

VILLAGE OF DOWNERS GROVE
Report for the Village

11/7/2023

SUBJECT:	SUBMITTED BY:
Fairview Focus Area Implementation - Comprehensive Plan and Recommendations Discussion	Stan Popovich, AICP Director of Community Development

SYNOPSIS

Staff has prepared information for the Council to review on the 2017 Comprehensive Plan Recommendations for the Fairview Focus Area.

STRATEGIC PLAN ALIGNMENT

The goals for 2023-2025 include *Exceptional Municipal Services, Top Quality Infrastructure, Strong and Diverse Local Economy and a Beautiful Community*. *Fairview Focus Area Implementation Plan* is a Priority Action Item.

FISCAL IMPACT

N/A

RECOMMENDATION

Action at the Discretion of the Village Council.

BACKGROUND

The project, Fairview Area Plan Implementation, is part of the 2023-2025 Priority Action Items. The Council began discussing this topic at their October 17, 2023 meeting. Staff is seeking a discussion on the following items:

- Fairview Focus Area Plan Implementation Project Description and Background
- What is a Comprehensive Plan
 - What is a Focus Area
 - Review the Fairview Focus Area
- Fairview Focus Area Plan Components
- Fairview Focus Area Boundaries
- Confirm 10/17/23 Fairview Focus Area Land Use Recommendations

For additional information, please see the attached slides.

ATTACHMENTS

2017 Comprehensive Plan – Fairview Focus Area
Presentation Slides

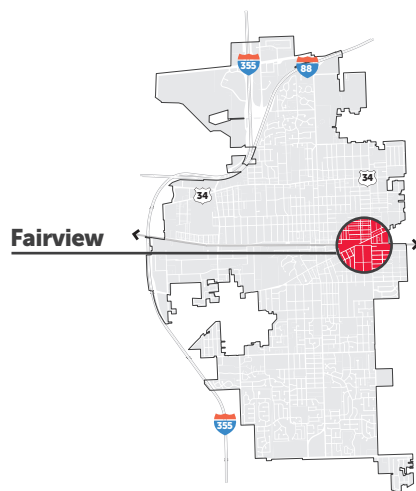
Key Focus Areas

Fairview

The Fairview subarea is bounded by Hummer Park on the north, the Village limits on the east and stable residential neighborhoods to the south and west. This area is comprised of a mix of uses, which includes: industrial, commercial retail, commercial service, multi-family residential, and single-family residential. The area is anchored by the Fairview Metra Station and a Pepperidge Farm facility.

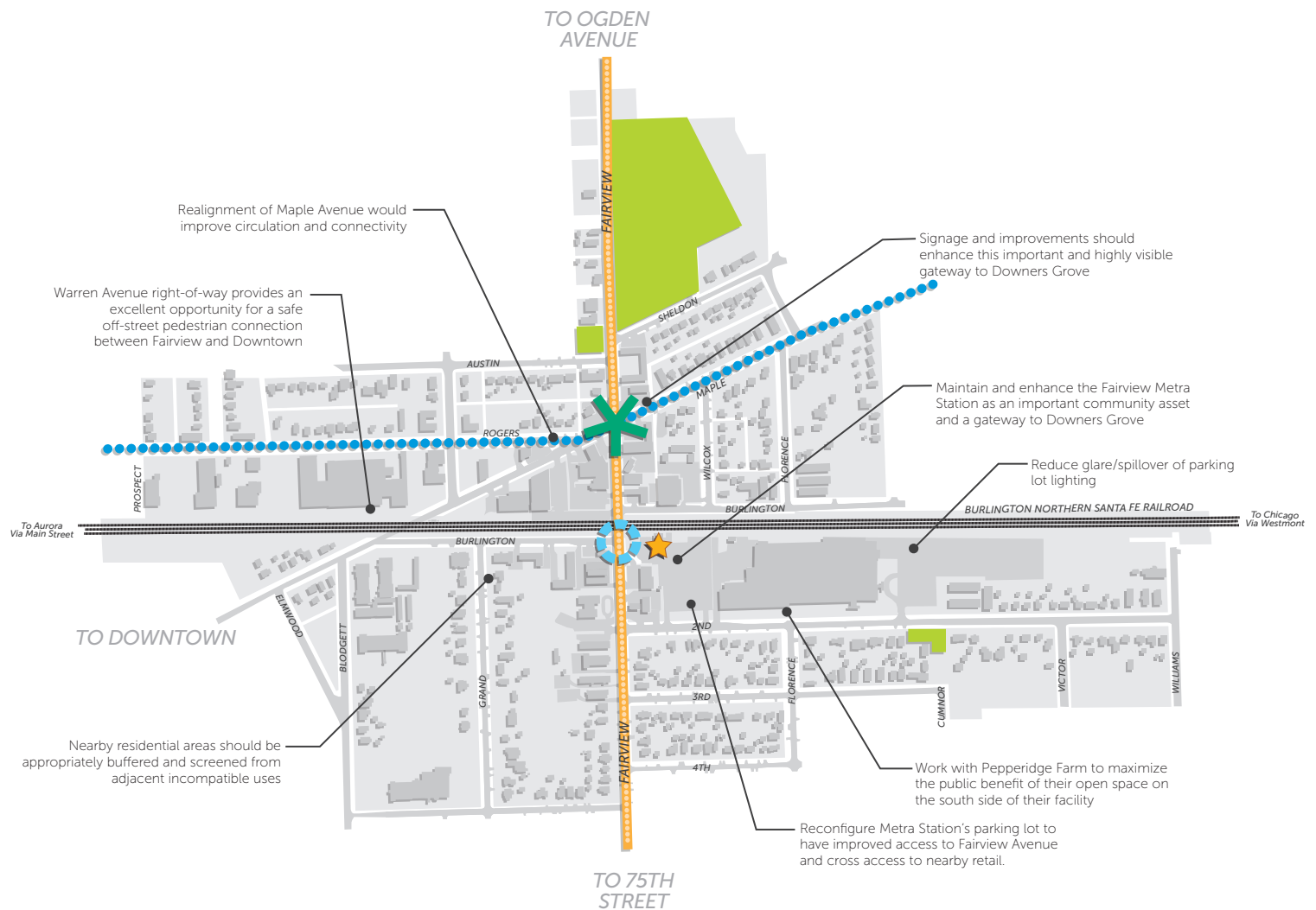
The existing land uses in the Fairview area are appropriate but development has occurred in a piecemeal fashion with little coordination between developments. Many buildings are dated and underperforming in terms of height, density, and site configuration, and fail to maximize their potential, particularly given their proximity to a commuter rail station.

Emphasis for this subarea plan will be on improving the form, function and appearance of this area consistent with the principles of transit-oriented development (TOD) to be more representative of the character and image of Downers Grove. The intended result is a distinct identity for the neighborhood and improved circulation. Mixed-use development that provides goods and services targeted towards commuters and nearby residents is intended to complement, not compete with, Downtown Downers Grove.



Key Concepts

- Explore incentives and financing opportunities to fund necessary property and infrastructure improvements, and to facilitate parcel assembly to foster comprehensive redevelopment of key properties.
- Redevelopment should be oriented towards the street with parking areas in the rear of buildings.
- Identify opportunities for shared parking facilities to reduce the amount of land area dedicated to surface parking lots.
- Promote neighborhood commercial uses along Fairview Avenue to provide goods and services to commuters and nearby residents.
- Communicate with existing industrial users regarding future needs and potential desire to relocate.
- While industrial uses remain in the area, establish truck routes to minimize the impact on residential neighborhoods.
- Explore realigning Maple Avenue to improve connectivity and circulation in the Fairview area. Any proposed realignment should be accompanied by a traffic study that examines potential impacts to the existing road network, neighborhoods, and local and regional traffic patterns.
- Install/enhance gateway features such as signage and landscaping in recognition of this area's function as a major entry point into the Village from the east.
- The existing land uses are appropriate; however, the priority should be on updating and enhancing the built form of the area and better coordination through uses.
- Development regulations should encourage mixed-use, transit-oriented development that is appropriate in height.
- Visual and physical connections to Downtown should be enhanced through wayfinding signage and improved pedestrian and bicycle facilities.
- The creation of a streetscaping program along Fairview Avenue and Maple Avenue would unify the area through the creation of an identity, connect this area to Downtown, and provide enhanced pedestrian amenities for commuters.
- Buffer nearby residential areas from the impacts of commercial uses (such as noise, light and traffic) through the use of landscaping and screening.
- Connect nearby residential areas to shopping and services by enhancing pedestrian and bicycle access. This can help to improve traffic congestion by reducing the number of trips by automobile.
- Dumpster enclosures and dumpster screening should be required and enforced consistently.
- Parking lot screening and interior landscaped islands with trees is required and should be enforced consistently.
- Consider conducting a traffic study for the area to improve the movement of vehicles within, and through this area, and to identify and address existing impacts and cut-through traffic in surrounding residential neighborhoods.



Recommendations

- Village-Proposed Bike Route
- Gateway/Directory Signage
- Improved Pedestrian Crossing
- Park/Open Space
- Metra Station
- Right-of-Way Improvement

Key Focus Areas

Fairview Catalyst Sites**E1 Prospect & Warren**

The industrial uses along Rogers Avenue present an opportunity to redevelop with more compatible uses and facilitate a better connection between Downtown and the Fairview area. These parcels would be most appropriate for low-intensity office uses but could also develop with mixed-use, single-family attached housing or multi-family housing. To avoid closing viable Village businesses, the Village should work with existing industrial owners to relocate to more appropriate areas in the Village such as the Ellsworth Industrial Park.

E2 Maple & Rogers

The potential exists to realign Maple Avenue creating a development parcel appropriately sized for mixed-use, multi-family housing, single-family attached housing, or office development to achieve transit-oriented development near the Fairview Metra Station. Any proposed realignment should be accompanied by a traffic study that examines potential impacts to the existing road network, neighborhoods, and local and regional traffic patterns.

E3 Maple & Fairview

This intersection is currently improved with auto-oriented uses characterized by surface parking lots in front with little or no landscaping and screening. A transit-oriented development in this area would hinge on the successful redevelopment of these parcels stretching south to the railroad tracks. New development should promote a mixed-use, compact form that is oriented towards Fairview Avenue, with parking for residents and customers in the rear.

E4 Burlington & Fairview (Southwest Corner)

Historically, this area developed in a piecemeal fashion with little to no coordination. Multi-family uses are appropriate for this site; however redevelopment towards transit-oriented development would vastly improve the form, function, and appearance of this area.

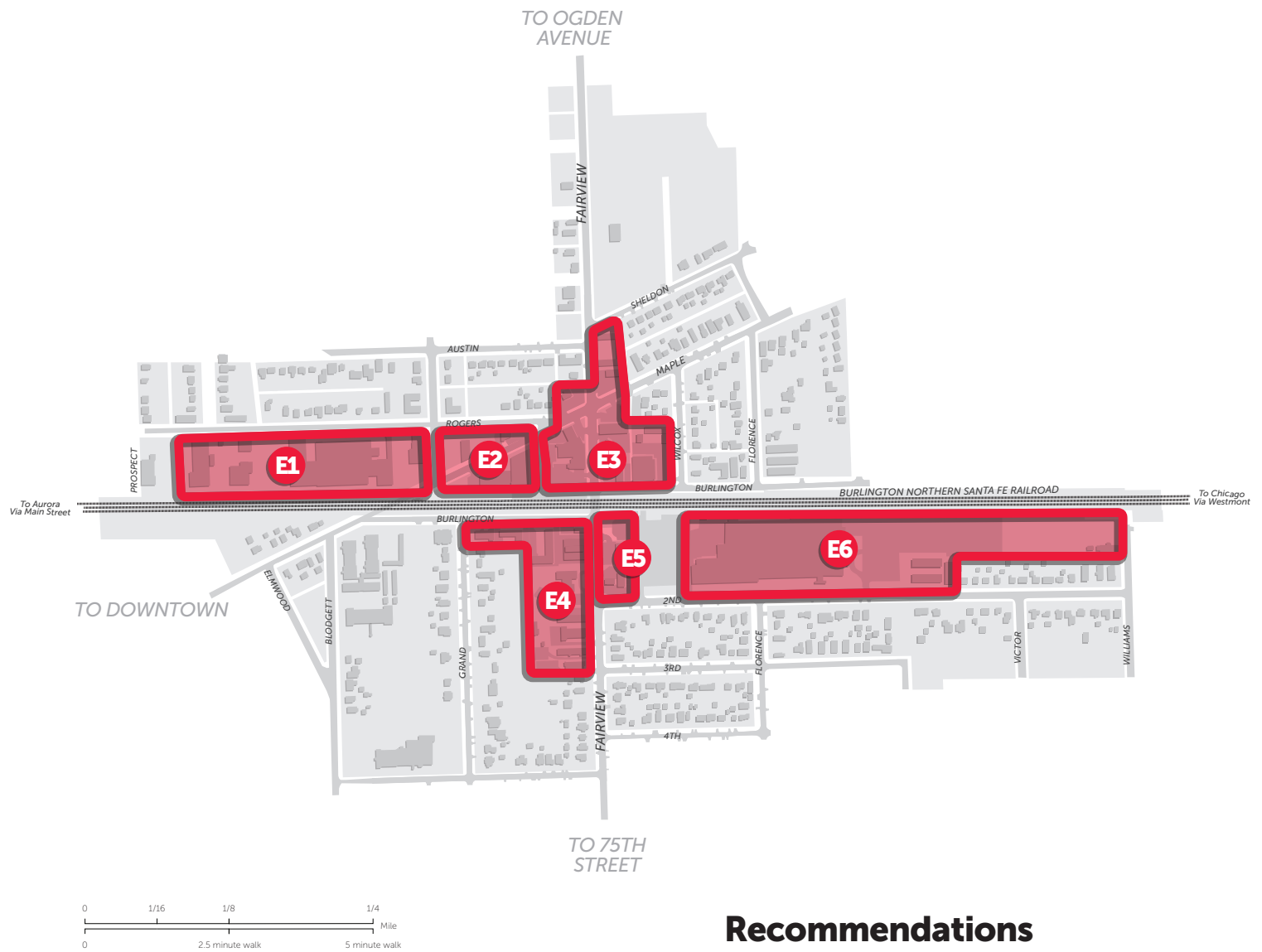
E5 2nd & Fairview (Northeast Corner)

The southeast corner of this intersection is currently improved with the Fairview Metra Station and convenience retail and a vacant service station. Redevelopment of this site should be neighborhood-scaled, offering goods and services aimed at commuters and nearby residents. This may include mixed-use development, convenience retail and services, and professional services such as doctor and dental offices. A master planned development for this site in conjunction with Catalyst Site E6 would allow for more development along Fairview Avenue by shifting commuter parking to the east, as necessary.

E6 Pepperidge Farm Site

In the event the Pepperidge Farm facility desires to relocate, a contingency plan should be put into place for the future use of the site. Every effort should be made to retain this important asset in the Village of Downers Grove. Relocation of the facility to the Ellsworth Industrial Park (or similar industrial area) would allow the facility to modernize and grow and would alleviate land use conflicts in its current location.

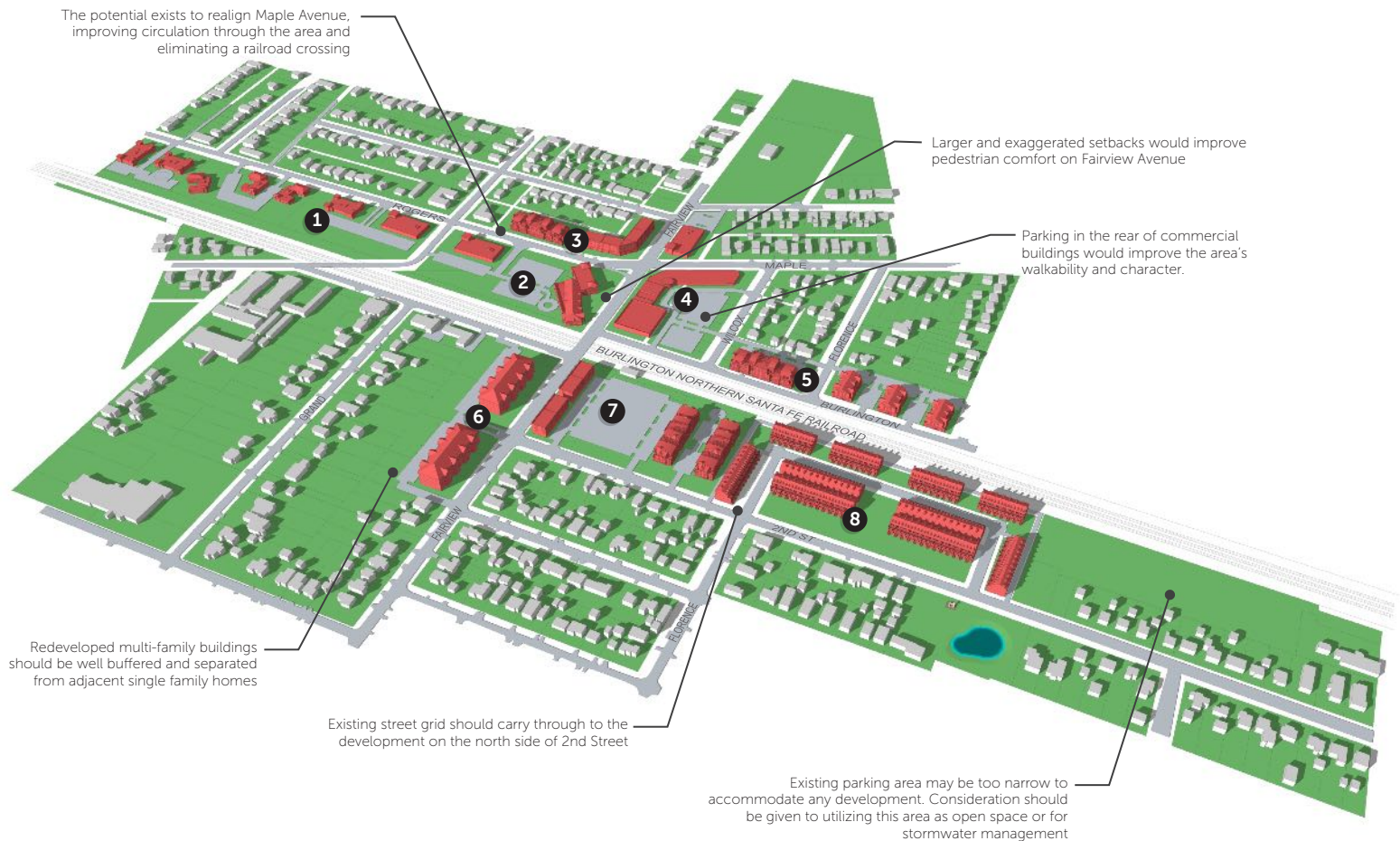
Single-family attached housing on this site would provide a buffer between the railroad and single-family detached housing areas to the south. The eastern portion of this site tapers slightly and should be reserved for open space, stormwater facilities and/or utilities needed to support new development in the area.



Recommendations

 Catalyst Redevelopment Opportunity

Key Focus Areas

Fairview Redevelopment Concept

- 1 Redeveloped industrial sites into professional offices or multi-family residential which will be more compatible with nearby residential uses.
- 2 Neighborhood commercial center with a strong presence at Maple and Fairview.
- 3 Multi-family residential and neighborhood commercial uses.
- 4 A neighborhood commercial center with a strong street presence on Fairview with parking at the rear.
- 5 Multi-family residential uses separate single-family neighborhoods from the railroad.
- 6 Redeveloped multi-family buildings into more contemporary buildings in a more coordinated fashion.
- 7 Expanded Metra parking flanked by neighborhood commercial to the west and multi-family residential to the east.
- 8 Should the existing use vacate, this site would have strong potential for attached single-family rowhomes that could follow a sustainable development certification such as LEED ND.

Fairview Area Implementation

November 7, 2023



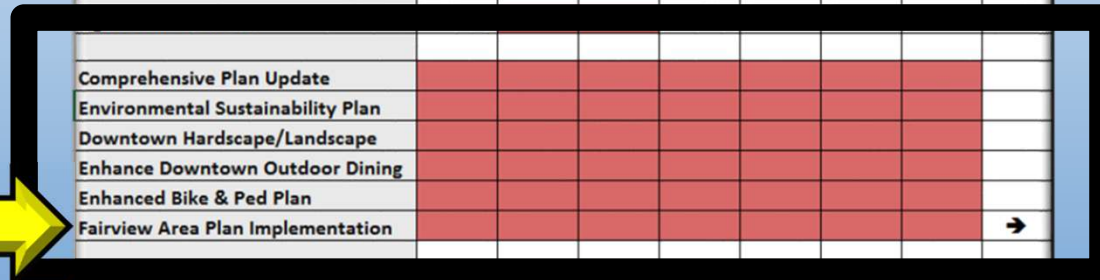
Tonight's Agenda

- **Fairview Focus Area Plan Implementation Project Description and Background**
- **What is a Comprehensive Plan**
- **What is a Focus Area**
- **Review the Fairview Focus Area Recommendations from 2017**
- **Fairview Focus Area Plan Implementation Components**
- **Fairview Focus Area Plan Implementation Boundaries**
- **Fairview Focus Area Plan Implementation Land Use Recommendations**



2023-25 Priority Action Items

	2023 Q4	2024 Q1	2024 Q2	2024 Q3	2024 Q4	2025 Q1	2025 Q2	Beyond
Civic Center Project								
Replace ERP System								
Lead Service Line Replacement Plan								→
Building Codes Update								
Meadowbrook TIF and RDA								
Comprehensive Plan Update								
Environmental Sustainability Plan								
Downtown Hardscape/Landscape								
Enhance Downtown Outdoor Dining								
Enhanced Bike & Ped Plan								
Fairview Area Plan Implementation								→
Review DER Practices								
Public Safety Pension Stabilization								
Video Gaming								
Sign Ordinance Amendments								
Review Public Tree Planting Practices								
Consider Private Tree Regulations								



Fairview Focus Area Plan Implementation

This project consists of implementing the recommendations of the Fairview Area Focus Area Plan in the Comprehensive Plan.

- Defining the area included in the project
- Amendments to the Zoning Ordinance and Zoning Map
- Financial policies and incentives to facilitate redevelopment of private properties
- Financing policies and mechanism to pay for public improvements
- Business attraction and retention efforts
- Streetscape and landscape improvements
- Redevelopment of commuter parking lots



Fairview Focus Area Plan Implementation

Short Term

- Defining the area included in the project
- Amendments to the Zoning Ordinance and Zoning Map
- Streetscape and landscape improvements

Mid Term

- Financial policies and incentives to facilitate redevelopment of private properties
- Financing policies and mechanism to pay for public improvements

Long Term

- Redevelopment of commuter parking lots

Ongoing

- Business attraction and retention efforts

Fairview Focus Area Plan Implementation

Long Term

- Redevelopment of commuter parking lots
 - Review transit ridership and parking
 - BNSF agreements
 - VoDG owns one lot with a BNSF lease
 - Other lots owned by BNSF
 - Develop site specific goals for redevelopment
 - Public process for redevelopment



Fairview Focus Area Plan Implementation

Mid Term

- Financial policies and incentives to facilitate redevelopment of private properties
 - TIF (Tax Increment Financing)
 - TIF District Boundaries
 - May not include all properties within the Planning Boundary
 - BID (Business Improvement District)
 - Village role related to land purchasing occurs in this term
- Financing policies and mechanism to pay for public improvements
 - Capital Improvement Budget
 - Debt and Loans
 - Grants
 - TIF / BID Funds

Fairview Focus Area Plan Implementation

Short Term

- Defining the area included in the project
 - Define a Planning Boundary
- Amendments to the Zoning Ordinance and Zoning Map
 - Implement 2017 Comprehensive Plan Recommendations
 - Develop a regulatory framework
 - Establish zoning districts and regulations
 - Rezoning may not include all properties within the Planning Boundary
- Streetscape and landscape improvements
 - Comprehensive Plan Update project



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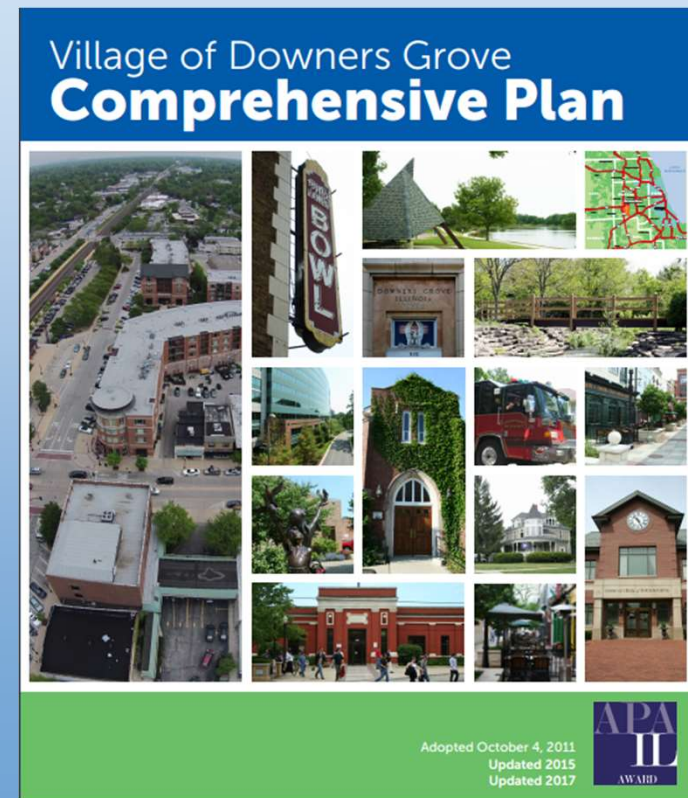
Financial policies and mechanisms to facilitate redevelopment of private properties

- Financing policies and mechanism to pay for public improvements
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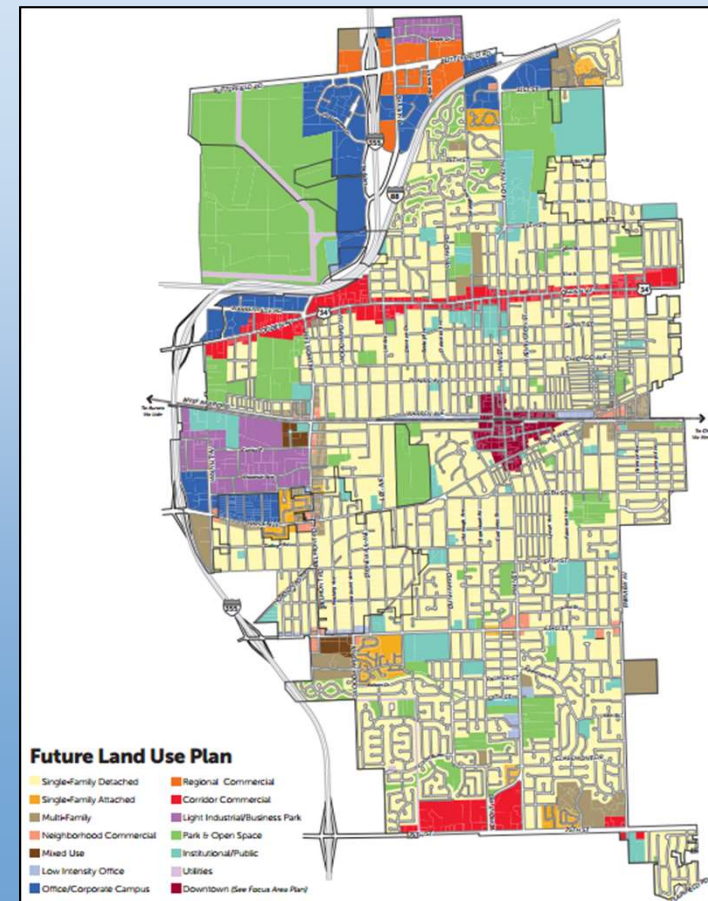
Comprehensive Plan

- Long range vision
- Sets forth goals, policies and objectives
- Foundation for decision making
- Informs regulatory tools (zoning)
- Helps ensure quality of life remains high
- No legally binding obligation
- Aspirational in nature



Comprehensive Plan

- Land Use Plan
- Residential Areas
- Commercial Areas
- Transportation Plan
- Parks / Open Space
- Community Facilities
- Key Focus Areas
- Implementation



Zoning Ordinance

WHAT IS ZONING?

In simple terms:

Zoning is telling a private property owner

- How they can use their property
- How many structures they can build
- Where they can put their structures
- How large those structures can be



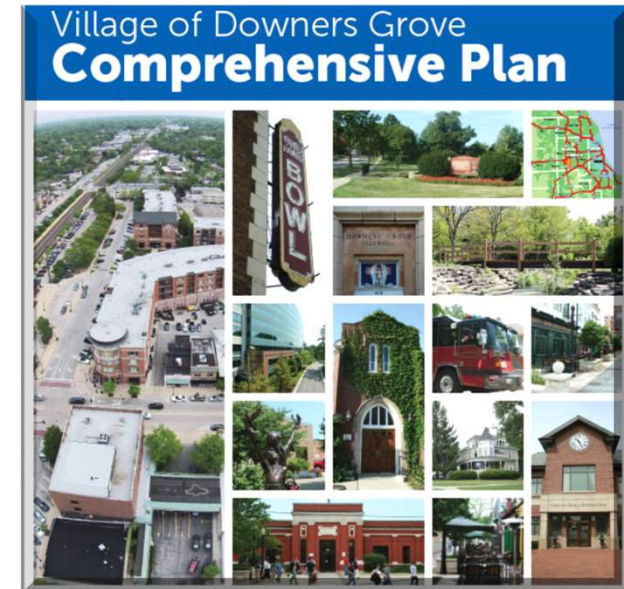
Zoning Ordinance - Purpose

- Protect and promote health safety and general welfare
- Implement the policies and goals contained within the Comprehensive Plan and other adopted Village plans



What is a Focus Area (2017 Comp Plan)?

- **Mini Comprehensive Plan (Sub-Area Plan) for specific areas**
- **Focused on small geographic areas**
- **Each Focus Area is unique**
- **Highly Detailed and Focused Recommendations**
 - **Overarching goals for focus area**
 - **Site specific recommendations**
 - **Catalyst sites**



How Were Focus Areas Selected?

- **Economic generators**
- **Among the most intensely developed portions of the Village**
- **Include transportation facilities that connect the Village to the region**
- **Highly visible to passing motorists and transit riders**
- **Contribute greatly to the perception of the Village by residents and visitors**
- **Areas with issues that if addressed could significantly improve their function and aesthetic**



Where are the Focus Areas?



Fairview Focus Area (2017)

- **General description of the area (page 122)**
- **Vision/Plan for the future of the area (page 122)**
- **17 Key Concepts which include recommendations on land use, parking/transportation, streetscapes, economic development (page 122)**
- **A map including 8 recommendations (page 123)**
- **Identification of 6 Catalyst Sites with recommendations for redevelopment (pages 124 and 125)**
- **A Redevelopment Concept Plan with 8 conceptual redevelopment projects (page 126)**
- **8 Guiding Principles (page 127)**
- **Recommendations regarding Identity & Placemaking, LEED ND and TOD (page 127)**

Fairview Focus Area Vision (2017)

The Fairview Station area continues to evolve into the well-organized, revitalized and unique multi-use area imagined in the Comprehensive Plan. Its growth as a cohesive neighborhood and its attractiveness to those outside the community have resulted in enhanced Metra service and other local transportation improvements.



Fairview Focus Area Guiding Principles (2017)

- An emphasis on infill development
- Improvements to open space and stormwater facilities
- Buildings oriented towards the street (parking in the rear)
- Increased density and an emphasis on mixed-use within ¼ mile of the stations
- Shared parking facilities / minimize surface parking lots
- Continuation of the street grid
- Improved pedestrian and bicycle connections
- Avoid development in floodplains and environmentally-sensitive land

Page 127

- Identity and placemaking
- LEED ND
- Transit Oriented Development (TOD)

Fairview Focus Area Key Concepts Economic Development

- **Explore incentives and financing opportunities to fund necessary property and infrastructure improvements, and to facilitate parcel assembly to foster comprehensive redevelopment of key properties.**
- **Communicate with existing industrial users regarding future needs and potential desire to relocate.**



Fairview Focus Area Key Concepts Parking / Transportation

- **Identify opportunities for shared parking facilities to reduce the amount of land area dedicated to surface parking lots.**
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- **Consider conducting a traffic study for the area to improve the movement of vehicles within, and through this area, and to identify and address existing impacts and cut-through traffic in surrounding residential neighborhoods.**
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Fairview Focus Area Key Concepts Streetscape

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Fairview Focus Area Key Concepts Land Use/Development Regulations

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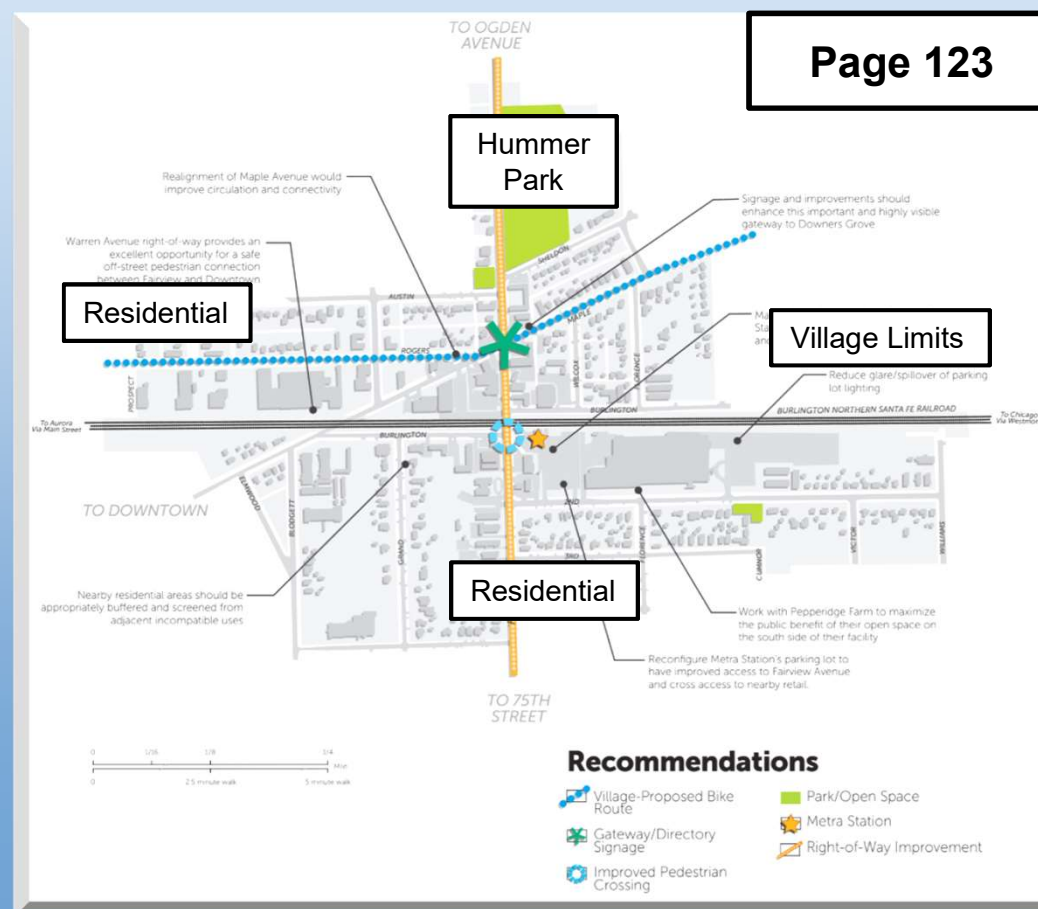
Boundaries

North – Hummer Park

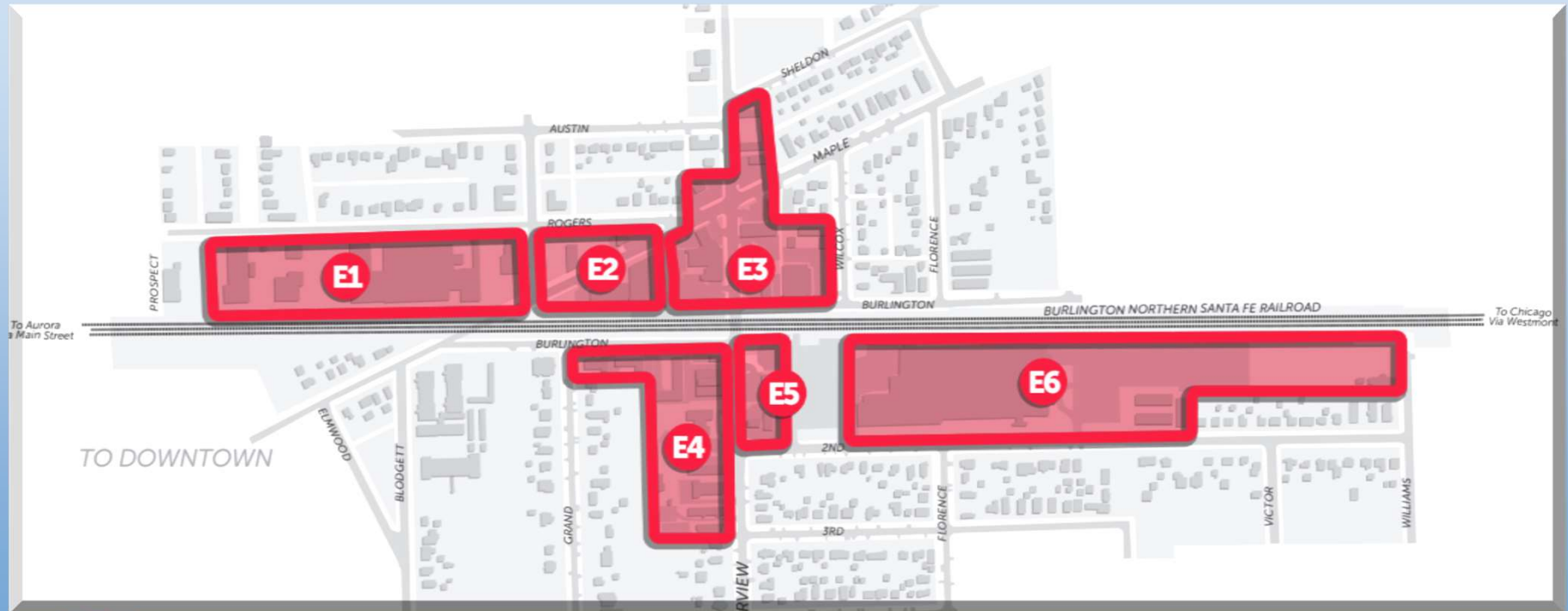
East – Village Limits

South – Residential Neighborhoods

West – Residential Neighborhoods



Fairview Focus Catalyst Site Recommendations



Pages 124 & 125

Fairview Redevelopment Concept Plan



2017 Comprehensive Plan Fairview Focus Area Review

- The Priority Action Item calls for implementing the 2017 Comprehensive Plan Fairview Focus Area



Fairview Focus Area Plan Implementation

This project consists of implementing the recommendations of the Fairview Area Focus Area Plan in the Comprehensive Plan.

- **Defining the area included in the project**
- **Amendments to the Zoning Ordinance and Zoning Map**

Financial policies and mechanisms to facilitate redevelopment of private properties

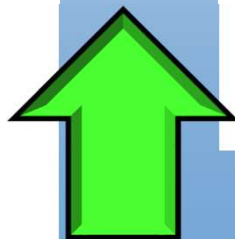
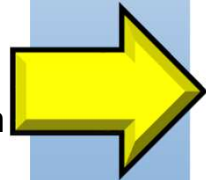
- Financing policies and mechanism to pay for public improvements
- Business attraction and retention efforts
- Streetscape and landscape improvements
- Redevelopment of commuter parking lots



Comprehensive Plan to Zoning Ordinance

Comprehensive Plan

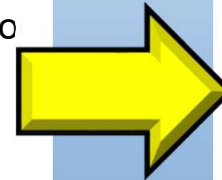
- Visionary document
- Public engagement
- Looks toward future
- Guideline for decision making
- Desired state of Fairview
 - Physical
 - Economic
 - Social
 - Environmental



WE ARE HERE

Regulatory Framework

- Takes vision and develops regulatory key concepts for discussion
- Key concepts designed to produce the desired outcomes in the Comprehensive Plan
- Allows for discussion and concurrence

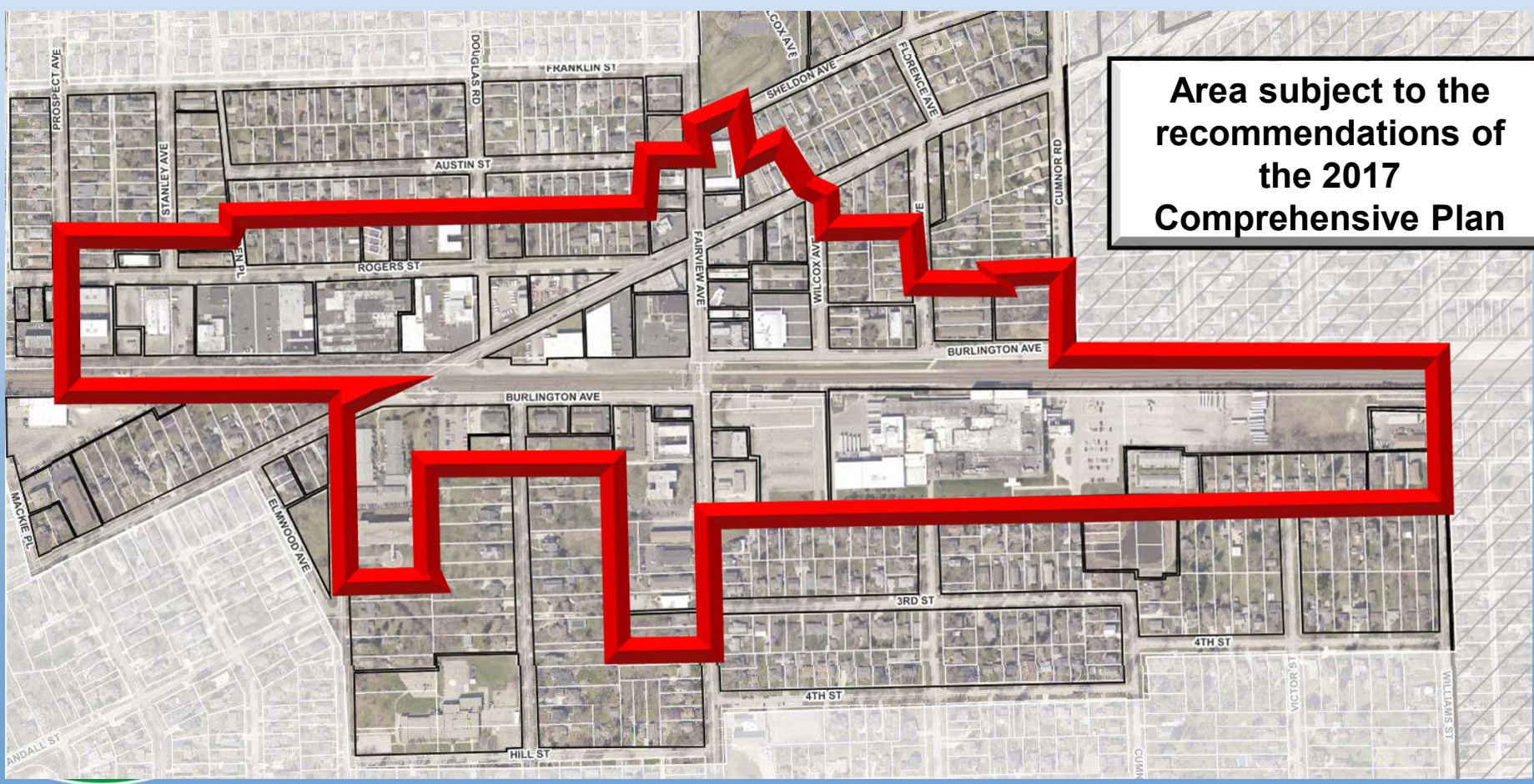


Zoning Ordinance

- Regulatory document
- Implements the Comprehensive Plan vision
- Regulations are legally binding
- Intended to create conditions that were recommended in the Comprehensive Plan

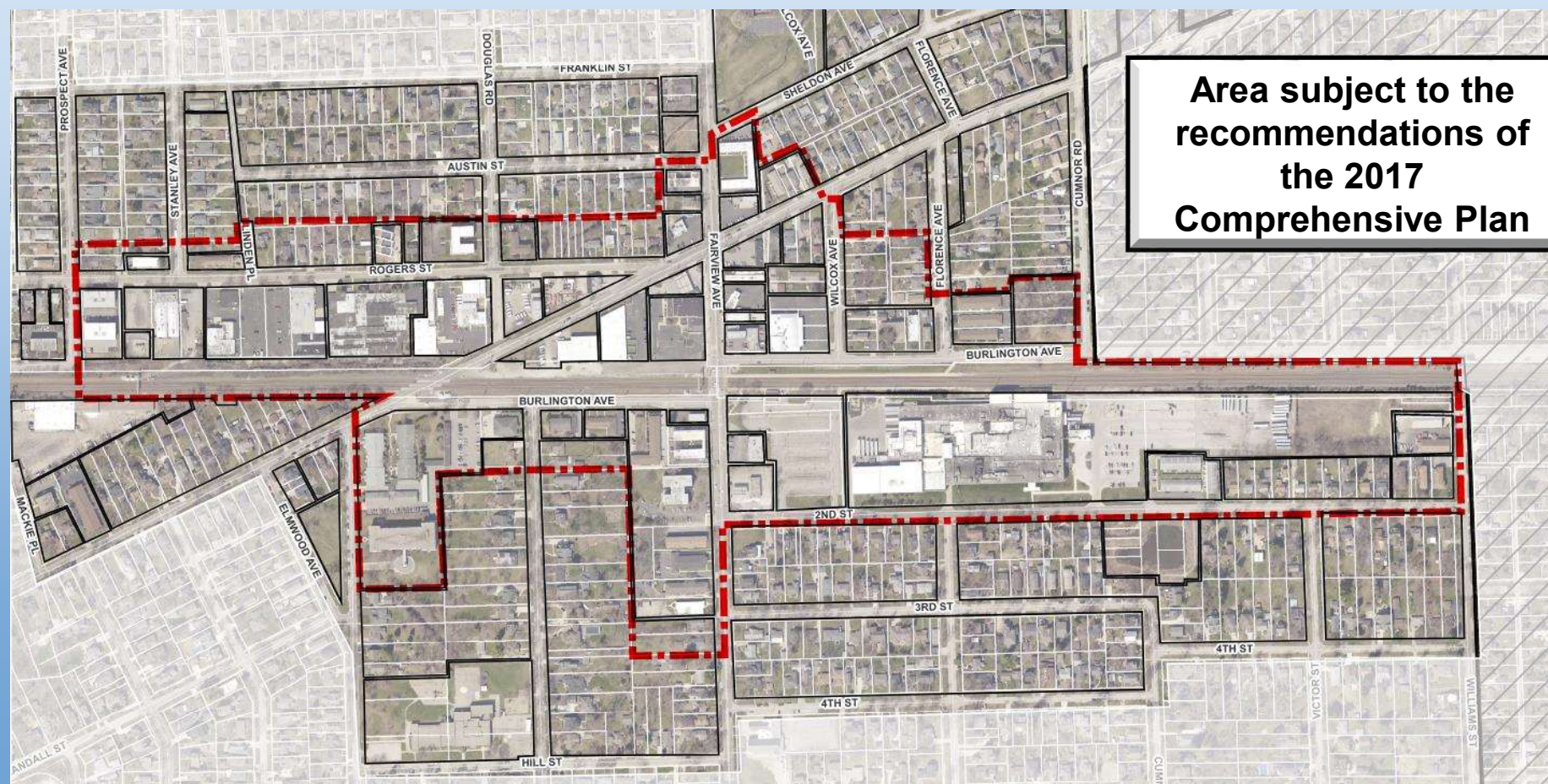


Fairview Focus Area



Area subject to the
recommendations of
the 2017
Comprehensive Plan

Fairview Focus Area



Recommendations That Would Benefit From Council Clarification

- Existing Land Uses are Appropriate

OR

- Communicate with Existing Industrial Users Regarding Future Needs and Potential Desire to Relocate
- Industrial Uses along Rogers Present An Opportunity to Redevelop with More Compatible Uses



Recommendations That Would Benefit From Council Clarification

- Existing Land Uses are Appropriate

- Communicate with Existing Industrial Users Regarding Future Needs and Potential Desire to Relocate
- Industrial Uses along Rogers Present An Opportunity to Redevelop with More Compatible Uses



Recommendations That Would Benefit From Council Clarification

- Existing Land Uses are Appropriate

- Communicate with Existing Industrial Users Regarding Future Needs and Potential Desire to Relocate
- Industrial Uses along Rogers Present An Opportunity to Redevelop with More Compatible Uses
- Auto-oriented uses should not be included



Fairview Area Implementation

November 7, 2023

