

Unincorporated DuPage County
Land Use Plan

Prepared by
DuPage County Development Department
Planning Division

October, 1990

Adopted by the DuPage County Board
December 11, 1990

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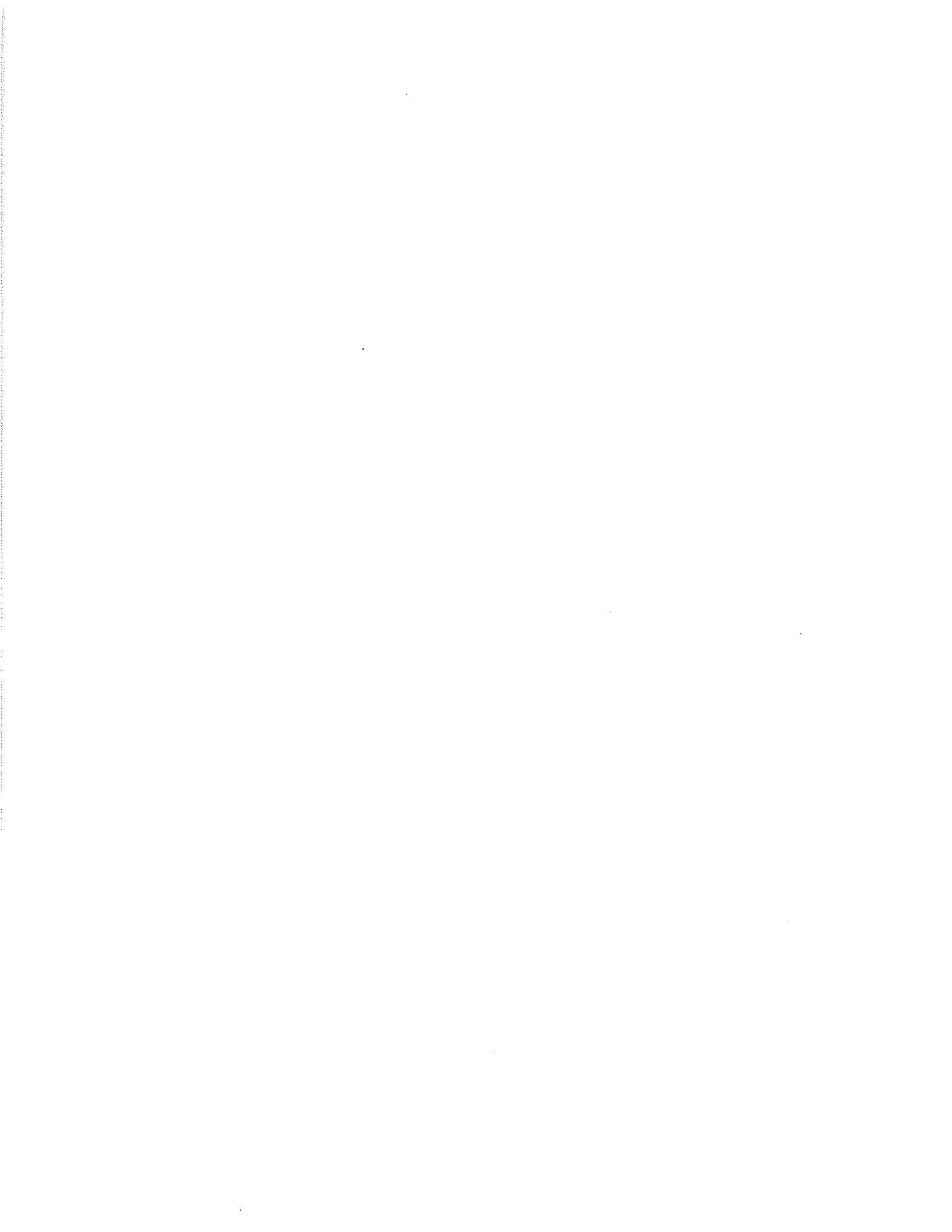


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I. INTRODUCTION

DuPage County is located in northeastern Illinois twenty miles west of the City of Chicago. It is one of five Illinois counties - DuPage, Kane, Lake, McHenry, and Will - contiguous to Cook County (Figure 1). Of these counties, DuPage has the smallest land area (332 square miles) and the most dynamic growth rate.

Originally, all five collar counties were part of Cook County. The Illinois General Assembly created Cook in 1831 as encompassing most of Northeastern Illinois, with the intention that the County be subdivided as the population increased. The separation of DuPage from Cook was established by legislative act on February 28, 1839. The new county was named after the DuPage River, which received its name from DuPazhe, a French fur trader who built a trading post and home at the fork of the east and west branches of the river in 1800¹.

The County's first settler was Bailey Hobson who, in 1830 lived near Naperville, DuPage's oldest town. Naperville was first settled by John and Joseph Naper in 1831. It is believed that there were four major Indian villages located in DuPage County, together with minor villages, camps, mounds, signal and chipping stations. Many of today's roads and highways follow the old Indian trails. Among these are Ogden Avenue, Lake Street, Irving Park and Warrenville Road².

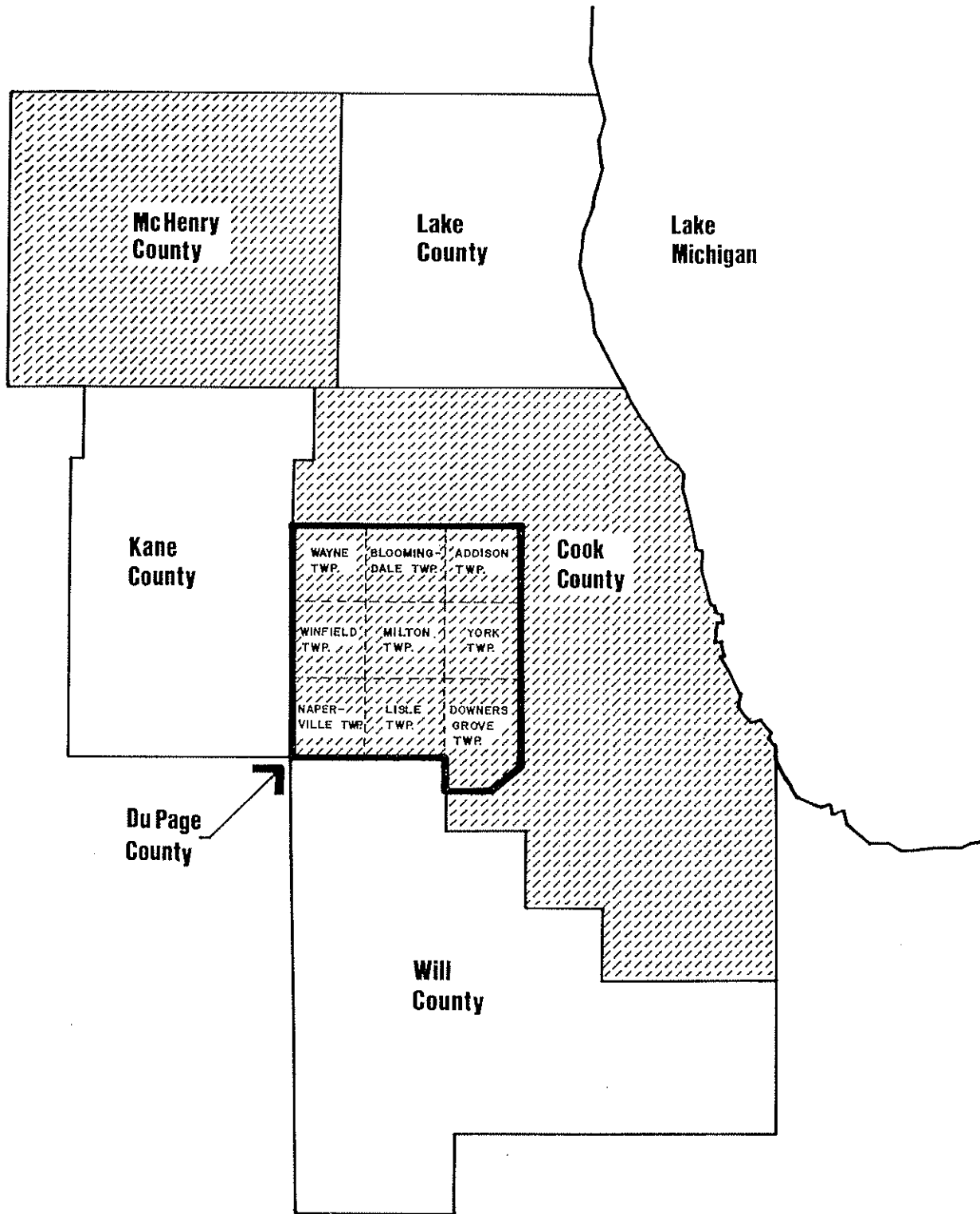
DuPage County was organized into nine townships in 1850 (Figure 1). The County also includes 40 incorporated areas as shown in Figure 2. DuPage's oldest incorporated communities are Naperville and Aurora, incorporated in 1857; and Wheaton, incorporated in 1859.

Unincorporated DuPage County represents approximately one third of the County. In terms of total population served, unincorporated DuPage is larger than any of the municipalities. Even with future annexations, there will continue to be more people in unincorporated DuPage County in 2010 than in any single municipality. Many of these areas include the nearly 18,000 acres of forest preserves owned by the DuPage County Forest Preserve District. Also included in unincorporated DuPage are Fermilab National Accelerator Laboratory and Argonne National Laboratory. Both of these are federal facilities that are controlled by the United States government and not under the land use jurisdiction of DuPage County.

¹ Profile: DuPage County Statistical Handbook, 1985.

² About DuPage Government Resource Guide, Summer, 1990 produced by DuPage County Clerk and Public Information Office.

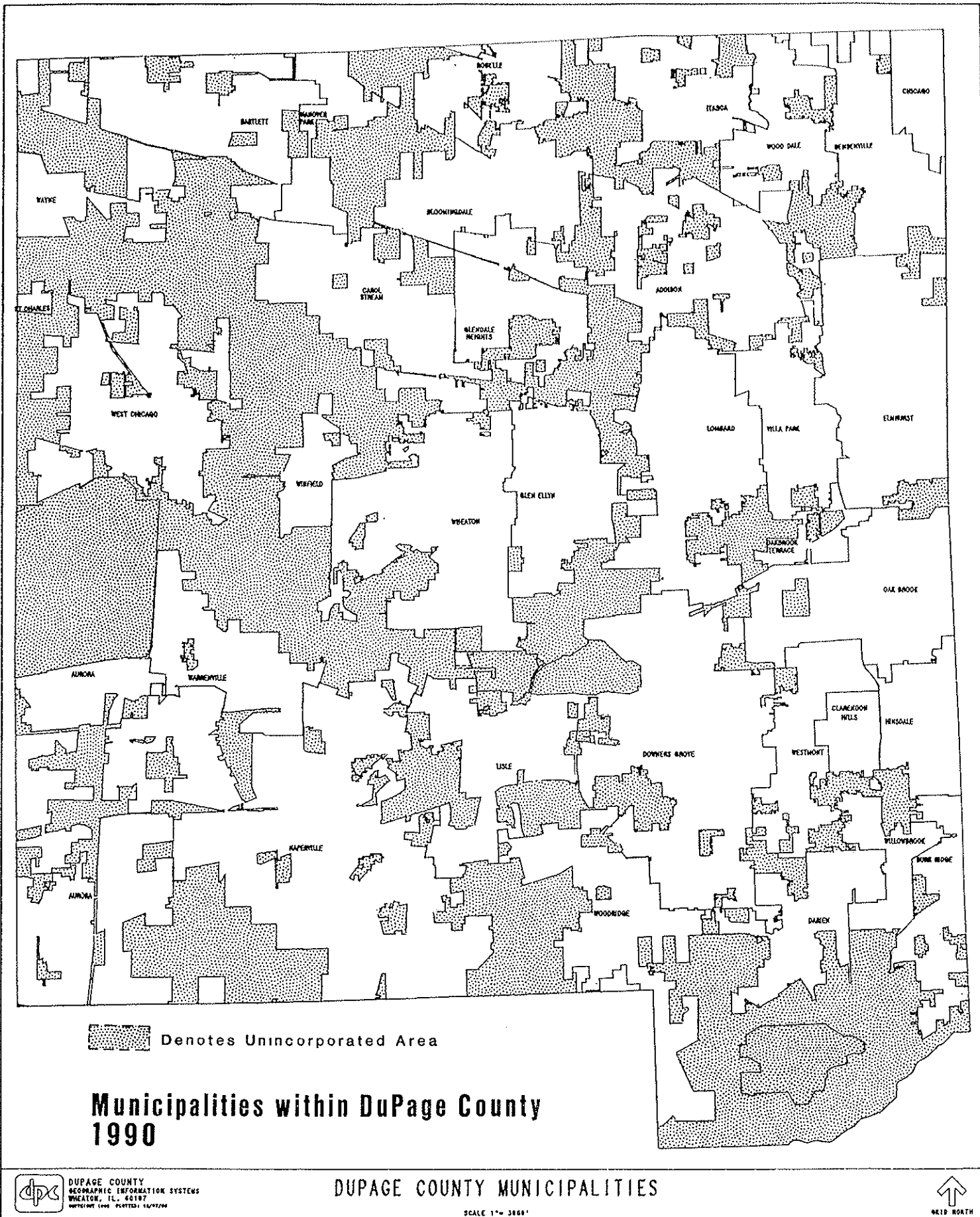
FIGURE 1



Chicago SMSA Counties and DuPage County Townships

 **Chicago PMSA Counties**

FIGURE 2



II. POPULATION AND HOUSING CHARACTERISTICS

DuPage County continues to be one of the fastest growing counties in the United States. According to the 1980 U. S. Census,³ DuPage was the 53rd most populous county in the country.

Table 1 shows DuPage's population growth between 1870 and 1988. Since 1960, DuPage's population has grown 240%. Unincorporated DuPage County population by township is shown in Table 2. The largest population in unincorporated areas is in Downers Grove Township, with 27,813 people, and Milton Township, with 23,748 people.

As a percentage of total county population (Table 3), the unincorporated population has exceeded 22% of the total county population for the last four decades. This makes unincorporated DuPage the largest "municipality" in the county in terms of total population served. Table 3 also shows the percentage of unincorporated population expected in the year 2010. Although municipalities are expected to grow and annex new territory, the largest total population will be in unincorporated DuPage. In 2010, the unincorporated population will be 108,900 people or approximately 11% of the total DuPage County population. Many unincorporated areas include established residential communities that do not expect or desire to be annexed by their neighboring municipalities.

Table 4 outlines the general population characteristics of the unincorporated DuPage population. According to the 1980 U. S. Census, there were 121,656 people residing in unincorporated DuPage. Approximately half of that population is female and about 4% is non-white. The majority, or approximately 57%, of unincorporated DuPage County residents are under 34.

Employment in unincorporated DuPage County is not very high. Employment figures produced by the DuPage County Development Department for 1985 estimated employment at 8,700. In the year 2010, employment is projected to increase to only 10,200. Clearly, unincorporated DuPage County is primarily a residential area and not an employment center.

³ The 1990 U.S. Census has been completed but detailed data from this census is not expected to be available until 1992.

TABLE 1

DUPAGE COUNTY POPULATION GROWTH
1870-1988

<u>Year</u>	<u>Population</u>	<u>Numerical Increase</u>	<u>Percentage Increase</u>
1870	16,685	1,984	13.5
1880	19,161	2,476	14.8
1890	22,551	3,390	17.7
1900	28,196	5,645	25.0
1910	33,432	5,236	18.6
1920	42,120	8,688	26.0
1930	91,988	49,868	118.4
1940	103,480	11,492	12.5
1950	154,599	51,119	49.4
1960	313,459	158,860	102.8
1970	491,882	178,423	56.9
1980	658,835	166,953	33.9
1988	760,800	101,965	15.5

SOURCES: 1830-1920 Illinois Blue Book 1930;
1930-1980 U.S. Bureau of the Census;
1988 U.S. Bureau of the Census Estimates

TABLE 2

POPULATION COUNTS 1960-1980

TOWNSHIPS IN DUPAGE COUNTY	<u>1980</u>	<u>1970</u>	<u>1960</u>	Numerical Change	% Change <u>1960-1980</u>
ADDISON (Total)	82,937	72,280	41,808	41,129	98
ADDISON (Unincorporated Area)	10,809	11,903	14,294	-3,485	-24
BLOOMINGDALE (Total)	79,571	36,654	14,924	64,647	433
BLOOMINGDALE (Unincorporated Area)	11,874	13,855	9,072	2,802	31
DOWNERS GROVE (Total)	122,865	92,899	66,664	56,201	84
DOWNERS GROVE (Unincorporated Area)	27,813	26,161	22,366	5,447	24
LISLE (Total)	82,575	49,061	20,982	61,593	294
LISLE (Unincorporated Area)	16,411	14,245	8,135	8,276	102
MILTON (Total)	97,167	75,750	51,361	45,806	89
MILTON (Unincorporated Area)	23,748	20,845	10,878	12,870	118
NAPERVILLE (Total)	21,053	13,028	8,218	12,835	156
NAPERVILLE (Unincorporated Area)	3,822	3,617	2,550	1,272	50
WAYNE (Total)	23,246	5,485	3,077	20,169	656
WAYNE (Unincorporated Area)	5,288	3,824	2,698	2,590	96
WINFIELD (Total)	28,940	23,001	16,437	12,503	76
WINFIELD (Unincorporated Area)	6,735	6,224	8,040	-1,305	-19
YORK (Total)	120,470	123,724	89,988	30,482	34
YORK (Unincorporated Area)	15,145	14,303	13,770	1,375	10
Total All Townships	658,824	491,882	313,459	345,365	110
Total Unincorporated Areas	121,645	114,977	91,803	29,842	32

Sources: U. S. Bureau of the Census, General Population Characteristics: Illinois 1970 and 1980.

TABLE 3

TRENDS IN
 UNINCORPORATED DUPAGE
 COUNTY POPULATION GROWTH AS
 A PERCENTAGE OF TOTAL
 COUNTY GROWTH

	1950	1960	1970	1980	Projected 2010
Unincorporated Population	43,743	91,803	114,882	121,667	108,900
County Total Population	154,599	313,459	491,882	537,168	985,000
Unincorporated Percentage of Total Population	28.28	29.28	23.35	22.65	11.05

TABLE 4

GENERAL POPULATION CHARACTERISTICS
UNINCORPORATED DUPAGE COUNTY-1980

<u>Total Population</u>	121,656
 <u>Sex</u>	
Male	60,940 (50.1%)
Female	60,716 (49.9%)
 <u>Race</u>	
White	116,802
Black	1,367
American Indian	69
Asian Indian	1,169
Other	1,618
Spanish	631
 <u>Age Category</u>	
Under 1 Year	1604
1 AND 2 Years	3333
3 AND 4 Years	3041
5 Years	1628
6 Years	1541
7 TO 9 Years	5928
10 TO 13 Years	9380
14 Years	2155
15 Years	2598
16 Years	2460
17 Years	2660
18 Years	2413
19 Years	2169
20 Years	1883
21 Years	1880
22 TO 24 Years	5668
25 TO 29 Years	9630
30 TO 34 Years	10127
35 TO 44 Years	18525
45 TO 54 Years	14532
55 TO 59 Years	6037
60 AND 61 Years	1823
62 TO 64 Years	2570
65 TO 74 Years	5228
75 TO 84 Years	2065
85 Years and Over	778

Average Number of
Persons Per Household

3.1

Income

Median Household	\$29,455
Average Household	\$33,287
Median Family	\$31,850
Average Family	\$36,032
Median Individual	\$13,392
Average Individual	\$15,065

Percentage of Households Below Poverty Level:

2.8%

Source: 1980 Census Summary Tape File 3

Table 5 describes housing characteristics of unincorporated DuPage. In DuPage County as a whole, there are 294,314 owner-occupied and rental housing units. Approximately 89% of these units are owner-occupied. In unincorporated DuPage, approximately 84% of the equivalent total (49,883) are owner-occupied units.

The largest number of housing units in unincorporated DuPage County is in Downers Grove Township with 13,182 total units or 26% of the total units in DuPage County. Figures 3 and 4 graphically illustrate the percentage of units by category for each township.

The percentage of vacant units by township is also shown in Table 5⁴. The highest vacancy percentages for unincorporated owner-occupied units occurred in Lisle and Naperville Townships. The highest vacancy percentages for rental units occurred in Lisle, Winfield and Downers Grove Townships. These townships also had the greatest number of rental housing units. Overall, for both categories, vacancy rates in the unincorporated areas are only slightly higher than the county as a whole.

More recent housing information is presented in Table 6. Residential building permits for 1980 through 1989 indicate that unincorporated DuPage added over 4,508 new housing units during this time period⁵. During this ten year time frame, unincorporated DuPage ranked third among "municipalities" in new building permits issued.

⁴ This data is from the 1980 Census. Although the 1990 U. S. Census has been completed, detailed data is not expected to be available until 1992.

⁵ This permit data is based upon monthly reports of building permit activity published in Bell Federal Savings and Loan Association's Survey of Buildings. For communities having a portion of their total land area within DuPage County, the total number of permits issued were factored to reflect the number of units estimated to have been built within the county.

TABLE 5

SELECTED HOUSING CHARACTERISTICS
FOR UNINCORPORATED AREAS
BY TOWNSHIP - 1980

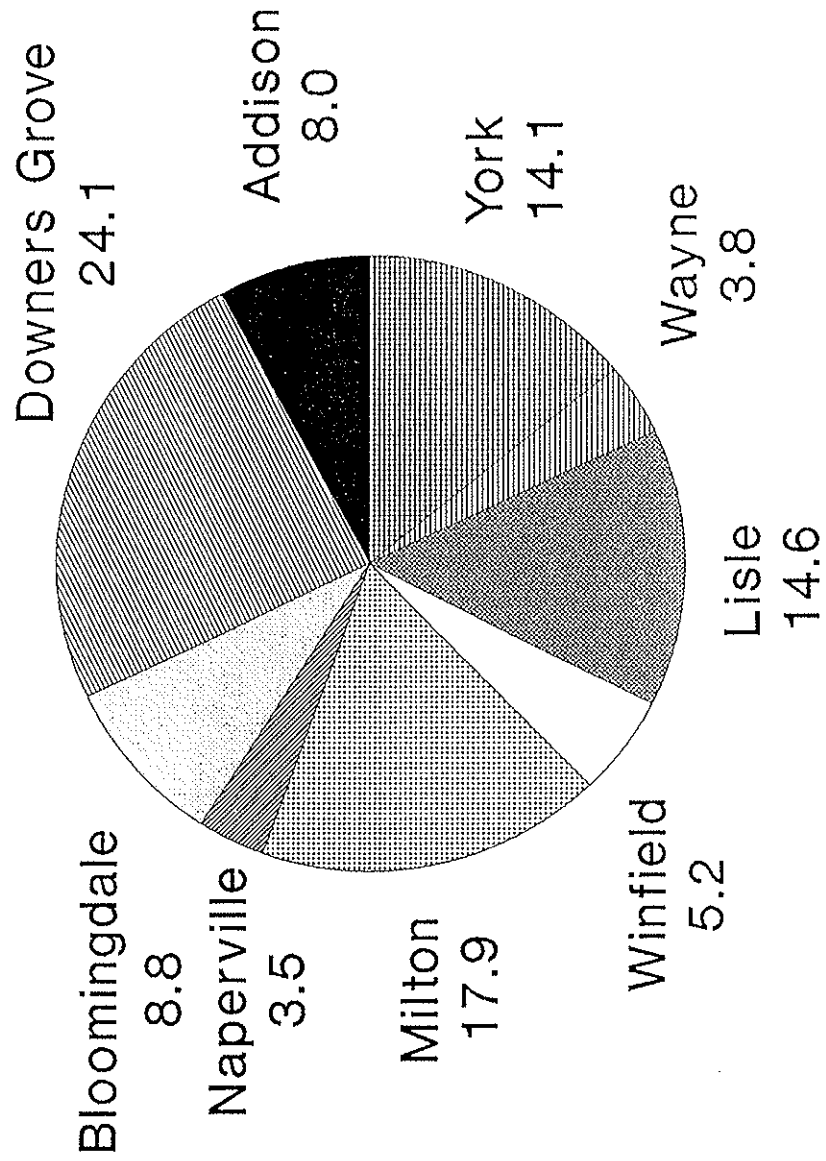
<u>Township</u>	Total Owner-Occupied Housing Units	Percent Vacant	Total Rental Housing Units	Percent Vacant	Total Units*
Addison	3,349	4.72%	292	5.48%	3,641
Bloomingtondale	3,661	5.11%	264	7.58%	3,925
Downers Grove	10,057	6.17%	3,125	13.41%	13,183
Lisle	6,101	9.92%	1,840	11.96%	7,941
Milton	7,465	4.15%	866	7.16%	8,331
Naperville	1,463	7.72%	385	9.35%	1,848
Wayne	1,579	4.50%	90	6.67%	1,669
Winfield	2,204	6.99%	161	11.18%	2,365
York	5,914	5.16%	1,077	4.18%	6,991
Total Unincor- porated Area	41,793	6.05%	8,100	8.55%	49,893
Total DuPage County	234,697	5.40%	59,616	8.08%	294,313
Percentage in Unincorporated Area	17.81		13.59		16.95

SOURCE: 1980 Census, Summary Tape Files 1 and 3.

* Excludes institutional units (e.g., nursing home population).

FIGURE 3

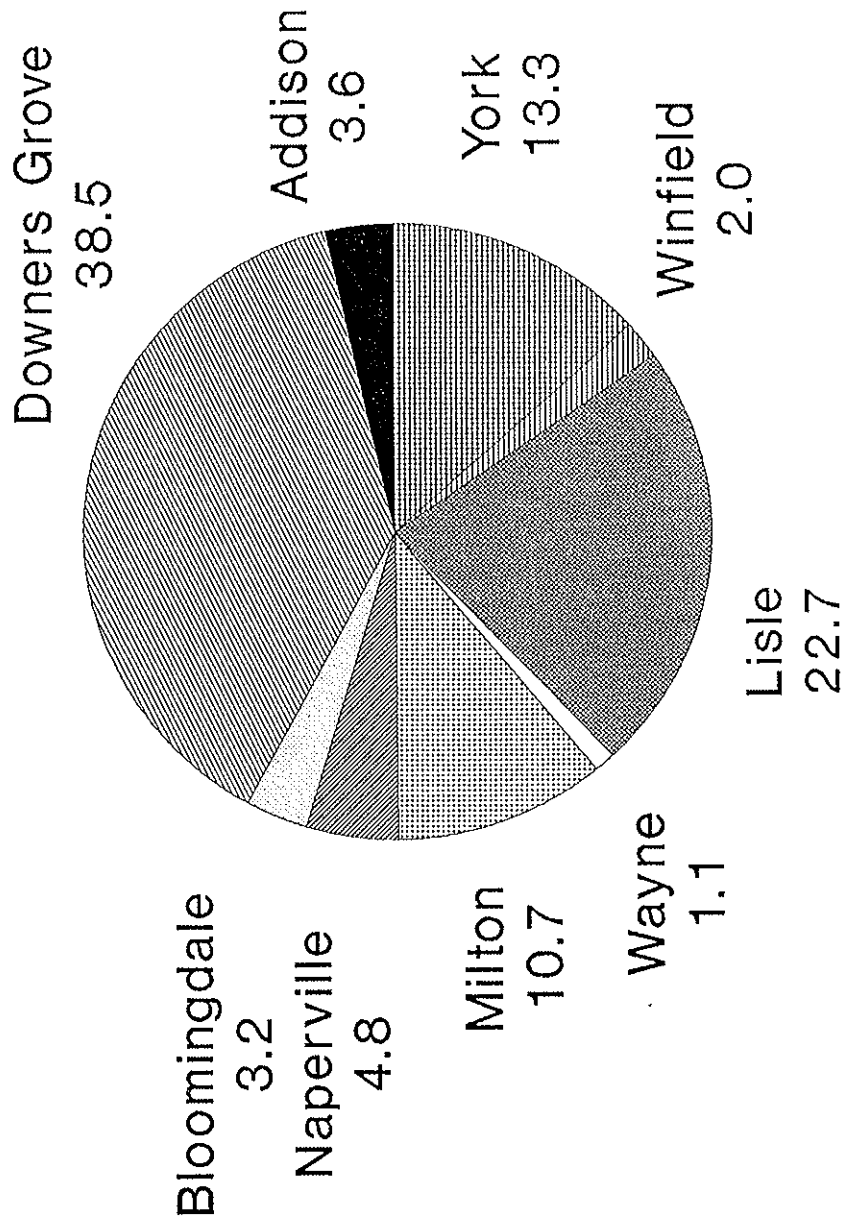
Percentage of Owner Occupied Housing Units for Unincorporated Areas by Township - 1980



SOURCE: 1980 Census, Summary Tape Files 1 and 3.

FIGURE 4

Percentage of Rental Housing Units for Unincorporated Areas by Township - 1980



SOURCE: 1980 Census, Summary Tape Files 1 and 3.

TABLE 6

RESIDENTIAL BUILDING PERMITS
ISSUED BY HOUSING TYPE IN
UNINCORPORATED DUPAGE COUNTY,
1980-1989

<u>Year</u>	<u>Number of Single Family Units</u>	<u>Number of Multi-Family Units</u>	<u>Total Units</u>
1980	159	26	185
1981	140	36	176
1982	105	52	157
1983	260	43	303
1984	290	147	437
1985	348	4	352
1986	981	54	1,035
1987	783	101	884
1988	602	0	602
1989	<u>369</u>	<u>8</u>	<u>377</u>
Total	4,037	471	4,508

SOURCE: Based on Bell Federal Savings & Loan Association's monthly "Survey of Buildings" (1/80-12/89).

III. PURPOSE OF THE PLAN

The need for a separate land use plan for unincorporated DuPage County was first recognized in meetings held during 1989 on the update of the DuPage County Regional Planning Commission's (DCRPC) Countywide Land Use Plan. As part of that process, municipal leaders and county representatives met in groups representing specific geographic areas, called clusters, to evaluate future land uses in that area. These "cluster representatives" evaluated present development trends and analyzed the impacts of alternative development scenarios for their respective areas. For each municipality, this included areas within their current corporate boundaries and areas outside of their current boundaries but within their planning jurisdiction that they may eventually annex.

In many cases, there were distinct differences between the land use recommendations of the County staff and the land use recommendations of municipal representatives for unincorporated areas within municipal planning boundaries. While the municipalities had adopted land use plans which showed their land use policy for these areas, the County did not have a separate document which represented its policy toward land use development in the unincorporated areas it controls.

In the interim, the Regional Planning Commission completed a 1989 Draft update to the Countywide Land Use Plan. An analysis of the countywide impacts of this plan, if adopted and fully implemented, showed a drastic change in the character of the county. It described the cumulative impact of the land uses the municipalities had recommended in the plan. The analysis indicated that DuPage was moving away from a traditional suburban setting, dominated by residential land uses, to an employment center with associated traffic and environmental impacts.

The DCRPC's analysis was summarized in an audio-visual presentation which was given to each municipality, the County Board, and other cluster participants. Along with these presentations, the Commission discussed the countywide and local impacts of future growth. Each community was urged to reexamine its municipal plans and development policies in light of the cumulative or regional impacts of development the DCRPC's analysis had described. Some suggested land use and growth management to mitigate these impacts were:

- o to discourage redevelopment of existing residential areas;
- o to protect areas set aside for new housing;
- o to protect environmentally sensitive areas;
- o to reduce the amount of land planned for office and commercial development, and
- o to reduce development densities on land planned for office and commercial development.

Each municipality was asked to pass a resolution after the DCRPC presentation expressing their support for the countywide update process and their willingness to work toward further modification of the draft countywide plan. The County, as the land use decision-maker for the unincorporated areas, adopted a resolution (Appendix A) on January 9, 1990 which specifically established land use policies for unincorporated DuPage and resolved to work toward further modification of the countywide plan and countywide growth management strategies.

In addition, staff began preparation of a land use plan for unincorporated DuPage County which reflected the policies established in that resolution. The methodology for completing the plan is described in Section IV. The plan is intended to reflect the development policies of the county for all unincorporated areas as long as that property remains unincorporated. As such, it will be used as a policy document to guide all land use, zoning, and subdivision decisions made by DuPage County.

The plan was adopted by the DuPage County Board on December 11, 1990. A copy of the ordinance adopting the plan appears in Appendix D.

IV. METHODOLOGY FOR DEVELOPING THE LAND USE PLAN

The methodology used to develop the Unincorporated DuPage County Land Use Plan involved the following steps.

- o Identification and preliminary data collection on unincorporated areas
- o Review of the methodology and preliminary areas of concern by the County Development Committee
- o Data collection and preparation of preliminary land use recommendations by staff
- o Review and analysis of special studies of unincorporated DuPage County and consideration of their land use recommendations
- o Review of the preliminary land use recommendations⁶ by the municipal cluster representatives
- o Review of draft recommendations and comments received from municipal representatives by the County Development Committee
- o Preparation of changes to the draft plan
- o Review by County Development Committee of land use plan maps and report.
- o Review of land use plan maps and report by County Board
- o Presentation and adoption of the plan by the DuPage County Board

A more detailed description of each step is given below.

Identification and Data Collection

All unincorporated areas were divided into individual sites. These unincorporated sites are collections of parcels about which specific data was gathered for the plan analysis.

Sites were further aggregated by "clusters". Clusters are groups of communities within a specific geographic area

⁶ The recommendations utilize the land use categories and abbreviations as shown in Appendix B.

that are reviewing land use plan recommendations for the Countywide Land Use Plan update currently underway by the DuPage County Regional Planning Commission. The DCRPC has utilized the eleven clusters shown in Figure 5 in order to review and discuss specific land use changes and countywide trends. Within each cluster, impact areas were identified by the DCRPC for special analysis. These are also shown in Figure 5. Since it was the intent of the County staff to utilize the municipal clusters to review the draft plan, the unincorporated sites were aggregated by cluster.

Available data collected on each site included

- o Current county zoning
- o 1985 Countywide Land Use Plan designation
- o 1989 Draft Countywide Land Use Plan designation
- o 1985 Existing Land Use
- o Land Uses shown in all area municipal plans
- o Impact Area (if any)
- o Proposed new developments from departmental growth monitoring files
- o Staff recommendation on land use

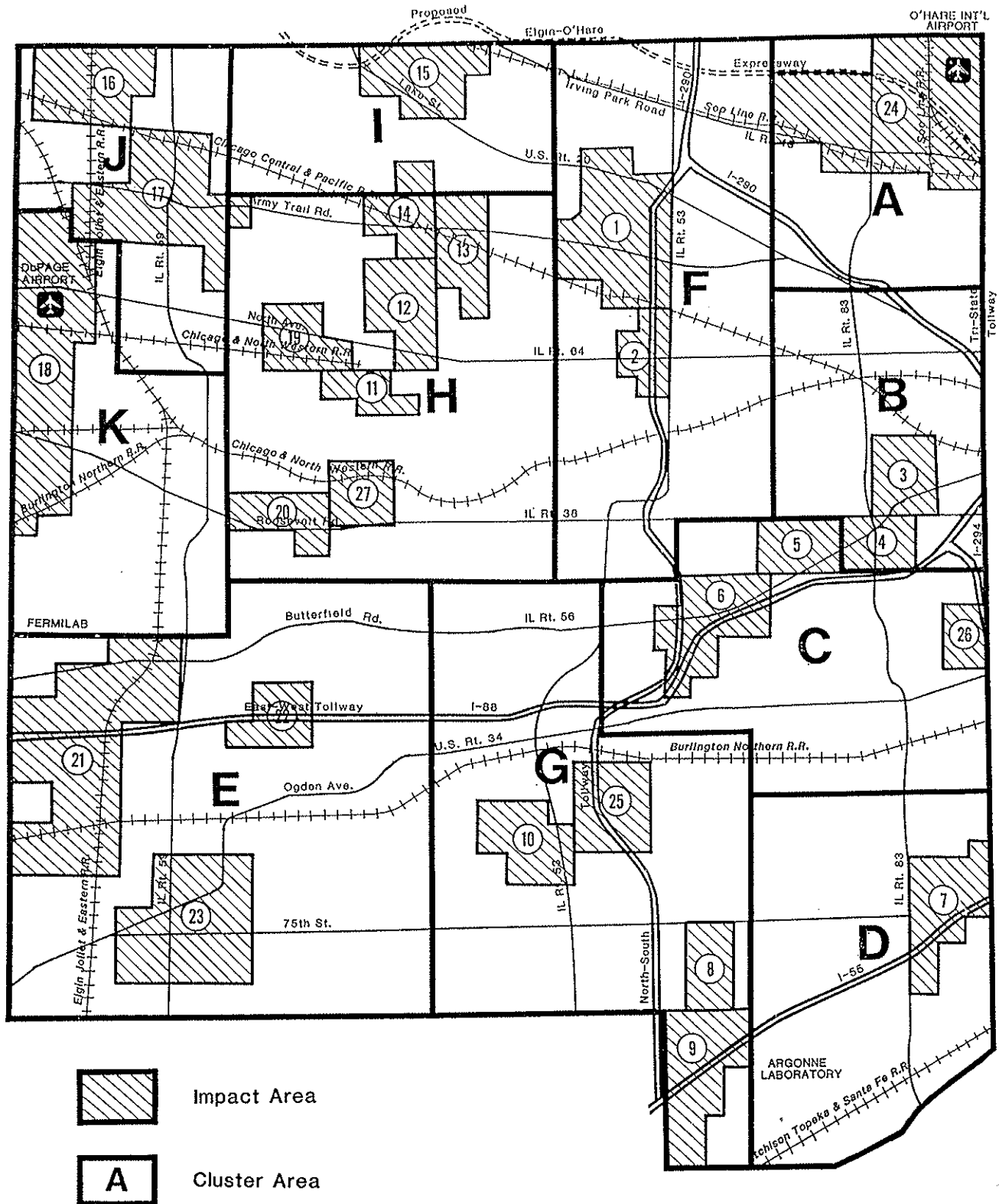
Tables summarizing the data on each site appear in Appendix C. The tables appear in consecutive order by cluster number. Maps showing the location of each site are available within the County Development Department. The staff recommendation for each site also appears in Appendix C. The recommended land uses and their abbreviations are defined in Appendix B.

Initial Review by County Development Committee

On December 4, 1989, staff outlined to the County Development Committee the methodology which would be followed and the work completed as of that date. Staff also reviewed initial areas of concern and presented some preliminary land use recommendations for discussion by the Committee. The preliminary areas of concern discussed by the Committee included

- 1) Addison Township, Salt Creek area
- 2) Addison Township, areas surrounding the Chancellory
- 3) York Township, Yorkfield
- 4) York Township, Oak York Road area
- 5) York Township, Westlands Subdivision
- 6) York Township, Suburb Hill-Graue Woods neighborhood
- 7) Downers Grove Township, Cass/I-55
- 8) Downers Grove Township, I & M Corridor
- 9) Downers Grove Township, Santa Fe Property
- 10) Downers Grove Township, Lemont/I-55

Figure 5 LAND USE CLUSTER BOUNDARIES AND IMPACT AREAS



- 11) Downers Grove Township, Lemont Road and 75th Street area
- 12) Bloomingdale Township, Army Trail and I-355
- 13) Bloomingdale Township, North Avenue and I-355
- 14) Bloomingdale Township, Medinah Road
- 15) Bloomingdale Township, Keeneyville
- 16) Bloomingdale Township, Klock Farm
- 17) Bloomingdale Township, Illinois Central Railroad/Gary Avenue
- 18) Bloomingdale Township, Gary Avenue and Lawrence
- 19) Bloomingdale Township, Lake Street/Odlum Farm frontage
- 20) Bloomingdale Township, Odlum Farm
- 21) Milton Township, Gary Avenue Gardens
- 22) Milton Township, Grange Area
- 23) Milton Township, Glenbard Area
- 24) Lisle Township, I-355/Cross Street
- 25) Lisle Township, I-355/Maple
- 26) Wayne Township, North Avenue/St. Charles Road
- 27) Wayne Township, Northwest DuPage
- 28) Wayne Township, North Avenue/Route 59
- 29) Winfield Township, DuPage Airport Expansion
- 30) Naperville Township, E J & E/County Line
- 31) Naperville Township, 83rd St./Route 59
- 32) Naperville Township, 75th Street/Route 59
- 33) Naperville Township, Ogden Avenue/75th Street
- 34) Naperville Township, Eola Road/Prairie Path (north)
- 35) Naperville Township, East-West Tollway and County Line

Special Studies of Unincorporated DuPage County

Several special studies had been conducted or were underway in selected areas of unincorporated DuPage at the time the plan was prepared. Several of these studies included the areas of concern identified above. The special studies specifically reviewed for preparation of this plan included:

- o Geneva/Pleasant Hill Subarea Study, prepared by DuPage County Development Department, February 23, 1990
- o Grange Park Neighborhood Study, prepared by DuPage County Development Department with assistance of staff from the City of Wheaton, December 22, 1989 and revised February, 1990.
- o Glenbard Acres Neighborhood Study, prepared by DuPage County Development Department with assistance of staff from the Village of Lombard, February 7, 1989.
- o North Avenue Corridor Study, prepared by DuPage County Development Department with assistance of the City of West Chicago, and Villages of Lombard, Carol Stream, and Glendale Heights, 1990.

In one case, the Suburb Hill-Graue Woods neighborhood in the Villa Park area, a special study was undertaken by the staff in cooperation with Villa Park, in order to formulate specific recommendations for the unincorporated plan. This study is available in a separate document.

The recommendations of each study were reviewed and incorporated into the staff recommendations.

Municipal Cluster Review

Eleven cluster meetings were held between February 15, 1990 and March 19, 1990 to review and discuss the initial staff recommendations with the municipal representatives. In addition to municipalities, cluster representatives also included DuPage Airport, Fermilab, and Argonne. The tables of unincorporated sites shown in Appendix C were distributed to each cluster representative along with maps outlining the specific areas where the staff recommendation for the unincorporated area was different from their municipal plan.

Municipal representatives commented extensively on the staff recommendations. In several cases where there was a difference between the municipal plan and the staff recommendation, there was no real conflict with the municipality. This usually occurred when the municipal plan was out of date or did not reflect the Village's current land use development policies.

Review of Draft Plan by County Development Committee

On April 9, 1990, staff presented to the County Development Committee draft land use recommendations for all areas that were not the subject of a special study. This covered approximately 95% of the sites in unincorporated DuPage.

The presentation focused on areas where there were specific concerns or objections by the municipalities during the cluster meetings. These are areas where the land use recommendations differ from the DCRPC Draft Plan which reflected municipal development policies. The largest of these sites involved Naperville and Aurora, although there were several important sites in the Bloomingdale, Woodridge, and Darien areas as well. Each of these conflict areas is described below with accompanying maps showing the location of the property.

Sites E-3, 4, and 5 (Figure 6)

These sites border the potential Forest Preserve acquisition of the Big Woods site. Residential 5-15 is the recommended land use (what was in the 1985 Land Use Plan) but Aurora has expressed its preference for medium density office development. The current land use plan for Aurora shows single family residential development but their thinking has changed in recent years on development in this area.

Site E-16 (Figure 7)

The recommendation includes both the possible Forest Preserve acquisition in the Big Woods area on the southern part of the site and a lowering of intensity of the proposed office development on the northern portion of the site. The Office, Research and Development/Medium (ORD/M) use shown on the 1989 DCRPC draft plan reflects Aurora's suggested land use during earlier cluster meetings.

Sites E-19, 20 and 21 (Figure 8)

These sites are areas of potential Forest Preserve acquisition (Big Woods) and are therefore recommended for open space. During previous cluster meetings, Aurora had expressed its desire to have low density office development in this area.

Sites E-38 and 40 (Figure 9)

This is the only significant area west of Route 59 in Naperville Township which does not have a current development proposal pending. The western border is the 712-acre Stonebridge development currently under construction. Planned are 1620 housing units, 233 acres of open space and golf course, and a smaller office/commercial area. With this amount of new residential development in the area, it is felt that these sites also represent an excellent opportunity to provide new residential development.

Site E-39 (Figure 10)

A reduction in intensity from ORD/Medium to ORD/Low is recommended for this area. There are several committed office proposals in the area surrounding the site. Site E-39 represents one of the few opportunities to reduce the intensity of office development in this area.