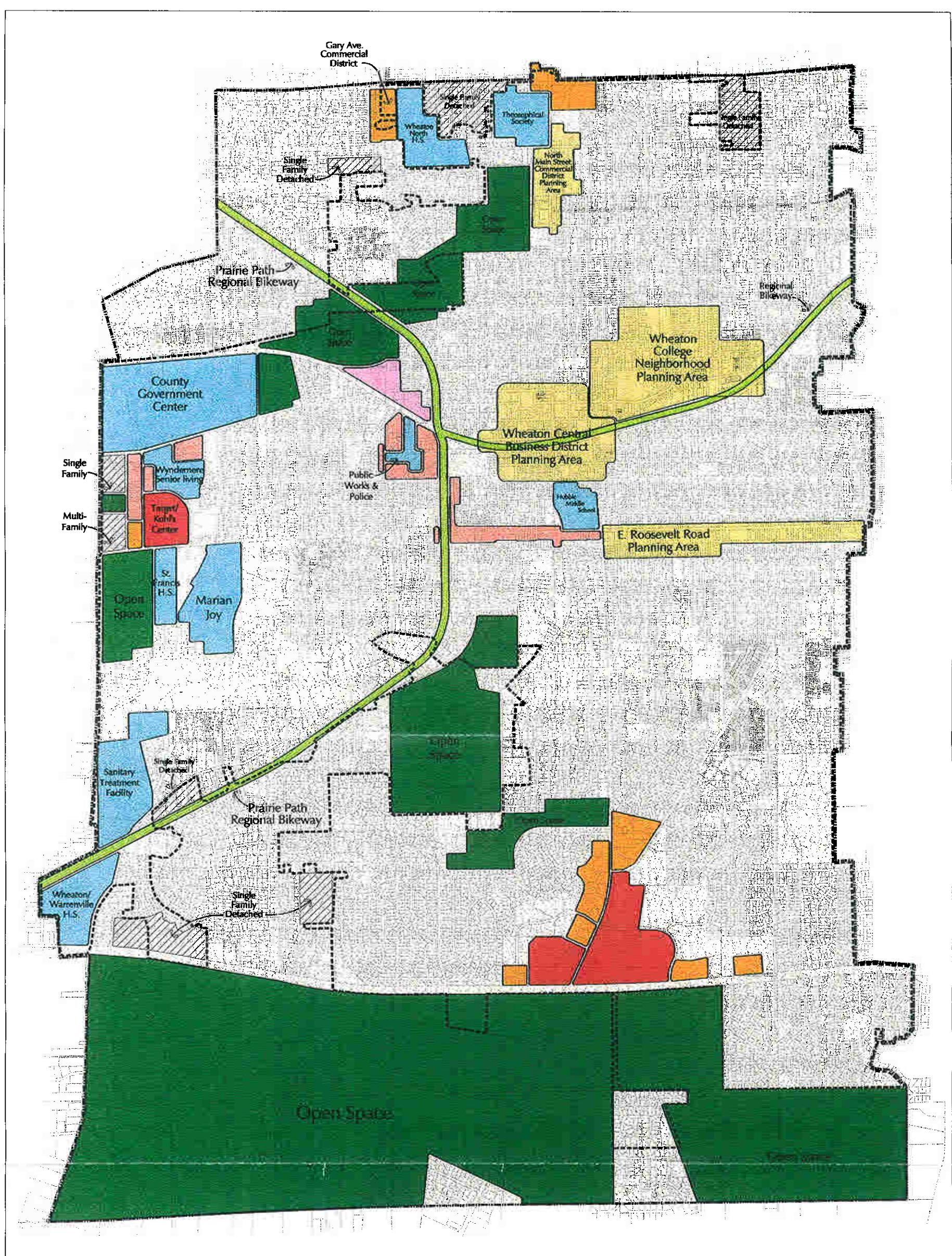
**Major Community Institutional.** This land use category applies to those lands where existing large scale public and private institutional activities are conducted, including facilities for private educational, medical, religious and other non-profit organizations.

**Community and Regional Open Space.** This category includes existing community and regional level public open spaces and recreation facilities owned or operated by the DuPage County Forest Preserve and/or the Wheaton Park District.

**Development Opportunity.** These areas represent the remaining few sites that have significant new development capabilities. Land use recommendations for each development area are shown on the Land Use Policy Plan map, page 37.

**Special Planning Area.** Certain areas of the City that are prone to change, or which have been the subject of recent redevelopment activity, require a greater level of intervention to address these changes. For these areas more detailed development policies are provided in the Special Focus Areas section of this Plan, page 43.

**Industrial.** This land use category is intended to provide for the continuation of light to moderate intensity industrial facilities and related uses. These areas shall be well buffered from adjacent residential uses.



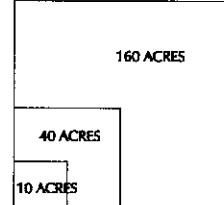
# LAND USE POLICY PLAN

## CITY OF WHEATON

### COMPREHENSIVE PLAN



0' 400' 1000' 1800'



#### LEGEND

RESIDENTIAL	
	GENERAL COMMERCIAL CENTERS & RELATED USES
	COMMUNITY COMMERCIAL CENTERS & RELATED USES
	LIMITED COMMERCIAL - OFFICE & RELATED USES
	MAJOR COMMUNITY INSTITUTION
	COMMUNITY & REGIONAL OPEN SPACE
	DEVELOPMENT OPPORTUNITY
	SPECIAL PLANNING AREA
	INDUSTRIAL
	MUNICIPAL BOUNDARY
	PLANNING AREA BOUNDARY



**TESKA**  
**ASSOCIATES**  
**INC.**

627 Grove Street  
Evanston, Illinois 60201  
847.869.2015

MARCH 31, 1999

Exhibit 5

36

# COMMUNITY CHARACTER FRAMEWORK

---

Community character, which is aesthetically pleasing, makes a city more livable. Positive character does not happen by itself; it takes the collective efforts of city officials and citizens. Wheaton is a city with its own special personality, composed of districts, corridors, neighborhoods and special places. However, as the community matures and experiences change through redevelopment, infill and public improvement projects, the character of the City will also change. The purpose of the Community Character Framework map is to begin to lay the foundation for addressing the changes to the image of the community by establishing basic organizational principles and elements that define each sub-area of Wheaton. The overlying objective of this chapter is to assist the community in evaluating ways to improve the quality of life through the enhancement and protection of the City's visual environment. It is aimed at increasing awareness of the importance of community character, and intended to stimulate thinking on the need to protect, improve, and sensitively add to existing resources.

## **Community Character**

---

## **Community Development Patterns**

In addition to corridor appearance issues, the majority of Wheaton's image has been formed over a sequence of periods and stages of development. Each subsequent development phase has resulted in the creation of a certain character for large portions of the City. Each major development cycle has associated with it a certain pattern of development that has its own image. The Community Character Framework map provides a general description of the major elements of Wheaton's character as defined by its districts and neighborhood areas. A number of factors contribute to the appearance of

the various patterns of development, including density, open space, private landscape, public streetscape, architecture, infrastructure, garage access and location, and pedestrian circulation. The following is a general description of each major development pattern and the key elements which define them:

### **Traditional Development Pattern**

This area is the "historic" core of the City. Most development occurred north of Roosevelt Road, generally between the mid 1800s to early 1900s. Historic building patterns include buildings fronting on the street, small front yard setbacks, narrow lot widths and modest to high lot coverage. There is architectural variety in the design of buildings.

Garages are located to the side or rear of the principal buildings, secondary to the architecture of the building, with space for not more than two cars. Vehicular access is either from the main road or alley.

The public streets exhibit a narrow, urban road cross section, with curb and gutter, on-street parking on one side, modest parkway area and mature tree lined streets.

### **Suburban Development Pattern**

This is generally characterized by post World War II construction influenced by a car dominated society, with most development occurring after the mid 1900s. There are various forms of residential uses at densities lower than urban residential neighborhoods, which lack architectural diversity. Buildings front the street with modest front yard setbacks, lot widths and lot coverage.

Garages often dominate the architecture of the principal building, and are sited to the side or front of the building with space for two or more cars. Vehicular access is from the street, rather than an alley.

Commercial/Retail facilities include open surface parking which dominates both the visual image and use of the site. Again, there is a lack of architectural diversity.

The roadway network consists of wide streets with or without curb and gutter, with on-street parking on both sides of the street. There are small to modest parkway areas, with sidewalks on one or both sides of the street, and an emerging pattern of tree-lined streets.

### **Countryside Development Pattern**

This is generally characterized by larger, rural developments initially built without public services. Most development occurred between the mid to late 1900s. Buildings front the street, with large front yard setbacks, large lot widths, low lot coverage and some architectural variety.

Garages are located to the side or front of the building with space for two or more cars with access from the street.

These homes are served by narrow, rural road without curb and gutter, and no on-street parking. There are large parkway areas with no sidewalks or formal street tree pattern. The dominant landscape theme occurs on private property.

### **Central Business District/Wheaton Central Area**

This area has developed as the traditional core retailing and business district, with related residential and civic uses. Buildings front the street with little or no setback, high lot coverage and minimal open space. There is a variety of architectural styles and land uses, constructed with a mix of traditional and modern building materials.

The predominant building profile is two- to four-stories. There is no direct vehicular access from the

road.

This area is served by an urban road with curb and gutter, with two and four lane roads, on-street parking and sidewalks on both sides. There is a unified streetscape theme, with historic-themed street lighting at a pedestrian scale.

### **Neighborhood Transition - Potential/ Emerging Character**

These areas of Wheaton are characterized by larger lots and smaller traditional lots, which because of the relatively limited use of the lots by existing residential structures, possess infill, expansion or redevelopment potential. Several of these areas, with the exception of locations within the "traditional development pattern" area, consist of many smaller, one-story ranch style homes built after the 1950s. These smaller homes are most susceptible to the "tear-down" phenomenon occurring in several suburban communities in the Chicago area. In these communities, small to modest sized homes are being torn down and replaced with homes two to three times their size and height, resulting in very high lot coverages and changes to neighborhood character.

### **Gateways**

---

Several special gateway locations are identified along each major corridor where they define entrances to Wheaton or special districts, such as the downtown. A range of design and appearance improvements should be undertaken at each gateway location. The design of primary gateways should be distinctive and be of a larger scale than secondary gateways.

The following is a general description of the key elements which may be used to define each type of gateway:

- Landscaping - distinctive accent plantings should be provided at each gateway location;
- Medians - where feasible, new landscaped medians could be provided within existing rights-of-way for approximately one block long;
- Entry Sign - distinctive identity signs

announcing entrance to the community and

- Lighting - special or unique lighting fixtures could be provided to highlight and accent each gateway feature.

Priority should be placed on enhancing gateways at Main Street and Roosevelt Road; at College Avenue and Wood Street; at Main Street and Geneva Road; and, at Geneva Road and Gary Avenue.

Secondary priority should be placed on enhancing gateways at Manchester and County Farm Roads; at Orchard Street and Butterfield Road; at Jewel and County Farm Roads; at 22<sup>nd</sup> Street and Lorraine Street; and, at College Avenue at the eastern municipal boundary between Glencoe and Kenilworth.

## **Community Corridors**

Corridors are often one of the most visible parts of a community and can be a major factor in how a city is perceived. "Views from the road" shape our memories in a way that establishes either a positive or negative community image. Corridors are links that tie communities together, and thus, are an important element of a community's character. The purpose of the corridor classification system, shown on the Community Character Framework map (page 42), is to suggest general characteristics or personalities which may form the basis for developing guidelines to unify and enhance the community's image. Establishing a unified design theme for each corridor will create a stronger "sense of place" and identity for Wheaton, distinguishing it from adjacent communities.

A number of factors contribute to the appearance of corridors, including land use, density, open space, landscape, architecture, infrastructure, access, pedestrian and vehicular circulation. In both commercial and residential corridors, the use and character of signs has a considerable influence on the character of the corridor. As such, the City, Park District, School District, and IDOT can influence the corridor character through thoughtful and coordinated sign systems.

special sub-areas of the City;

The following is a general description of the key elements which define each type of corridor:

### **Countryside Corridor**

(Plamondon - Warrenville Rd, Wiesbrook Rd and Orchard Rd.)

Buildings front the street with substantial front yard setbacks, and take their access directly from the street. There is a narrow, rural road cross section, with a wide parkway, drainage swales and no on-street parking. Where sidewalks exist, they are limited to one side of the road or substituted by a bicycle path. There is an informal landscape theme, and street lights usually only at intersections.

Recommended Improvements: The overall goal should be to minimize the extent of urban improvements by keeping road pavement to a minimum, sidewalks on one side, and maintaining wide paveway areas with an informal street tree spacing. Additions to existing buildings and new structures should maintain front yard setbacks consistent with the established pattern of development.

### **Suburban Community Corridor**

(Gary Avenue, Main Street, President Street, Blanchard Street)

Lots contain modest front yard setback and parkway area, and there is a predominance of rear yard fencing. There is a wide, urban road cross section, with curb and gutter (except directly adjoining Lincoln Marsh or where environmental impact would make it inappropriate), and on-street parking, where practical. There are sidewalks on both sides of the street (except where environmental impact would make it inappropriate). There is an informal landscape theme and uniform street light spacing.

Recommended Improvements: Minimize the visual impact of rear yard fencing through intensive landscape plantings. Enhance street tree planting and extend historic/theme street lighting, similar to that provided on Main Street.

### **Suburban Regional Corridor**

(Geneva Road, Roosevelt Road, Naperville Road, Butterfield Road)

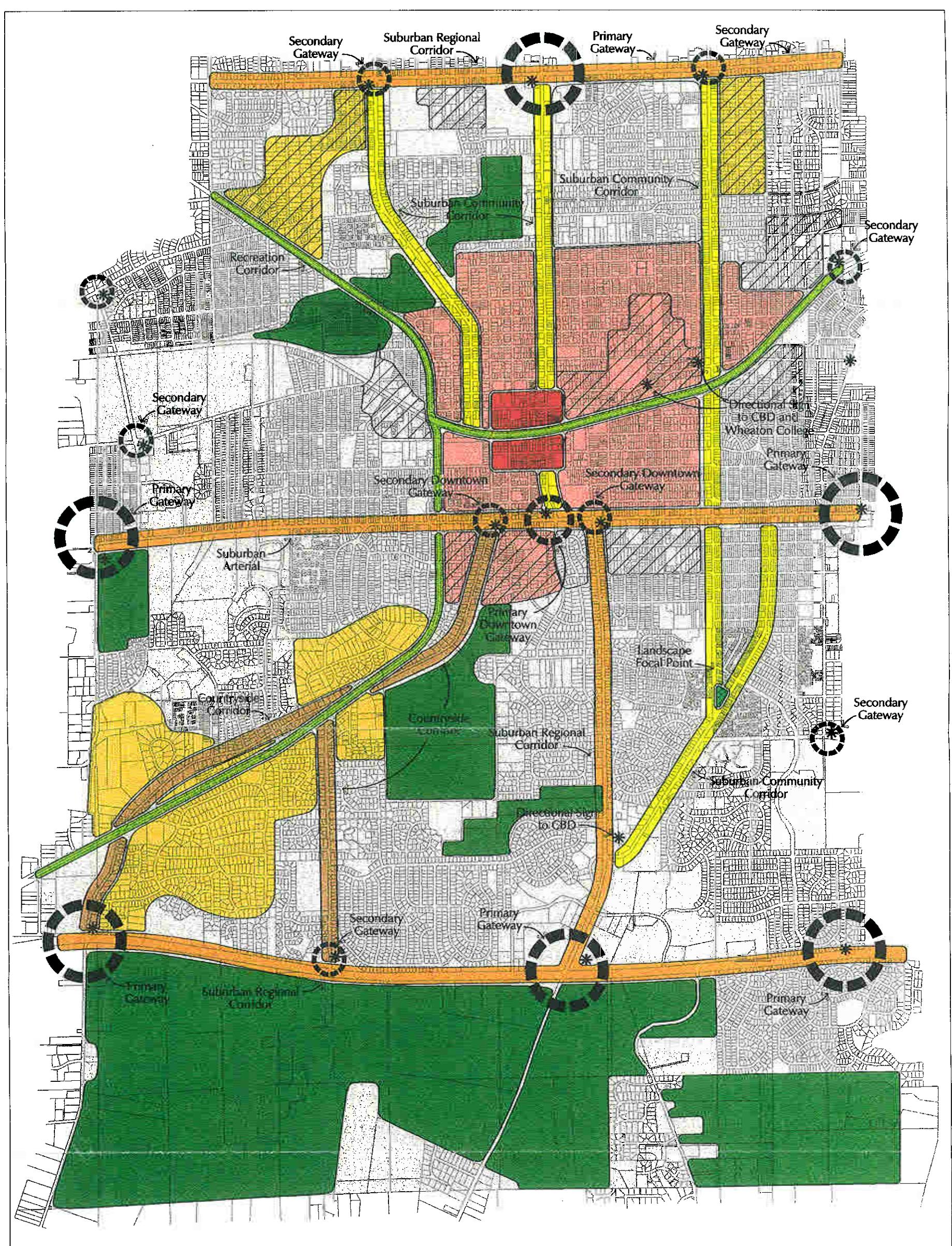
There is a predominance of rear yard fencing as a result of buildings backing onto streets with no direct roadway access (with the exception of Roosevelt Road and the older parts of the City). Streets consist of a four-lane, urban road cross section, with or without curb and gutter, depending on right-of-way width and adjacent land uses. There is a wide parkway area (with the exception of East Roosevelt Road) with sidewalks on both sides, but no on-street parking. There is generally little or no unified landscape theme, and "highway" type street lighting with generally wide spacing.

**Recommended Improvements:** Establish unified landscape appearance and provide a historic/theme, pedestrian oriented street lighting, similar to that established along Main Street and Naperville Road south of Roosevelt.

### **Corridor Design Issues**

As the City begins to address corridor design issues, the following elements should be considered as a part of each corridor design plan:

	Countryside Corridor	Suburban Community Corridor	Suburban Regional Corridor
<input type="checkbox"/> Streetscape theme, with Landscaping Street Lighting, and Signage		X	
<input type="checkbox"/> Entry Features/Signs		X	X
<input type="checkbox"/> Directional (Wayfinding) Signs	X	X	X
<input type="checkbox"/> Pedestrian Circulation	X	X	
<input type="checkbox"/> Traffic Circulation and On-street Parking	X	X	
<input type="checkbox"/> Vehicular Access to Properties	X	X	
<input type="checkbox"/> Building Orientation	X	X	
<input type="checkbox"/> Fencing/Screening			X

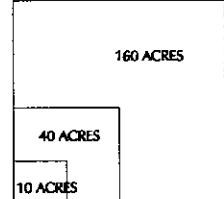


## COMMUNITY CHARACTER FRAMEWORK

### CITY OF WHEATON COMPREHENSIVE PLAN



0' 400' 1000' 1800'



- CENTRAL BUSINESS DISTRICT
- TRADITIONAL DEVELOPMENT PATTERN
- SUBURBAN DEVELOPMENT PATTERN
- COUNTRYSIDE DEVELOPMENT PATTERN
- COMMUNITY AND REGIONAL OPEN SPACE
- NEIGHBORHOOD TRANSITIONAL POTENTIAL/EMERGING CHARACTER
- ENTRY SIGN



**TESKA  
ASSOCIATES  
INC.**  
627 Grove Street  
Evanston, Illinois 60201  
847.869.2015

MARCH 31, 1999

Exhibit 6

41

## SPECIAL FOCUS AREAS

---

During the development of the Wheaton Comprehensive Plan, four areas emerged as neighborhoods or districts which would benefit from special focused planning efforts. Those areas are the Central Business District, the East Roosevelt Road Corridor, the North Main Street Business District and the Wheaton College Campus Neighborhood. For each of the special focus areas, issues, opportunities and recommendations have been identified to guide future land use and development policies.

### **Central Business District**

---

(Each of the Sub-areas discussed below are identified on Exhibit 7, p 47.)

#### **CBD Sub-Area A: Emerging Urban Village**

This is an area within the Central Business District which is emerging as the urban village. An area of mixed uses whose vitality relates to proximity to the commuter train station and to the density of residential units clustered near the station. The revitalization of this area and its emergence as a positive driver of vitality of the remainder of the central planning area is a function of the success of TIF District 1 which was established to encourage redevelopment. The primary redevelopment sites of the TIF district (identified as opportunity site 1 and 2) were assembled by the City and conveyed to two development teams which had competed for the opportunity to work with the City to develop the sites. In large part, the success of these two redevelopment projects has set the stage and the standard for the public private partnership which is needed to revitalize the CBD through the redevelopment of eleven opportunity sites discussed below. The West Street frontage of this area serves as an opportunity to transition between the relative intensity of the CBD and the surrounding residential environment. The existing

residential and commercial uses do not establish strong connections to the uses or activities in their immediate vicinity, nor do they make optimal use of their sites.

- Opportunity site 1 (the half block depth fronting Front Street between West Street and one parcel west of Gary Avenue) is in the final phase of development, replacing a vacant automobile dealership with 110 condominiums directly across Front Street from the commuter rail station.
- Opportunity site 2 (the substantial majority of the block facing Front Street between Wheaton Avenue and West Street, and the block facing West between Wesley and Front Streets) is proximate and visible (kitty-corner) from the commuter train station. It is also sandwiched between the relatively dense residential redevelopment on opportunity sites 1 and 3. The site presents a significant opportunity for convenience retail, restaurant and entertainment uses in support of the urban village environment of this sub-area. A more ambitious redevelopment of the site might realize a mix of both first floor retail and upper floor office or residential uses. The northwest parcels within the opportunity site pose alternative opportunities. These single-family home structures have been converted to multi-tenant residences and small offices, and present neither the appropriate scale nor image compatible with this revitalizing area. Three alternative reuses of the site should be considered: The use of the site for a well landscaped livery for the U.S. Post Office to the east; as a parking structure in support of the redevelopment of the Front Street parcels, (and, jointly for Post Office vehicles); and, as an independent redevelopment for medium density residential uses compatible or similar to the potential reuse of opportunity site 2.

- ❑ It should be noted that the Carlson Building poses an excellent opportunity for building rehab and reuse, while the adjoining properties should be redeveloped, with supporting commercial uses and parking.
- ❑ Opportunity site 3 (between Front Street, Wheaton Avenue, Wesley Street, and the alley west of Hale Street) is the redevelopment of the site assembled by the City from the vacant police station site and several adjoining structures, and subsequently conveyed to a selected redeveloper. The site will accommodate 40 residential units as well as a City operated public parking structure serving this central area. A portion of the site, facing Front Street, will accommodate approximately 10,000 square feet of business uses on the first floor.

#### **CBD Sub-Area B - Public and Institution Environment**

Like a virtual green-belt, the northern side of the Central Business District is buffered from nearby residential areas by a series of public and semi-public spaces, including City Hall and Ameritech, Longfellow school and school yard, two parks and the bandshell amphitheater, a cluster of churches and the public library. No significant changes are needed or anticipated within this environment. Where incremental growth, building enhancement or site improvements are desired, they should be completed with considerable deference to the character and nature of the existing green-belt character and function of this environment.

#### **CBD Sub-Area C - Core Pedestrian Environment**

Nowhere else within the CBD is the density and diversity of storefronts, restaurants, and other business activities as conducive to, and accessible by pedestrians. It is characterized predominantly by retailing, but retail uses alone are not likely to maintain or enhance the natural attraction of this sub-area. The area is blessed and cursed by the age and character of the buildings. It makes the area (theoretically) physically attractive yet the difficulty

to maintain old buildings is obvious in physical decay of the structures, and building obsolescence. As a result, the area has an excessive vacancy rate. This area is ripe for a second Tax Increment District or business improvement district to aid in the rehabilitation and re-use of existing buildings. Sub-Area-wide urban design and appearance improvements must enhance the pedestrian experience. Mid-block walkways linking Opportunity Sites 3, 5 and 4 with landscaping, pedestrian friendly lighting, public art and street furniture would strengthen the retail and entertainment environment.

- ❑ Opportunity Site 4 (within the block bounded by Wesley, Hale, Front and Main Streets) anticipates that more effective use of second floor spaces along Main Street will induce a stronger need for off-street parking. A joint effort of property owners could yield more parking through a coordinated, shared central parking facility.
- ❑ Opportunity Site 5 (within the block bounded by Wesley, Cross, Front and Main Streets) is similar to Opportunity Site 4. The area could benefit from a consolidation of parking areas internal to the block. The retail uses of first floor space must be strengthened through more effective use of upper floor space and reinvestment inside buildings and facades. Rehabilitation and reuse of the Masonic Temple (site 4) and vacant storefront buildings may require an active public private partnership.
- ❑ Opportunity Site 6 (extending one half block north of Wesley, between Hale and Main Street) is a mix of business and commercial uses in buildings which do not appear to be consistent with contemporary pedestrian-oriented central business activities. These are small single-story independent structures which, though substantially occupied, do not contribute to the vitality of Wesley as a pedestrian, retail environment. Future use of this opportunity site may better accommodate retailing while supporting upper floor offices.

### **CBD Sub-Area D - Eastern Business Environment**

Somewhat detached from the core pedestrian environment in both form and function, this sub-area is substantially an office and business environment served by automobile access rather than pedestrian access. It is dominated by competitive banking businesses which, as a result of national trends toward banking consolidation, find themselves in a soon-to-be consolidated operation which may require the conversion of one or more of the buildings or sites to non-banking use. Office and business uses will continue to be the predominant use in this sub-area, even if the change in occupancy or ownership opens considerable office floor area to the market. There may be an opportunity for the public library which lies to the north in sub-area B to take advantage of any excess parking capacity in this area.

### **CBD Sub-Area E - National-Louis University Campus**

Even before the County moved its offices out of these buildings, this campus was somewhat isolated from the core retail and business activities to the northwest. As a commuter campus, it appears to have even less interface with the remainder of the CBD. More inviting pedestrian and bicycle connections to the remainder of the CBD plus continuity of streetscape and street graphics may help to link and unite distinct zones. The City, with assistance from the County and Park District, should work together with Illinois Prairie Path Association to implement plans prepared by the Association for the reconstruction and enhancement of the bike path on the old Court House parking lot.

### **CBD Sub-Area F - South-East Office Environment**

Perhaps the least cohesive of any of the CBD Sub-Areas, the buildings were sited here primarily due to proximity of the original County Court House. Some of the buildings have made transitions coincident with the movement of the County facilities, while others remain underutilized. So long as the demand for back-office and small office

uses remains strong, these buildings will likely remain useful in their current form. If such demand falters, then the redevelopment of one or more of these sites for medium or high density residential uses will become a viable alternative. If popularity/enrollment of National-Louis University blossoms, then these buildings/sites may be most effectively reused for campus expansion, in lieu of any absorption of nearby residences. If National-Louis chooses to consolidate its facilities, the reuse of their facilities should be market driven and compatible with the surrounding uses.

### **CBD Sub-Area G – Jewel Environment**

The Jewel grocery store which faces Willow Avenue between Main and Cross Streets is one of the oldest and smallest, yet reportedly one of the most profitable per square foot of any of the stores in the chain. By way of both physical constraints and regional geography, it is unlikely that Jewel will seek to expand or re-configure the facility. The grocery remains a considerable resource and part of the attraction of living in or near the CBD, and therefore, every effort should be made to retain the grocery function (under Jewel's ownership or any subsequent ownership), including any appropriate assistance, such as the use of tax increment financing, to assemble a more effective site for redevelopment or expansion.

### **CBD Sub-Area H – The Main Street Gateway**

Main Street remains the principal approach from the north and south. This section, which should be the opening movement in a symphony of images and experiences, unfortunately sets a discordant tone. Though the City has added considerable character and continuity through the introduction of the streetscape furniture and landscaping, it cannot hide the relatively unattractive building architecture and siting of buildings and uses which have neither a consistent pedestrian nor roadway orientation.

- Opportunity Site 8 (the Main Street block face west of Jewel parking, between Willow Avenue and Liberty Drive) includes uses and buildings which do not appear consistent with the desirable character of a Main Street gateway to the CBD. The automobile repair shop should be redeveloped for retail uses, with the use relocated to Sub-Area J.
- Opportunity Site 7 (the Main Street block face west of Jewel, between Willow Avenue and Illinois Street) poses the potential for site assembly for an expanded Jewel or for new stores which enhance and complement the Jewel site.

#### **CBD Sub-Area I - Willow Avenue Shops**

Although the financial institutions along Liberty Drive have a scale and function more related to the activities north of the Prairie Path and Railroad, it remains compatible with the slower, less urban character of the Willow Avenue businesses. Willow Avenue has witnessed the use and conversion of small scale buildings for small scale shops and offices. The angled street parking and street character reminiscent of a mid-century village contributes to the special character of this sub-area. This character should be emphasized. Building conversions will likely remain preferable to redevelopment. Here is an area where artistic and craft retailing and perhaps, bed-and-breakfast scale innkeeping may flourish within an appropriate regulatory environment.

- Opportunity Site 9 (the northeast corner parcels of Willow Avenue and Wheaton Avenue) are several small buildings squeezed between the bank drive-through center and Wheaton Avenue. These buildings should be either rehabilitated or redeveloped for office or "Willow Avenue" retailing.

#### **CBD Sub-Area J - Southwest Gateway**

The West Street approach to the CBD is important, especially to commuter rail passengers. This sub-area is substantially underutilized with respect to the proximity to the commuter station. The

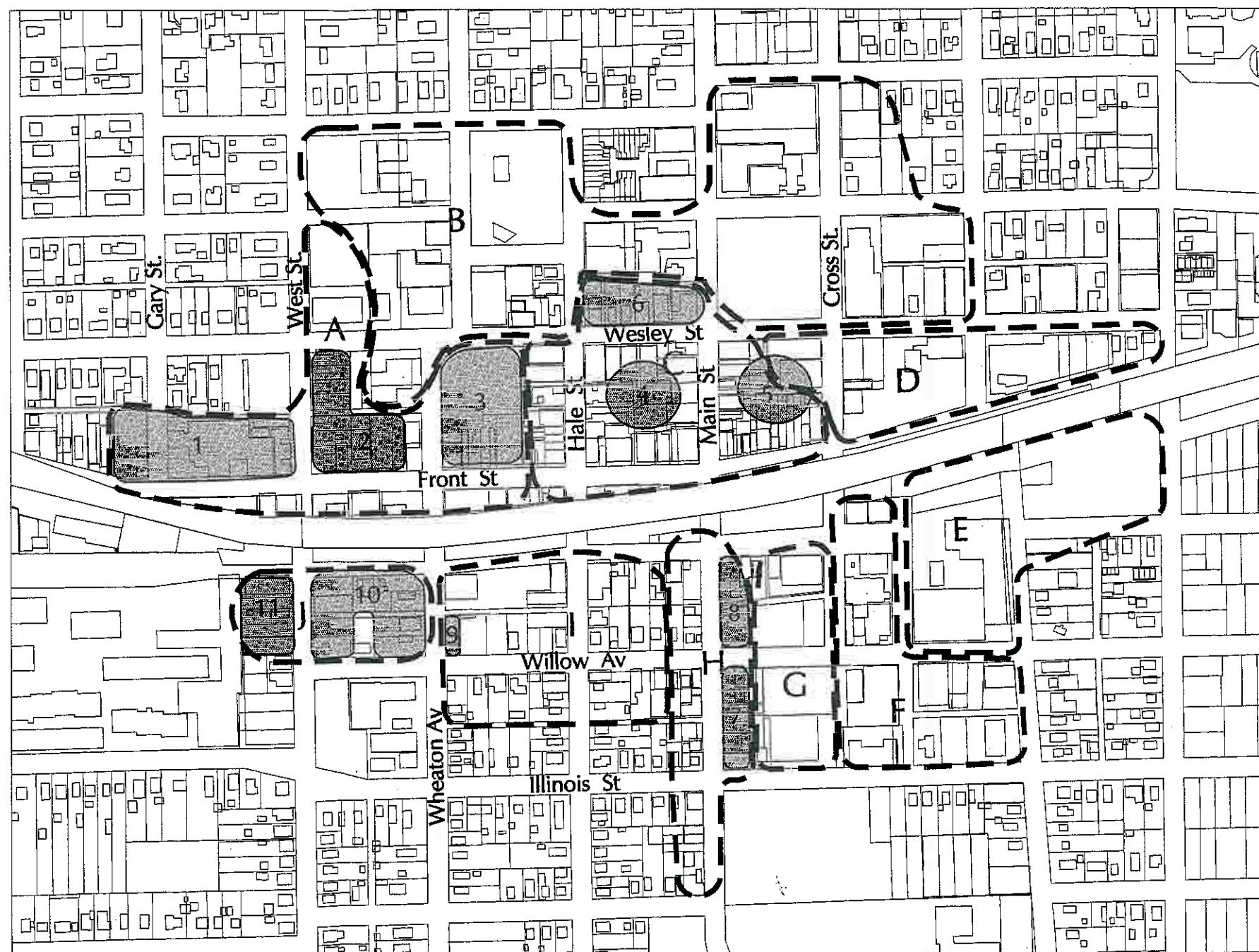
character and urban design of the West Street corridor should be enhanced through the extension of the CBD streetscape, lighting and urban design features to this approach to the CBD. So too, should the very visible frontage along Liberty Drive reflect the high quality and character and urban design of the CBD.

- Opportunity Site 10 (the block bound by Liberty Drive, Wheaton Avenue, Willow Avenue, and West Street) poses an opportunity for medium density residential development oriented to the commuter. Those retail and service uses along the Liberty Drive block face should consider relocating to a modern commuter oriented convenience center west of West Street on Opportunity Site 11.
- Opportunity Site 11 (the property facing West Street, north of Willow Avenue on the west side of West Street) could reasonably be redeveloped for office uses, however, an alternative would be the development of either a convenience center oriented to commuters or a consolidated auto service mall (several repair shops, mufflers, detailing, etc.) as a result of relocating existing viable auto oriented businesses within the CBD which currently do not occupy appropriate buildings or locations.

# Central Business District Special Area Plan

## City of Wheaton Comprehensive Plan

— Sub-Area Boundary  
■ Opportunity Site Boundary



**TESKA  
ASSOCIATES  
INC.**

627 Grove Street  
Evanston, Illinois 60201  
847.869.2015

December 8, 1998

Exhibit 7

## **East Roosevelt Road Corridor**

---

Commercial roadway corridors serve multiple purposes. Most corridors are important transportation routes that link communities to other parts of the region, and often accommodate high volumes of traffic. Many are also major economic contributors to the municipal tax base by providing access to a wide range of land uses. Corridors are often one of the most visible parts of a community, and can be a major factor in how a city is perceived. As such, highway corridors have competing or conflicting functions.

The City must evaluate long term redevelopment policies for Roosevelt Road. Business owners with properties along Roosevelt Road stress that the continued viability of these uses is dependent on their ability to expand, both in size and land area coverage. Most commercial parcels have shallow depth, resulting in mid-block transitions between commercial and residential zoning. Expansion plans have met resistance from adjacent and nearby residents expressing concern over the impact of commercial uses. Concern has also been voiced over the potential conversion or removal of existing homes along Roosevelt Road to commercial use, such as has been permitted for the Wheaton Inn.

Overcrowding, lack of open space, safety, parking and general poor appearance have plagued several older multiple family complexes along East Roosevelt. Given the limited opportunity for expansion of the City's tax base, the impact of increased traffic on Roosevelt Road, and other concerns mentioned above, redevelopment of existing multiple family sites may be the best long term use of these properties. This would, however, result in the elimination of dwelling units that represent some of the few low cost housing opportunities in the City.

### **Overall Development Strategy**

With limited new economic development potential, the long term land use plan for Roosevelt Road retains and enhances, where necessary, existing businesses. Business owners with properties along

Roosevelt Road stress that the continued viability of their business is dependent on their ability to expand their use. However, many commercial parcels have shallow depths, resulting in mid-block transitions between commercial and residential zoning. Expansion plans have met resistance from adjacent and nearby residents expressing concern over the impact of commercial uses on their neighborhood and property values.

Housing issues of overcrowding, lack of open space, safety, parking and general poor appearance have plagued several older multiple family complexes along East Roosevelt. Given the limited opportunity for expansion of the City's tax base, the impact of increased traffic on Roosevelt Road and other concerns mentioned above, redevelopment of several existing residential sites is the best long term use of these properties. Since many of the multiple family structures represent some of the few low cost housing opportunities in the City, elimination of these units should be conditioned upon a plan to provide equivalent housing to keep these residents within the Wheaton area.

Maintaining and enhancing existing residential structures which have architectural, historical or cultural significance, or which are viable for commercial use, is an important element in creating an attractive corridor. These types of structures (such as the building at the northwest corner of Roosevelt and Washington) should be reused for limited commercial and office purposes, rather than be torn down.

In order to ensure a solid tax base, commercial (re)development along Roosevelt Road should be encouraged at appropriate locations identified on the Land Use Plan, page 37. Constrained by limited depth and adjacency of parcels on the north side of Roosevelt Road to single family homes, the predominant land use should be limited to office/research because of the less intensive nature and reduced parking need of this use.

When redevelopment or expansion occurs, a landscaped buffer yard, with dense evergreen screen and berm, should be required to mitigate the impact of commercial uses on adjacent residential areas. This buffer yard may be reduced if a solid fence is provided, with the condition that the landscaping shall be placed on the residential side of the fence. Buffer yards shall be exclusive of buildings and parking areas.

Specific recommendations for this corridor are provided below: (See Exhibit 8, p. 51 Land Use Plan)

#### **Naperville Road to Chase Street**

Existing Land Uses and Zoning: Uses are primarily office (OR) and single family (R3, R4) residential, with a large church on the south side of Roosevelt Road and commercial (C3).

Proposed Land Uses: Provide for new office development on the north side and limit expansion of existing office uses on the south side of Roosevelt Road. Retain commercial use at southwest corner of Chase Street and Roosevelt Road.

#### Development Opportunities:

North side: Total Acres = 3.5  
Building Potential = 78,000 sq. ft.  
(2 floors)

#### **Chase to President Streets**

Existing Land Uses and Zoning: Uses are primarily commercial (C3) with one office (OR) use at northeast corner of Chase Street.

Proposed Land Uses: No change.

#### Development Opportunities: No change.

#### **President to Blanchard Streets**

Existing Land Uses and Zoning: Mix of moderate to high density residential (R6, R7), office and auto related commercial (C3).

Proposed Land Uses: To reduce overcrowding conditions and strengthen the City's tax base,

several multiple family parcels are identified for reuse as commercial or office buildings. Vacant property on Taft Avenue is recommended for a local neighborhood park/tot lot to serve residents in the immediate vicinity.

#### Development Opportunities:

North side: Total Acres = 0.5  
Building Potential = 5,000 sq. ft.  
(1 floor)

South side: Total Acres = 1.0  
Building Potential = 10,000 sq. ft.  
(1 floor/each building)

#### **Blanchard to Lorraine Streets**

Existing Land Uses and Zoning: A mixed use area dominated by a balance of office (OR) and commercial uses (C3), with three single family homes on the north side of Roosevelt Road (R7), two multiple family buildings at the northeast corner of Blanchard Street (R7), and a five building complex at the northwest corner of Lorraine Street (R7).

Proposed Land Uses: A balance of office and commercial development, with new redevelopment opportunities located on the north side of Roosevelt Road. The City should encourage the conversion/ redevelopment of existing, small residential structures to commercial businesses, as the residential units are an underutilization of the property.

The designation of the multiple family units at the northwest corner of Roosevelt and Lorraine Street as a future commercial use is intended to eliminate overcrowded and poor building and site conditions. In the interim, the City should explore the possibility of working with the property owner(s) to eliminate parking within the front yard by purchasing the vacant property immediately to the west for off-street parking. The northern block face of Taft Avenue, with the exception of the lot at the northwest corner of Taft and Lorraine, should be designated for use as office/research.

### Development Opportunities:

North side: Total Acres = 4.3  
Building Potential = 95,000 sq. ft.  
(2 floors)

### **Lorraine Street to City Limit**

Existing Land Uses: Primarily commercial with limited office and single family residential, all located in the C3 commercial zoning district.

Proposed Land Uses: Maintain existing commercial uses and encourage the redevelopment of underutilized properties on the north side of Roosevelt Road for office use.

### Development Opportunities:

North side: Total Acres = 2.3  
Building Potential = 50,000 sq. ft.  
(2 floors)

### **Corridor Improvement Plan**

“Views from the road” are important memories that establish a positive community image. The City has expressed concern over the appearance of East Roosevelt Road as the major entryway into Wheaton. As an important gateway to Wheaton, special attention is given to identifying public and private development improvements with this corridor. The Development Improvement Plan (See Exhibits 9 and 10, pp. 52, 53) describes specific improvements for the enhancement of the visual quality of East Roosevelt Road, and transitional areas between commercial and residential uses. Corridor improvements identified on the Development Improvement Plan are intended to guide capital improvement programming and redevelopment planning in a way that is more sympathetic to the character of adjacent uses and existing neighborhoods.

# East Roosevelt Road Corridor Study

## Land Use Plan

### LEGEND

- MUNICIPAL BOUNDARY
- PLANNING BOUNDARY
- INSTITUTIONAL
- OFFICE / RESEARCH
- COMMERCIAL
- MULTIPLE FAMILY
- NEIGHBORHOOD PARK (PROPOSED)
- STREET CLOSURE
- BUFFER YARD
- \* REDEVELOPMENT OPPORTUNITY



0' 150' 300' 600'



TESKA  
ASSOCIATES  
INC.  
627 Grove Street  
Evanston, Illinois 60201  
847.869.2015

June 26, 1996  
Exhibit 8 50

# East Roosevelt Road Corridor Study

## Development Improvement Plan

### East Section

## LEGEND

- — — — **MUNICIPAL BOUNDARY**
- — — — **PLANNING BOUNDARY**
-  **STREET TREES**
-  **STREET CLOSURE**
-  **PEDESTRIAN SCALE THEME LIGHTING AND BANNERS**
-  **GATEWAY IDENTITY MARKER**
-  **CORRIDOR MONUMENT MARKERS**
-  **ESTABLISH LANDSCAPE BUFFER / SCREEN**
-  **EXTEND SIDEWALK**
-  **PROHIBIT / CLOSE VEHICLE ACCESS**
-  **PARKING**

61 1201 2001 1201



## **NORTH**



**TESKA  
ASSOCIATES  
INC.**  
627 Grove Street  
Evanston, Illinois 60201

B77.0002.D15

### Exhibit 9

# East Roosevelt Road Corridor Study

## Development Improvement Plan

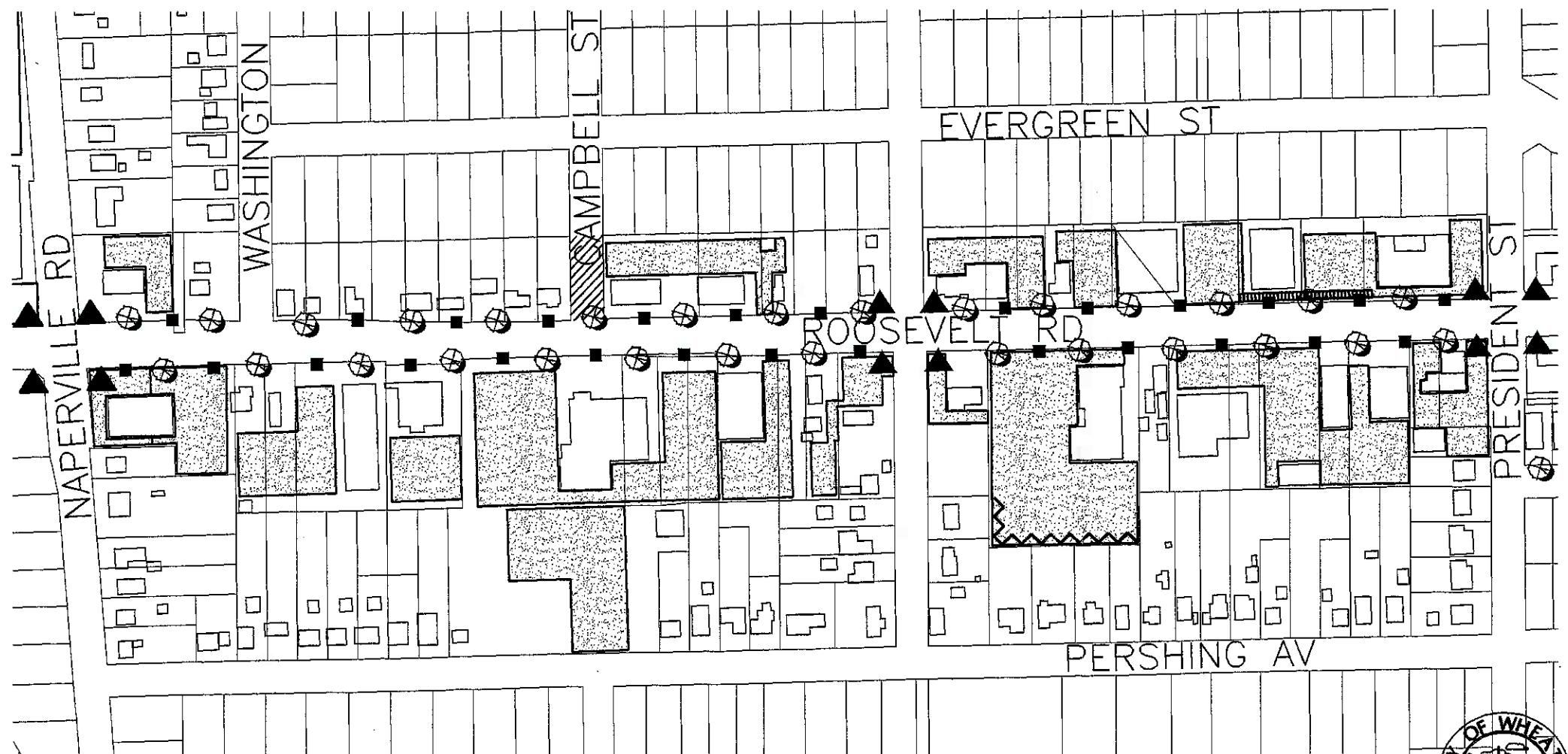
### West Section

#### LEGEND

- STREET TREES
- ▨ STREET CLOSURE
- PEDESTRIAN SCALE THEME LIGHTING AND BANNERS
- ▲ CORRIDOR MONUMENT MARKERS
- ▨ ESTABLISH LANDSCAPE BUFFER / SCREEN
- ▨ EXTEND SIDEWALK
- ▨ PARKING



0' 75' 150' 300'



TESKA  
ASSOCIATES  
INC.  
627 Grove Street  
Evanston, Illinois 60201  
847.859.2015

July 16, 1996

Exhibit 10 52

## **North Main Street Business District**

North Main Street, like other of the City's smaller neighborhood shopping areas, is struggling to compete with newer and larger retail centers. The North Main Street neighborhood commercial area, south of Geneva Road, is an aging commercial area with many 30+ year old buildings, including two hardware stores, fast-food restaurants, offices and newer banking and medical facilities.

The three block area between Cole and Wakeman Avenues is a well established, older, stable commercial area. Uses within this area consist of a mix of commercial, office and institutional uses, characteristic of smaller, more localized "neighborhood" oriented retailing and service businesses.

### **Overall Development Strategy**

With limited new economic development potential in the City, the long term plan for North Main Street is intended to identify potential redevelopment sites, as well as develop a strategy to retain and enhance existing businesses through various public improvements. Revitalization efforts should focus on image enhancement through storefront, parking lot and business improvements.

With the exception of a vacant automobile washing business on the west side of Main Street and a storefront in the building on the east side of Main Street between Hawthorne and Wakeman, all other office and commercial buildings appear to be fully occupied. Even with a few vacancies, this commercial area remains a competitive location due to low rents. The stability of this district is reflected in the number of businesses and buildings that have been in existence for over 30 years. However, the age and long term viability of certain older buildings, combined with properties that are not being used to their full potential, suggests that the North Main Street commercial district is in a transitional period requiring new investment. The new Fire Station on Main Street will enhance the area and improve the City's fire rating.

In order to ensure a solid tax base for the City, commercial (re)development along North Main Street should be encouraged at appropriate locations identified on the Land Use Plan, page 37.

The predominant land use should remain as commercial/retail, with the goal to combine smaller individual parcels into larger unified shopping centers. Unified centers typically offer efficiencies in parking, a common sign and architectural theme.

Larger sites may also be attractive for moderate sized "big-box" users.

Among the specific issues that could have a damping effect on the viability of certain businesses and character of the road is the potential widening of the existing four lane cross section of Main Street.

City officials indicate that North Main Street is too narrow, and thus creates unsafe conditions and impedes traffic flow. The transportation planning firm of KLOA recommends widening the section of North Main Street south of Parkway Drive by 4 feet. Business owners are concerned that any roadway expansion will negatively impact their operations by reducing the limited supply of parking in front of their stores. This condition is of particular concern for those businesses on the east side of Main Street between Parkway and Wakeman where there is already a very limited area between Main Street and the edge of their parking lots. These parcels have shallow depths offering few options for relocating parking. Additional studies should be undertaken to determine the feasibility of widening North Main Street to the west of the current street center line to avoid impacts on existing businesses. (See Appendix 1)

The frequency of curb-cuts, typically the greatest problem in commercial "strip" areas, is not excessive along Main Street. One potential solution to resolving the parking problems that exist or that may occur as a result of road widening is to encourage or create a shared parking program between the most affected uses. Observations during several weekdays revealed that there were off-street parking spaces that were unused on both the east and west sides of the business district.

When redevelopment or expansion occurs, a landscaped buffer yard with a dense evergreen screen and berm should be required to mitigate the impact of commercial uses on adjacent residential areas. This buffer yard may be reduced if a solid fence is provided, with the condition that the landscaping shall be placed on the residential side of the fence. Buffer yards shall be exclusive of buildings and parking areas.

Winfield Creek traverses the northern portion of the business district from east to west. Along with the associated floodplain and wetland areas, the creek should be enhanced to become both a greenway focal point for the business district and a local stormwater management facility. Enhancements should include removing the wire fence on the east side and replacing it with an attractive decorative masonry railing, preparing a landscape restoration plan and providing a pedestrian/bike path. Implementation of these recommendations will require private property owner's cooperation, and/or the acquisition of conservation easements. Specific land use recommendations for the North Main Street business district are provided below: (See Exhibit 11, p. 56 )

### **Cole Avenue to Parkway Drive**

Existing Land Uses and Zoning: The east side of Main Street contains exclusively commercial and service business in the C3 zoning district. The west side of Main Street consists of a balance of commercial (C3) and office uses (OR), with a large multiple family (R7) complex behind commercial uses, and a new fire station at Main Street and Park Circle.

Proposed Land Uses: Continue to use the east side of North Main Street for commercial and service businesses, with access to an expanded open space/pedestrian corner. Maintain the west side of North Main Street as a mix of commercial, office and institutional uses, with an improved open space/pedestrian corridor.

### Development Opportunities:

East side: Total Acres = 7.4 (two sites)  
Building Potential = 100,000 sq. ft. (50,000 sq. ft./site)

West side: Total Acres = .71  
Building Potential = 10,000 sq. ft.

### **Parkway Drive to Wakeman Avenue**

Existing Land Uses and Zoning: The east side of Main Street contains a mix of retail, service and office uses. The west side contains exclusively office uses, including the offices of Milton Township, all located in a C3 zoning district.

Proposed Land Uses: Encourage the reuse/redevelopment of properties between Hawthorne and Wakeman as commercial retail or service use on east side of Main Street. Maintain office uses on west side of Main Street.

Development Opportunities: No change.

### **Business District Improvement Plan**

The City has expressed concern over the appearance of North Main Street, an important entryway into Wheaton. To enhance its recognition and overall appearance, attention is given to identifying public and private development improvements within this business district. The Development Improvement Plan describes specific improvements for the enhancement of the identity and visual quality of North Main Street, and transitional areas between commercial and residential uses. Business district improvements identified on the Development Improvement Plan are intended to guide capital improvement programming and redevelopment planning in a way that is more sympathetic to the character of adjacent uses and existing neighborhoods. (See Exhibit 12, p. 57)

# North Main Street Corridor Study

## Land Use Plan

### LEGEND

- INSTITUTIONAL
- OFFICE / RESEARCH
- COMMERCIAL
- MULTIPLE FAMILY
- OPEN SPACE CORRIDOR/ BUFFER YARD
- \* REDEVELOPMENT OPPORTUNITY
- SW LOCAL STORMWATER MANAGEMENT FACILITY



TESKA  
ASSOCIATES  
INC.

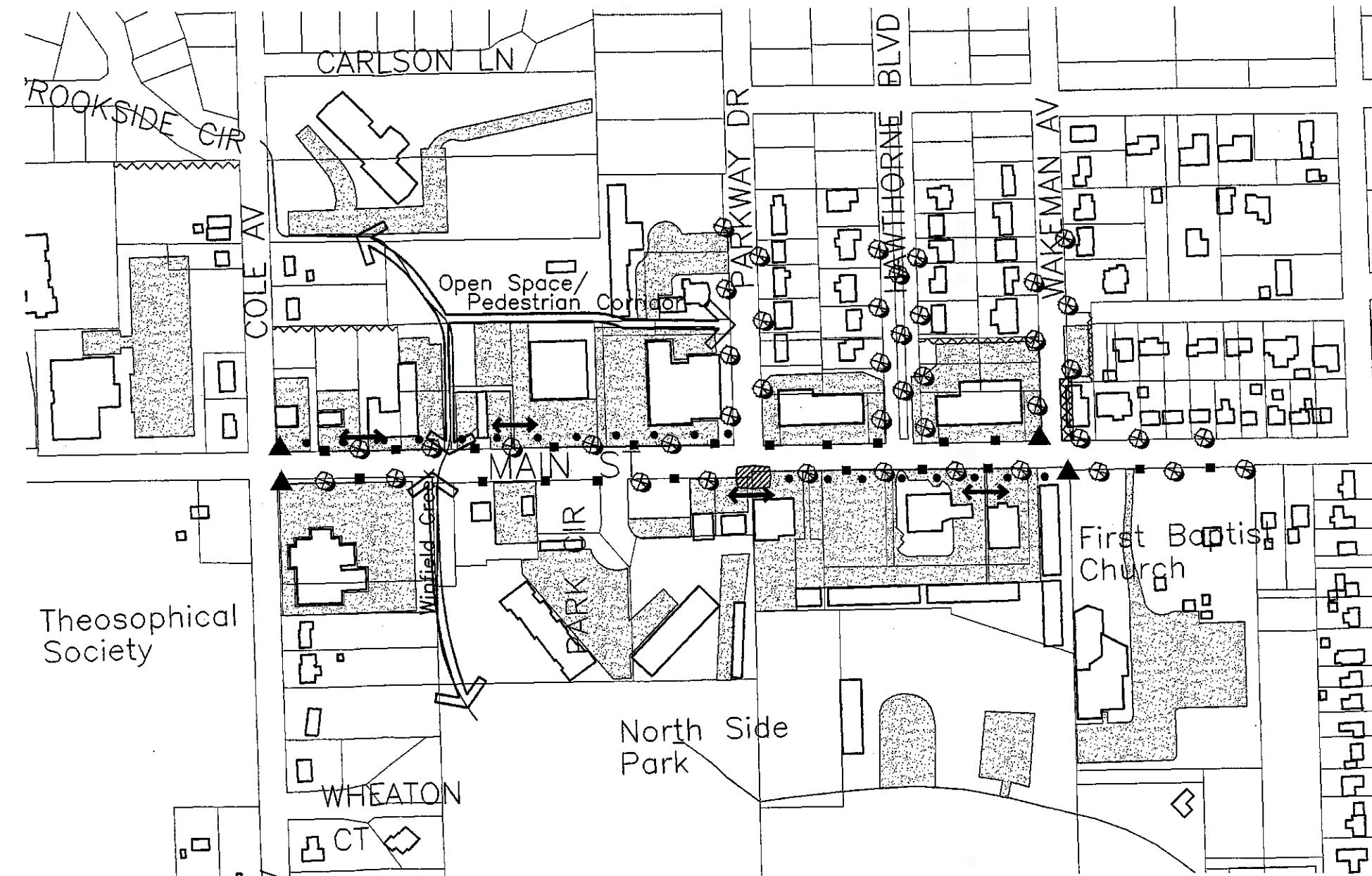
627 Grove Street  
Evanston, Illinois 60201  
847.869.2015

MARCH 31, 1999

# North Main Street Corridor Study Development Improvement Plan

## LEGEND

- PEDESTRIAN SCALE THEME  
LIGHTING AND BANNERS
- STREET TREES
- ▲ CORRIDOR MONUMENT MARKERS
- ~~~~ ESTABLISH LANDSCAPE BUFFER / SCREEN
- ◆◆◆ REPLACE PARKING WITH  
PARALLEL SPACES
- /// CONSOLIDATED CURB-CUTS
- RELOCATE UTILITY POLES  
UNDERGROUND
- ↔↔↔ CREATE CROSS ACCESS BETWEEN  
PARKING AREAS



0' 75' 150' 300'



TESKA  
ASSOCIATES  
INC.  
627 Grove Street  
Des Plaines, Illinois 60016  
(847) 888-2015

July 28, 1998

## **Wheaton College Neighborhood Planning Areas**

### **Wheaton College Campus Neighborhood**

The Wheaton College Campus Neighborhood contains the 80-acre Wheaton College campus and adjacent residential neighborhoods. The area is generally bounded by Harrison Avenue to the north, President Street (from Harrison to Garner Avenue) and Stoddard Avenue (from Garner to College Avenue) to the east, the Union Pacific Railroad right-of-way to the south and Washington Street to the west. (See Exhibit 13, p. 61)

The College is a strong and stable use that desires to enhance services as needed, not to pursue rapid growth. The campus is located within an I-1 Institutional zoning district, with boundaries configured to accommodate the College's current facilities and potential expansion into adjacent areas.

The current City policy toward campus growth is that, if growth occurs, it should occur in the campus core or adjacent areas, rather than in remote, off-campus sites.

The residential character surrounding the College campus is generally single-family to the north, east and west, with multiple-family units to the southeast. Portions of the single-family blocks near the northernmost portion of the campus are zoned I-1. The residential areas are beginning to be compromised by the ad-hoc acquisition of parcels for future College use and by the development of high intensity College uses outside of the campus core.

Currently, all College building activities which result in changes to the campus must receive "special use" zoning approval, and each expansion project is reviewed on a case-by-case basis. In an effort to preserve neighborhood character and ensure that College growth occurs in a planned manner, the City should encourage Wheaton College to initiate a master planning process based upon the College's future programmatic and facility needs.

The process should bring together City officials, residents and institutional representatives in a cooperative atmosphere to establish long range

plans.

Following the planning process, the City should evaluate the creation of a flexible review procedure and zoning process for institutional development or change in response to implementation of "consensus" master plans.

### **Union Avenue Neighborhood**

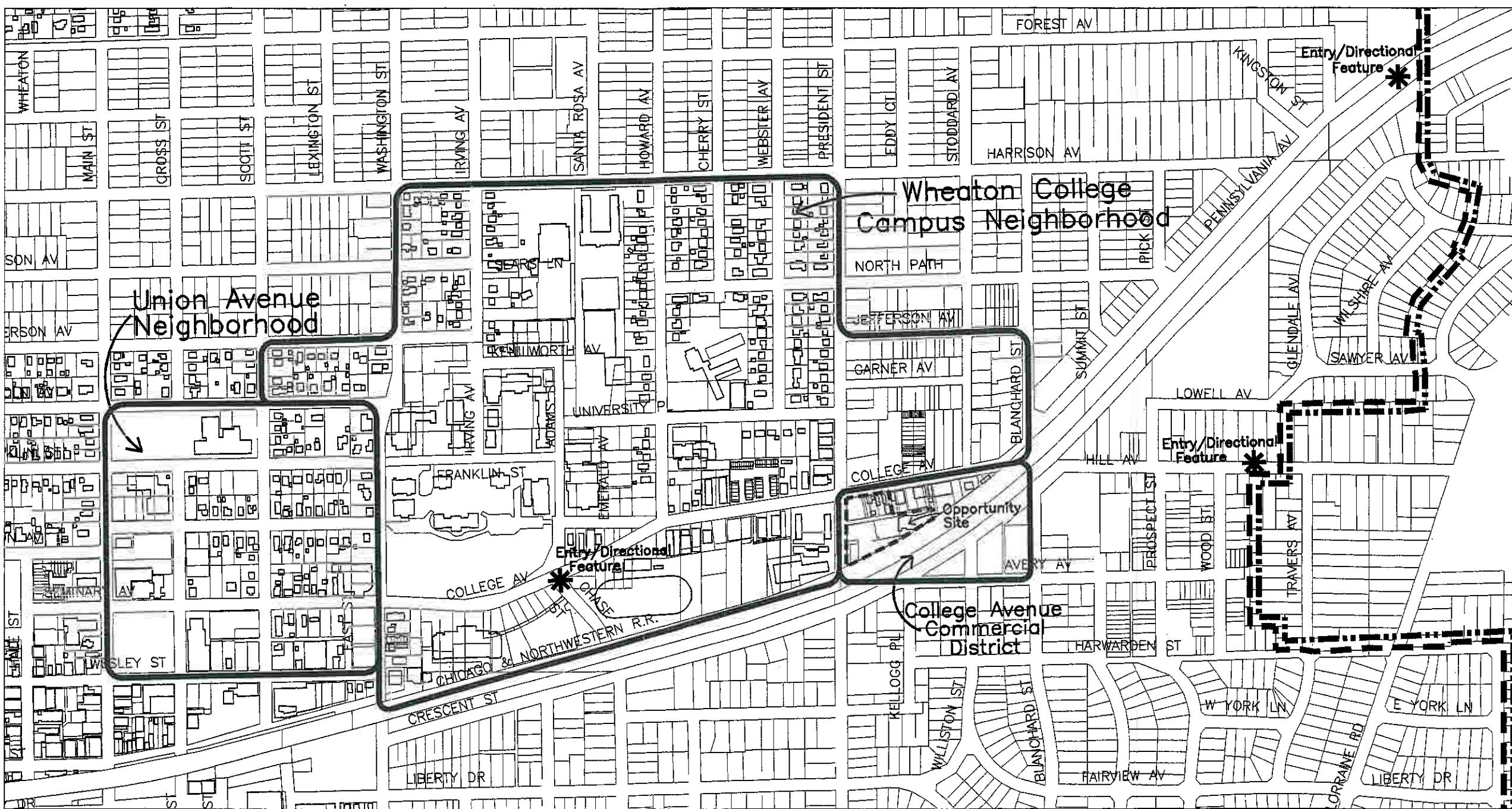
The Union Avenue Neighborhood is situated immediately west of the Wheaton College Campus, generally bounded by Lincoln Avenue to the north, Washington Street to the east, Union Avenue to the south and Main Street to the west. The neighborhood contains a mature residential area and two of the Community's largest churches, College Church and Wheaton Bible Church. The residential uses are zoned either R-3 or R-4, while the churches are located within the R-4 zoning district.

The neighborhood has undergone a transition from predominantly residential to institutional due in part to church expansion projects and the impacts of being a gateway to both the churches and the Wheaton College campus. Specific impacts include increased traffic, parking, light and glare.

College Church completed a major expansion project in 1994, and has current plans for physical expansion. Wheaton Bible Church has recently considered a physical expansion, but as a result of space limitations (specifically areas for off-street parking), is considering relocating its facility. In response to the expansion activities of College Church and Wheaton Bible Church, residents in the immediate neighborhood formed the Union Avenue Neighborhood Association to represent residents' concern about potential church expansion.

To ensure that any future church growth happens in a planned manner with minimal impact on the residential neighborhood, the City should encourage the Union Avenue area residents and the churches to initiate a joint neighborhood planning process focusing on strategies for compatible neighborhood and church functions.

# Wheaton College Neighborhood Planning Areas



**TESKA  
ASSOCIATES  
INC.**

627 Grove Street  
Evanston, Illinois 60201  
847.869.2015

July 16, 1998

### Exhibit 13

0' 150' 300' 600'



60

## **College Avenue Commercial District**

The College Avenue Commercial District is located in the southeast portion of the Wheaton College Neighborhood, bounded by College Avenue to the north, Blanchard Avenue to the east, Avery Avenue to the south and President Street to the west. The district contains one block of commercial frontage along College Avenue with upper level residential and office uses, as well as a free-standing office building adjacent to the railroad tracks. The district also includes a commuter train station and commuter parking area.

Zoned as a C-1 Local Business District, the district is adjacent to the Wheaton College Campus, a residential neighborhood, a commuter station and large office building. The district has the potential to be a viable commercial area, given the surrounding consumer base. However, the District currently experiences frequent tenant turnover and contains several business uses that do not attract the nearby market.

Organized efforts should be made toward business retention and attraction, and to building a relationship with Wheaton College. The business owners and the College should be encouraged to work together to identify ways to enhance the connection between the business district and the college campus. Business attraction efforts should focus on the types of stores which are geared toward college students and faculty, such as book stores and copy shops. Marketing efforts should also concentrate on the College, employing incentives such as student discounts or delivery services.

The College Avenue businesses do not currently have group representation in the Chamber of Commerce, nor is there a separate College Avenue business association. The City should encourage the Chamber of Commerce to develop programs specifically for the College Avenue merchants, such as marketing assistance, tenant retention and attraction, and a leasable space database. The City

should also encourage the College Avenue property and business owners to organize into a local business association, and to take advantage of services offered by the Chamber.

The physical appearance of the business district is generally good, with some streetscape features already present in the district, such as street trees, planters, banners, and decorative street lights. The district does contain a variety of signage and awning types, which should become more unified to enhance the appearance of the district. The City and business owners should work together to identify other streetscaping and capital improvements which should be made in the district and to identify possible funding sources, such as special assessments, special service areas or the capital improvements budget.

The City and businesses should also work together to determine if the existing zoning regulations concerning allowable uses and parking requirements are appropriate and effective for the nature of the business district. Steps should be taken to ensure that as future development and re-tenanting occurs, the existing development pattern along College Avenue of first floor retail and upper level residential is maintained and emulated.

In addition to the College Avenue frontage, the district contains several possible sites for new commercial development. A large development Opportunity Site is formed by the combination of the former Banquet Hall parcel along President Street, the office structure adjacent to the railroad tracks, and the single family parcels on the southwestern end of College Avenue (as identified in the attached map, page 61). Metra recently acquired the Banquet Hall site for use as a parking area. Metra has indicated the possibility of moving the existing Metra station southwest of its current location. A relocation of the existing Metra station would provide a catalyst for the redevelopment of the Opportunity Site.

The existing office structure in the rear of the district may be redeveloped for joint use as a relocated Metra Station and commercial structure. The College Avenue parcels may be redeveloped in character with the rest of the block, with first floor retail and upper level residential uses. The former Banquet Hall site may serve as a commuter drop-off zone, short-term parking for the commercial uses and surface or structured parking for the residential units. The existing Metra station site would be appropriate for a landscaped gateway into the College Avenue commercial district and the greater Wheaton College Neighborhood.

### **Community Gateway**

The Wheaton College Neighborhood acts as a gateway both to the central business district and to the City as a whole. The City and Wheaton College should work together to develop consistent signage and/or landscape features to mark the entries to the campus and downtown. The College should be encouraged to develop an entry feature for the core campus area that serves to direct visitors both throughout the campus and toward downtown. The City should also install new entry signage at College Avenue and President Street and enhanced entry signage on College Avenue and Hill Street at the Wheaton/Glen Ellyn corporate boundaries, with a directional component informing passerbys of the location of downtown Wheaton.

# IMPLEMENTATION PLAN

---

The comprehensive plan serves many functions in the development of a community. It is the cornerstone of a sound, rational planning program, which has as its primary goals the stability of the community, fair distribution of services, maintaining and enhancing the quality of life, and promoting economic development. The plan is a statement of policy, an expression of community intentions and aspirations. However, the plan is not an end unto itself. It also must be understood as part of a broader growth management process.

The growth management process describes that system necessary to assure effective management of development. It is a conscious program intended to influence the rate, amount, type, location and/or quality of future development within a local jurisdiction. Growth management brings together the comprehensive plan and the tools of implementation. In the implementation phase, decisions are made about funding and regulatory controls.

Planning in Wheaton does not end with the adoption of the Comprehensive Plan. Rather, it is the beginning of a process of continuing implementation whereby the Plan serves as a guide for public and private decisions affecting the future of the community. This requires that both City officials and residents be familiar with and generally support the major tenets of the plan. It is important, therefore, that the Plan be well publicized, understood and supported by the entire community. On the other hand the Plan is not static. It must be re-examined periodically and updated as conditions and community aspirations change.

The following is a set of guidelines for maintaining the planning process in Wheaton as a dynamic function of municipal government.

## **Update the Plan**

- The Plan Commission should periodically evaluate the relevance and success of the Plan and recommend needed revisions to the Mayor and City Council.
- The Comprehensive Plan should be thoroughly reviewed and updated not longer than every five to ten years, depending upon the rate of change.

## **Citizen Involvement**

- Establish a formal procedure for involving Wheaton citizens in the City's planning process on an ongoing basis.

## **Organization and Administration**

- Prepare and annually update an implementation program. Such a program shall identify and define each planning and community development activity to be carried out during a particular fiscal year, the individual responsibilities of the staff in each activity, and the specific involvement of the Plan Commission where appropriate.
- Amend the City's Zoning and Subdivision Ordinance and Zoning Map to ensure consistency with the Comprehensive Plan.

## **Public Information**

- Prepare a summary brochure of this Comprehensive Plan and distribute it widely throughout the community.
- Develop a system of responding quickly to public questions, problems and suggestions regarding planning and community development. Such a system might include:

- ◆ an informational brochure on how to apply for zoning, building, subdivision and other development oriented permits and approvals; and,
- ◆ a series of newspaper articles or Web page features containing answers to frequently raised questions regarding planning and development matters.

□ Conduct regular press conferences and inform citizens of planning and community development issues, and of proposed changes and revisions to the Comprehensive Plan in the City's newsletter, and/or Web page.

---

***"The Plan is not an end in itself. Rather, it serves as a guide for public and private decisions affecting the future of the community."***

---