

VILLAGE OF LOMBARD
REQUEST FOR BOARD OF TRUSTEES ACTION
For Inclusion on Board Agenda

____ Resolution or Ordinance (Blue) ____ Waiver of First Requested
____ Recommendations of Boards, Commissions & Committees (Green)
 X Other Business (Pink)

TO : PRESIDENT AND BOARD OF TRUSTEES

FROM: Scott R. Niehaus, Village Manager

DATE : January 23, 2024 **(BOT) Date:** February 1, 2024

SUBJECT: Butterfield Road Corridor Plan Acceptance

SUBMITTED BY: William J Heniff, Director of Community Development



BACKGROUND/POLICY IMPLICATIONS:

The Village Board previously approved a technical services and intergovernmental agreement through CMAP to conduct a planning effort along the Butterfield Road Corridor. Over the past two years CMAP proceeded with data collection and plan development engagement efforts and development of a planning document that will serve as a framework for future planning and implementation efforts. Lombard staff, along with other applicable jurisdictions, were actively engaged in providing input in the plan development components. The Plan includes transportation, economic development, housing and parks and open space components. With this step completed, the Village Board is requested to accept the document.

Fiscal Impact/Funding Source:
Review (as necessary)

Finance Director _____ Date _____
Village Manager _____ Date _____



MEMORANDUM

TO: Scott R. Niehaus, Village Manager

FROM: William J. Heniff, AICP, Director of Community Development *WJH*

MEETING DATE: February 1, 2024

SUBJECT: **Butterfield Road Corridor Plan Acceptance**

With the completion of initial activities pertaining to a contractual intergovernmental agreement (IGA) between the Chicago Metropolitan Agency for Planning (CMAP) and the Villages of Lombard, Oak Brook, Downers Grove, and DuPage County, staff is forwarding the attached draft Butterfield Road Corridor Plan to the Lombard Village Board for acceptance and recognition of the completion of the key topics within with Project Charter.

BACKGROUND

On June 17, 2021, the Village Board approved a technical services agreement through CMAP in order to conduct a planning effort along the Butterfield Road Corridor. Per the CMAP Project Charter, the local contribution for this planning effort was \$24,000, spread across the participating municipal entities on a pro rata basis. Lombard's share of the local contribution was \$10,680.97. This action was supplemented by approval of the companion IGA with CMAP on August 19, 2021. As the grant applicant, Lombard was identified as the sponsoring entity, with CMAP serving a lead role in a majority of the planning activities.

Over the past two years CMAP proceeded with data collection and plan development engagement efforts. Lombard staff was actively engaged in providing input in the plan development components, all in an effort to align with Village goals and pending development activity. CMAP staff spent over 1,500 hours on the project efforts and subcontracted with Valerie Kretchmer Associates for a companion housing market analysis at a cost of \$18,000.

A Project Charter key topic was to provide multiple opportunities for community engagement. Through this effort, CMAP staff received input from more than 300 people during the planning process. Direct outreach activities included:

- More than a dozen stakeholder interviews;
- Four steering committee meetings;
- Three community wide surveys;
- Surveys targeting senior residents and transit riders;
- A project engagement page with multiple engagement tools (ideas submissions, location specific feedback through mapping tool);
- Attendance at the Lombard Senior Fair where attendees provided input on improvements they would like to see within the Butterfield Road Corridor; and

- A public open house at the Yorktown Center where stakeholders provided feedback on draft plan recommendations.

PLAN DOCUMENT

The culmination of this engagement effort is the attached Butterfield Road Corridor Plan. While the attached plan is in document form, the supplemental data, public engagement efforts and the actual product were intended to be an on-line document for maximum engagement through the plan development and implementation efforts. A link to the project overview can be found at: <https://engage.cmap.illinois.gov/butterfield-road-corridor-plan>

A Story Maps link of to the Butterfield Road Corridor Plan can be found at:
<https://storymaps.arcgis.com/collections/df24953f20404449982c1cd832d5859b>

Key components of the plan include:

- Transportation components to support multi-modal transportation options to accommodate safe regional vehicular public transit, pedestrian and bicycle moves through the corridor.
- Economic Development components to ensure that the corridor is resilient to changing commercial and office conditions.
- Housing and Livability elements to maintain the quality of life for the corridor's residents and ensure access to businesses and jobs.
- Parks and Open Space goals to ensure that residents and employees of the corridor have access to such amenities.

Within each section of the document, goals and strategies are offered that would be further vetted within specific project plan implementation activities.

Through the plan development phases, the participants recognize that this document is not meant to supersede other municipal plan documents, capital improvement programs or zoning regulations. Rather, this document is intended to establish a process of cooperation between jurisdiction and provide a template for future engagement with other governmental entities such as IDOT, Pace, Park Districts and others on project development. Also of critical importance, the Plan can be used as a valuable supportive document should federal or state implementation funds become available.

Of the IGA entities, Lombard is slated to be the first local entity to consider the acceptance of the document. Other jurisdictions will be considering the document over the next month. From the staff's perspective, the Plan meets the initial intent of the Project Charter and aligns with the goals identified by the Village when the planning effort was envisioned. Furthermore, the Plan development also mirrors many of the private sector development projects contemplated or approved by the Village over the past two years (e.g., Summit at Yorktown, Yorktown Reserve,

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Yorktown additional business efforts, bikeway enhancements, and the like). As such, the plan development and plan implementation efforts are aligning.

ACTION REQUESTED:

Please place this item on the Village Board agenda. Staff recommends that the Village Board accept the Roosevelt Road Corridor Study Plan.

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Butterfield Road Corridor Plan

January 2024



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Introduction

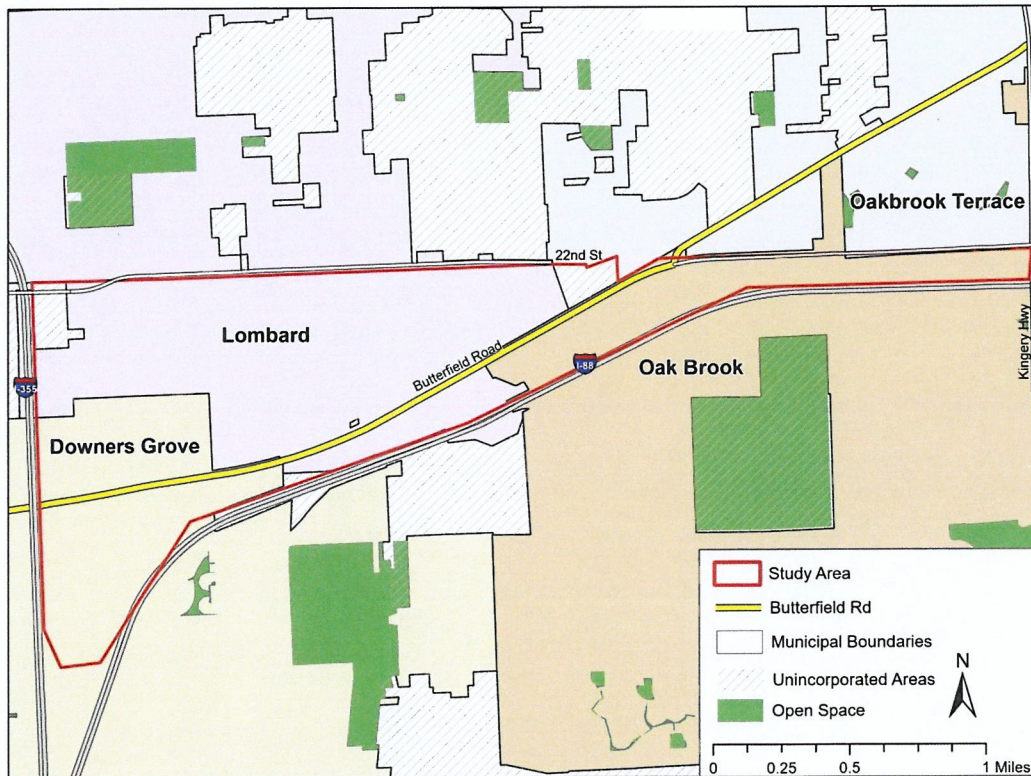
Project Overview

Since late 2021, the Chicago Metropolitan Agency for Planning (CMAP) has been working with the Villages of Lombard, Downers Grove, Oak Brook, and the DuPage County Department of Transportation, on a collaborative effort to develop the Butterfield Road Corridor Plan.

Butterfield Road is a major East-West arterial road connecting the city of Chicago to the western suburbs. The corridor is a regional retail destination and employment center, which makes it an economic driver for the surrounding communities and DuPage County. In recent years, the corridor has been experiencing broader shifts, and is starting to evolve in response to the changing nature of retail and office work.

The recent residential growth along the corridor brings new commercial development and transportation needs, as new residents start to move into the area. The Butterfield Road Corridor Plan is an opportunity for the project partners to create a shared vision for the corridor and ensure that it is resilient to future changes.

Map of the study area

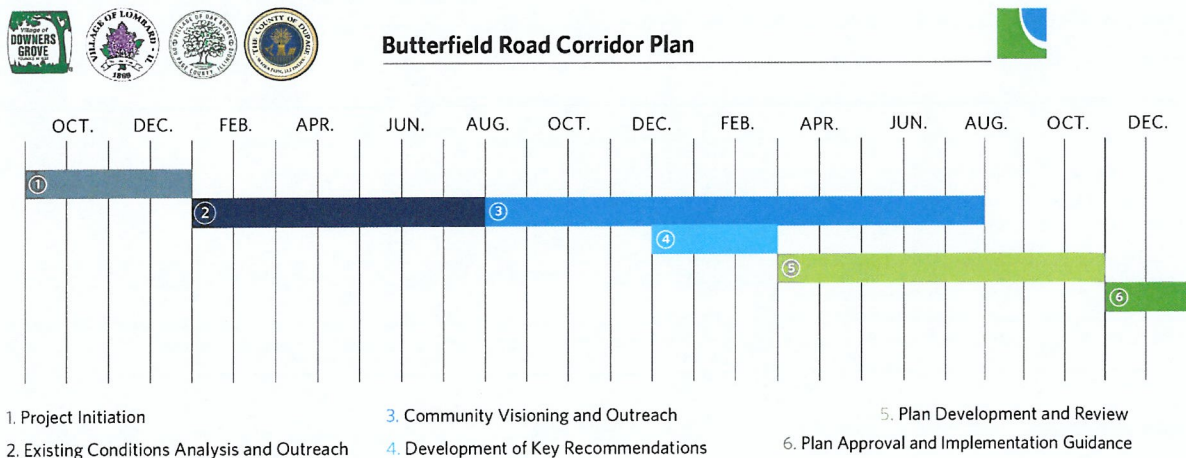


Project Timeline

The project kicked off in the Fall of 2021, and the project team began to conduct an analysis of existing conditions and community outreach efforts, including forming a project steering committee. These efforts were summarized in an [existing conditions report](#), which was published in the summer of 2022.

The team continued to seek feedback from community stakeholders and the steering committee as the project moved into the development of key recommendations at the end of 2022, and eventual plan drafting phase of the planning process in early 2023. The plan was finalized in December 2023.

Plan Timeline



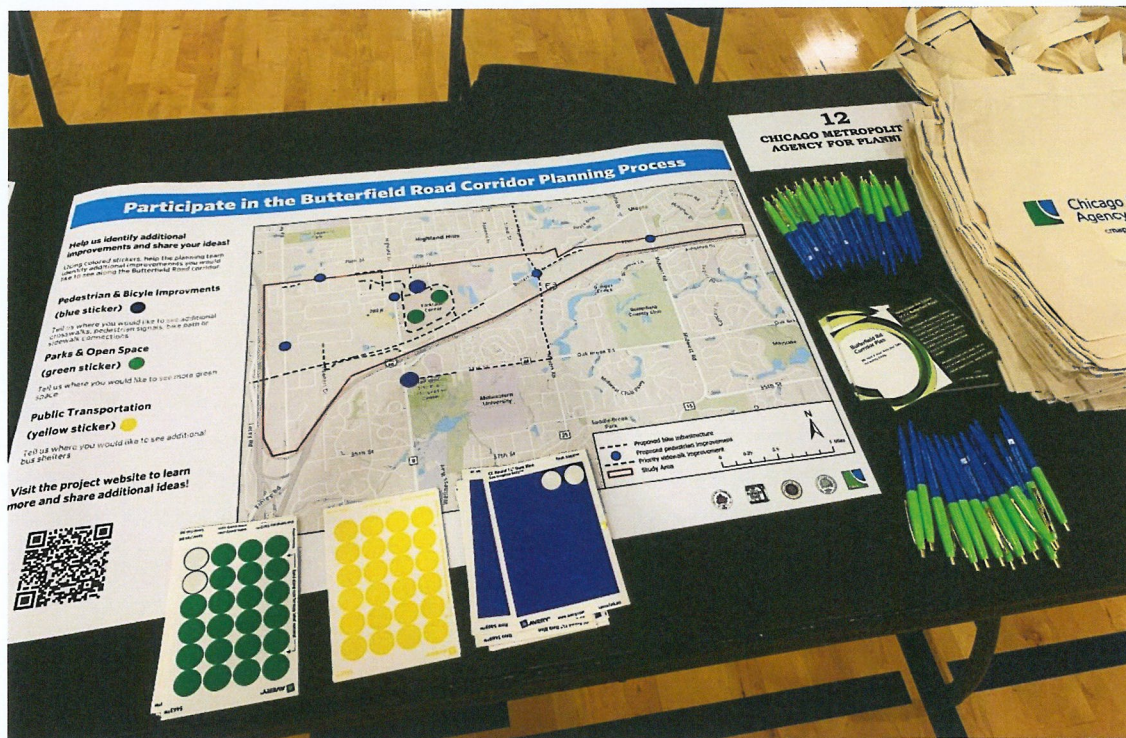
Community Outreach

Community engagement is a critical part of the planning process. The team worked hard to learn more about the challenges and opportunities of the study area to ensure that any recommendations considered reflect what we heard.

We collected feedback from a wide range of stakeholders including, residents, senior residents, transit riders, property owners, and the business community, to ensure that all voices had an opportunity to provide input. More than 300 people provided input through interviews, steering committee meetings, surveys, conversations with stakeholders, and ideas submitted through [our project website](#).

During the public review process, the team gathered additional feedback through engagement tools on the project website as well as in-person events. These included the Lombard Senior Fair and an open house event hosted at the Yorktown Center.

Images of Community Outreach Activities

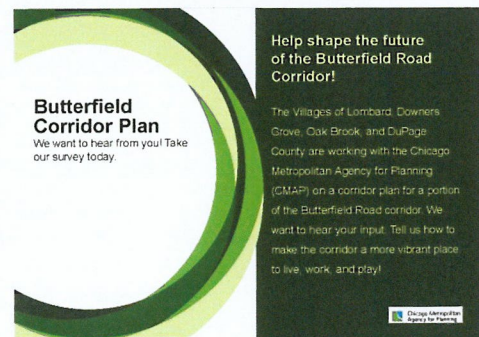
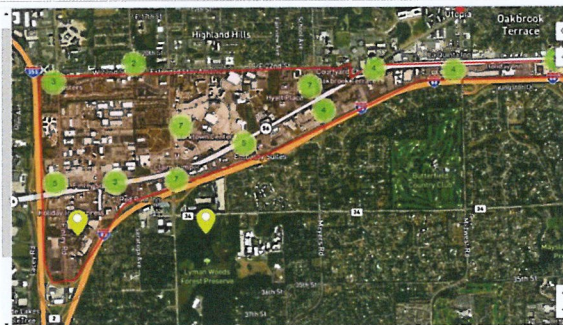


**Future Improvements:
Interactive Mapping Tool**

Use our interactive map to share concerns, ideas, and suggestions about specific locations along the Butterfield Road Corridor. Drop a pin on the map in the area of interest, then tell us your about your idea. Consider walkability, access to transit, safety, bikeability. How easy is it to get around by foot, bike, bus, or car? What businesses, stores, or restaurants should be added and where? What types of housing should be added along the corridor and where? Could bike connections to nearby open space amenities be improved?

Each pin corresponds to a different category of improvements. Here's how to add your comment:

- Step 1: Click the plus (+) sign
- Step 2: Drag pin onto the map
- Step 3: Add comment / photo



Several key themes emerged from stakeholder engagement, which informed the development of the plan's recommendations. These include:

- A desire for **more green space** in the study area, especially near residential development.
- A desire **for a grocery store** within the study area.
- Better **bike access** to regional trails like the Salt Creek Trail and the Illinois Prairie Path.
- A desire for **enhanced local Pace bus service**, including improved shelters and better sidewalk connections to bus stops.
- Better **sidewalk connectivity** throughout the study area.
- **Improved public transportation access** to the area's employment opportunities.

Plan Structure

Four **overarching goals** guide the recommendations and strategies of the Butterfield Corridor Plan:

- 1. Support multi-modal transportation options to accommodate safe regional vehicular, public transit, pedestrian, and bicycle movement.**
- 2. Ensure that the Butterfield Road corridor is resilient to changing commercial and office market conditions.**
- 3. Ensure that residents and employees of the corridor have access to parks and open space.**
- 4. Maintain quality of life for the corridor's residents and ensure access to businesses and jobs.**

The recommendations and strategies outlined in each chapter aim to achieve these goals. In addition, each of the plan chapters includes key takeaways from the existing conditions analysis and outreach efforts, as well as a matrix that provides implementation guidance.

The intended audience for the plan document are the Villages of Downers Grove, Lombard, Oak Brook and DuPage County DOT (corridor communities), in addition to the area's key stakeholders, such as residents, employees, the business community, property owners, as well as interested developers and investors.

The plan emphasizes coordination between the corridor communities, which can strengthen the economic position of Butterfield Road for the surrounding areas and can encourage more strategic transportation investments within the corridor.

Transportation

Goal: Support multi-modal transportation options to accommodate safe regional vehicular, public transit, pedestrian, and bicycle movement

Key Takeaways:

- Residents, workers, and businesses value the study area's location and proximity to I-355 and I-88. However, many would like to see more pedestrian infrastructure, such as sidewalks and safe road crossings, bicycle connections to nearby regional trails, as well as an enhanced Pace bus service.
- Through the outreach process, stakeholders have identified roadway safety as the most important transportation issue for the corridor.
- Improving the area's multi-modal transportation options would benefit the corridor's growing number of residents.

Recommendation 1: Improve roadway safety along the Butterfield Road corridor

Through the outreach process, stakeholders identified safety as the most important transportation issue for the corridor. Data supplied by the Illinois Department of Transportation (IDOT) shows that many traffic incidents occur in the study area. Butterfield Road's intersections at Highland Avenue, Finley Road, 22nd Street, and Downers Drive represent a large proportion of the crashes. Additionally, stakeholders noted a lack of signage identifying access to certain businesses causes confusion, which can sometimes increase the number of traffic incidents.

Strategy 1.1: Support the implementation of IDOT's IL-56 Smart Corridor plan and transportation safety improvements along Butterfield Road

To address some of the area's safety issues, IDOT is working on a [Smart Corridor Plan](#) for Butterfield Road, which aims to improve travel for all modes. The project includes improvements such as transit signal priority (TSP), dynamic message signs, bus pads, and crosswalk improvements at signalized intersections along Butterfield Road. Currently, IDOT is at the end of phase two engineering stage of the project and construction will begin in fiscal year 2024.

Corridor communities should support the implementation of the Smart Corridor Plan, which will have an impact on pedestrian safety, ADA accessibility of signalized crosswalks, and the ability to implement enhanced bus service that can utilize transit priority signals.

Corridor communities should coordinate with IDOT on pedestrian and sidewalk improvements included the Smart Corridor Plan and focus on filling any key gaps in the pedestrian network.

More information on the study area's sidewalk network gaps can be found under strategy 2.2.

Strategy 1.2: Coordinate with IDOT on installing wayfinding signage along Butterfield Frontage Rd at points of entry (Downers Dr, Highland Ave) to identify the businesses that can be accessed from that entrance

Through community engagement, stakeholders noted that the Downers Dr and Highland Ave entry points to Butterfield Frontage Rd are often confusing to drivers trying to access businesses in the area.

Providing better wayfinding signage at these entry points can help navigate drivers this area, improve roadway safety, and ensure that businesses along Butterfield Frontage Rd are accessible to potential customers.

Because of the multijurisdictional nature of these streets, the Village of Downers Grove and DuPage County DOT should coordinate with IDOT to install wayfinding signage at the Downers Drive and Highland Avenue points of entry along Butterfield Frontage Road. Any signage installed at these locations should adhere to applicable signage ordinances.

Strategy 1.3: Collaborate with IDOT to investigate infrastructure treatments that address safety at high crash locations, and reduce aggressive and speeding behavior

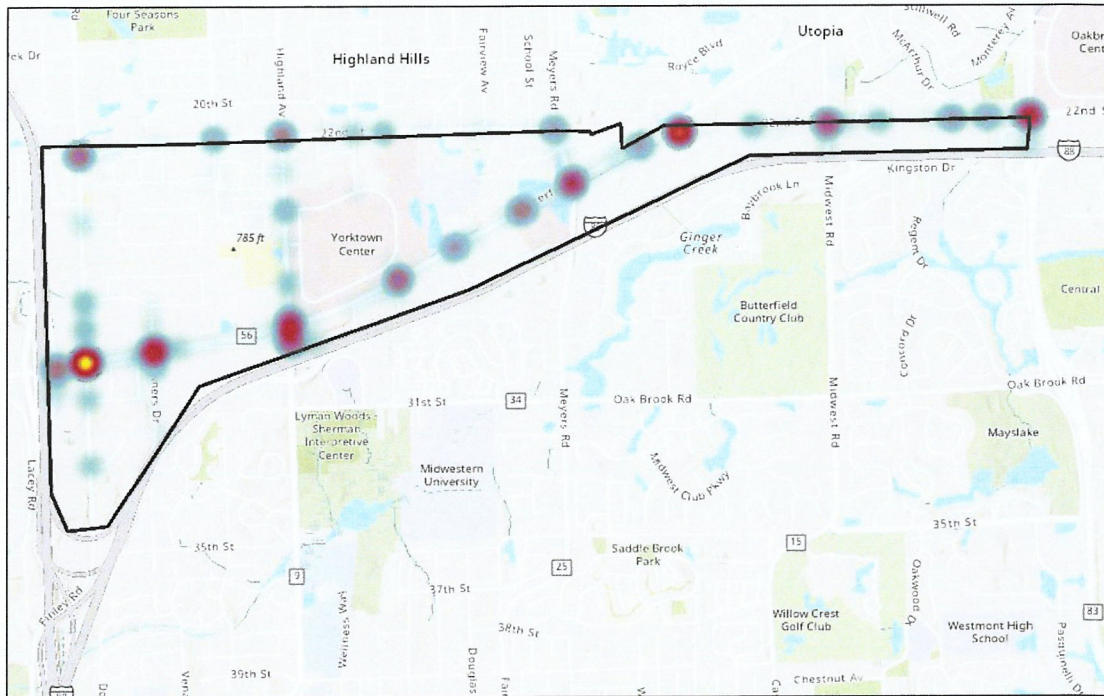
Based on IDOT's crash data from 2011-2020, speeding (or failing to reduce speed to avoid crash) is the most significant causes of crashes in the area. This cause is responsible for over two out of every five traffic incidents that occurred within the corridor. To ensure roadway safety, the corridor communities should collaborate with IDOT, where appropriate, to investigate infrastructure treatments that could address safety at high crash locations.

One possible treatment coming out of IDOT's Smart Corridor Plan is utilizing the future dynamic message signs to provide information and messages that help reduce aggressive driving and speeding.

An analysis of crash data also showed that certain locations, such as Butterfield Road at Meyers Road, had many crashes that occurred in October, November, and December, which may suggest poor lighting conditions at peak hours. Corridor communities should collaborate with IDOT and the DuPage County DOT to annually review intersection lighting and reflectivity of signs near high crash locations to identify locations that need improvements.

CMAP is currently working with DuPage County to address transportation safety issues through the [Safe Travel for All Roadmap \(STAR\) program](#). The program, which is funded by the Infrastructure Investment and Jobs Act (IIJA), will help the County create a county-wide safety action plan to enable DuPage County and its municipalities to apply for federal implementation grants. Corridor communities should stay involved in these efforts and use the data gathered through this planning process to inform future transportation safety funding opportunities.

Map of High Crash Locations along the Butterfield Rd Corridor



Source: Illinois Department of Transportation

Strategy 1.4: Coordinate with IDOT and the Tollway to prioritize a feasibility study for additional I-88 access points within the study area

Throughout the outreach process, some stakeholders expressed a need for an additional west bound slip ramp onto I-88. Currently, Downers Drive is the main west bound entrance to I-88 from the corridor, and Highland Avenue is the main exit from west bound I-88 onto the corridor, which creates congestion issues along Butterfield Road.

There is currently 3.4 mile gap in access from west bound I-88 to Butterfield Road (Spring Road to Highland Ave), and an almost 4 mile gap between west bound access to I-88 from Butterfield Road (Spring Road to Downers Drive).

Corridor communities should work with IDOT and the Illinois Tollway to prioritize a feasibility study that examines the potential for other Tollway access points to west bound I-88 from the corridor, and from west bound I-88 to Butterfield Road.

Potential locations for a west bound access point to I-88, that have been identified through Oak Brook's [Commercial Revitalization Plan](#), include Tower Drive or Camden Court.

Exploring additional connections between I-88 and the corridor could help alleviate current congestion issues near the Highland Avenue exit and the Downers Drive entrance ramp, and could help improve roadway safety along the corridor.

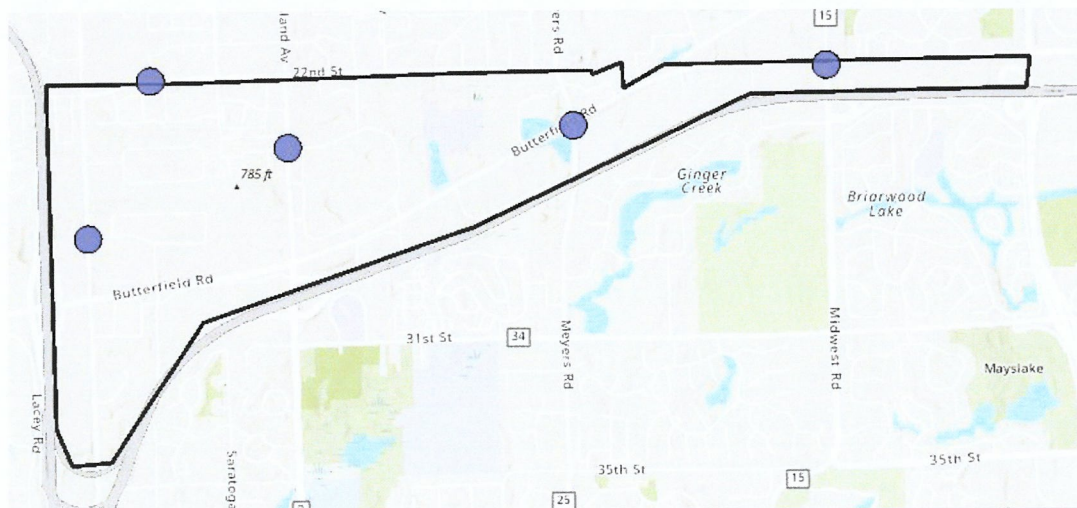
Recommendation 2: Provide transportation amenities that support pedestrian safety, accessibility, and mobility

The sidewalk network within the Butterfield Road corridor is currently not well connected, and many of the area's intersections do not have pedestrian amenities. Stakeholders would like to see more sidewalks and safe pedestrian connections, especially near bus stops, and between residential and commercial areas. Additionally, due to the number of seniors and people with disabilities (9% of the area's population) living within the corridor, it is important to ensure that the corridor's transportation infrastructure is accessible.

Strategy 2.1: Implement pedestrian safety measures, such as high visibility crosswalks, advanced pedestrian warning signs, pedestrian countdown signals, and pedestrian refuge islands.

Throughout the community engagement process, stakeholders expressed a desire for improved pedestrian infrastructure in the study area. Corridor communities should install pedestrian improvements at identified intersections currently lacking these amenities (see to map below). Some of these locations, such as Meyers Road and Butterfield Road will require coordination with IDOT.

Map of Potential Crosswalk Locations



Improvements should include reconstruction of intersections under new ADA standards ensuring ADA compliance throughout the corridor. Signalized intersections along Butterfield Road that are included in IDOT's Smart Corridor Plan improvements will include ADA improvements.

Recently, IDOT has created an [interactive map](#) that allows residents to flag intersections that lack bicycle or pedestrian amenities. The corridor communities should encourage their residents to utilize this tool to identify needed pedestrian improvements within IDOT's jurisdiction.

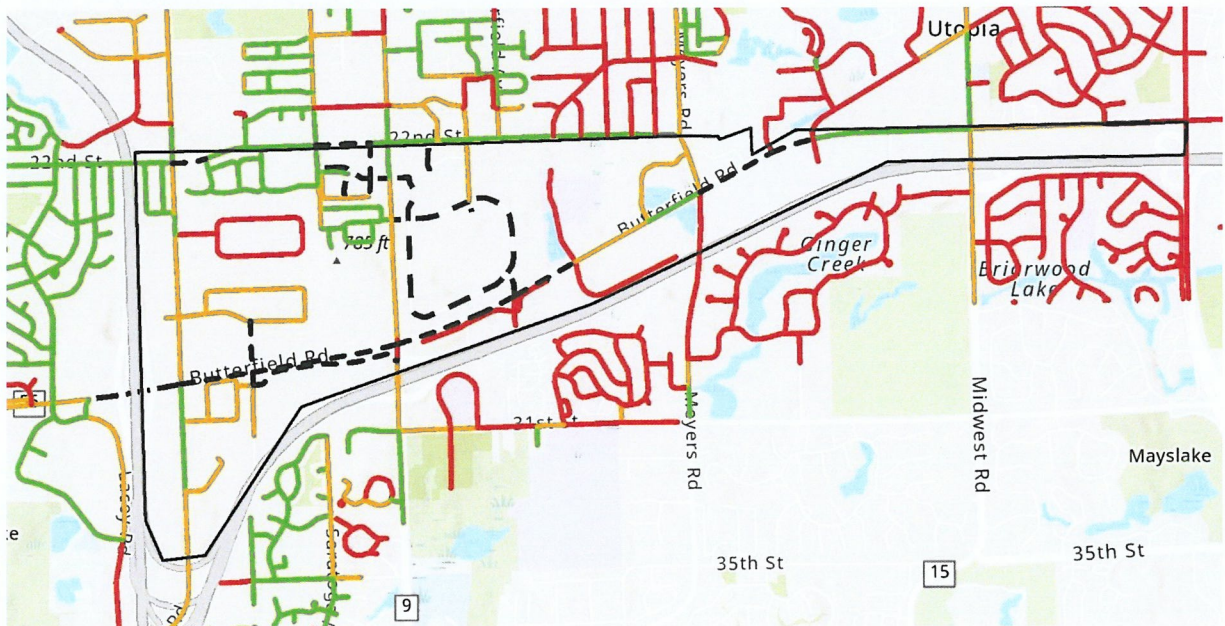
Strategy 2.2: Focus on filling key sidewalk gaps that provide connections to bus stops, pedestrian crosswalks, residential areas, and commercial properties

According to CMAP's Regional Sidewalk Inventory, 41% of the streets in the study area do not have a sidewalk. Sidewalk connectivity promotes walking, provides access to public transportation, and supports businesses within the corridor by improving and increasing access.

Outreach results show that stakeholders would like to see a better sidewalk network in the corridor that could provide pedestrian access between residential and commercial areas. When filling sidewalk gaps, the corridor communities should ensure that the sidewalks are ADA compliant and accessible to all users. This is especially important for sidewalks that connect pedestrians to bus stops within the corridor.

Some of the key sidewalk gaps that should be prioritized are shown with the dashed line on the below map. Some sidewalk locations, especially those along Butterfield Road, will require coordination with IDOT as these locations fall under IDOT's jurisdiction.

Map of Priority Locations for Sidewalk Improvements



Source: CMAP sidewalk inventory

Strategy 2.3: Coordinate with property owners to improve pedestrian access from commercial properties to resident areas and ensure that there are clearly marked pedestrian walkways through commercial parking lots

Outreach results show that residents would like to safely walk to commercial properties from their homes. With more residential development being proposed and construed in the area, the need for safe pedestrian access to nearby commercial properties is even more important.

The area surrounding Yorktown Center is especially ripe for opportunities to provide better pedestrian connectivity for current and future residents. Providing pedestrian access to commercial properties can not only support the corridor's businesses, but also reduce traffic congestion within the corridor.

Stakeholders identified the intersection of Highland Avenue and Majestic Drive as one in need of improved pedestrian infrastructure. Adding a high visibility crosswalk and pedestrian signal at this location could provide pedestrian access to Yorktown Center from nearby residential areas.

Aside from pedestrian signals and crosswalks, corridor communities should work with property owners to install clearly marked pedestrian walkways in commercial parking lots to help pedestrians navigate these car-oriented spaces.

Some corridor communities have already started to require these accommodations within their commercial areas. For example, the Village of Downers Grove requires pedestrian connections to the right of way in redevelopment projects.

Example of a parking lot pedestrian walkway



Source: cityofberea.org

Strategy 2.4: In coordination with IDOT and property owners, work to incorporate vegetation, including shrubbery and trees that could screen parking lots from the sidewalk.

Community stakeholders expressed a desire for more greenery along the corridor, and the need to screen commercial properties from existing sidewalks. According to data from Chicago Region Trees Initiative, only 8 percent of the study area is covered by tree canopy. Trees and shrubs could not only improve the appearance of the corridor, but could also make the pedestrian experience more enjoyable, especially during hot summer months.

When selecting trees, corridor communities should prioritize trees that are native to the Chicago region, and consider tree species diversity, tree height and trunk width based on planting location. Corridor communities should consider planting trees no larger than 2" in caliper (trunk width), since smaller trees are less costly, establish and adapt more quickly, and have a higher success rate than larger trees.

Because IDOT has jurisdiction over Butterfield Road, planting trees in the right of way of the road will require the corridor communities to coordinate with the agency. This includes meeting the requirements of [IDOT Bureau of Design and Environment Manual](#) and any other applicable manuals, as well as obtaining any necessary permits from the Bureau of Traffic. After landscape installation, the corridor communities would be responsible for maintenance of the vegetation.

If the corridor communities are interested in adding trees along commercial properties and parking lots, this would require coordination with the property owner.

Strategy 2.5: The Village of Lombard should continue to implement its complete streets policy to applicable roadways, which can be used as an example for the other corridor communities.

Complete Streets policies formalize a community's intent to plan, design, and maintain streets that are safe for all users of all ages and abilities. The Village of Lombard should implement its [complete streets policy](#) to applicable roadways within the Butterfield Road corridor. These include streets linking residential areas to nearby parks and commercial properties, and streets that provide access to public transportation, such as 22nd Street.

Best management practices of the complete streets policy include:

- Widening of shared pedestrian and bicycle paths
- Wider sidewalks
- Landscaped buffers
- Bicycle lanes and markings
- Sidewalk buffers and markings
- Signage for shared roads

With the increase in residential development, safe and accessible transportation accommodations for all modes becomes even more necessary. Implementing the Village's complete streets policy within the study area would make walking, transit use, and biking more accessible to current and future residents.

The other corridor communities could use Lombard's complete streets policy and implementation efforts as an example best practice for ensuring that bicycle and pedestrian accommodations are provided for throughout the corridor, and that these accommodations do not end at municipal boundaries. CMAP's [Complete Streets Policies Guidance](#) could also be used as a resource.

Strategy 2.6: Encourage IDOT to include bicycle and pedestrian ways during construction/reconstruction projects along Butterfield Road, in accordance with Public Act 102-0660

To improve pedestrian and bicycle accommodations within the Butterfield Road corridor, the corridor communities should encourage IDOT to include bicycle and pedestrian ways during periods of construction or reconstruction. [Public Act 102-0660](#) states that bicycle and pedestrian ways shall be given full consideration in the planning and development of transportation facilities, including the incorporation of such ways into State plans and programs.

Encouraging IDOT to include bicycle and pedestrian amenities during future reconstruction projects along Butterfield Rd would make it safer and easier for the area's residents and workers to use alternative modes of transportation, which could alleviate some of the current traffic congestion issues.

Recommendation 3: Provide safe access to the area's current and future bicycle infrastructure

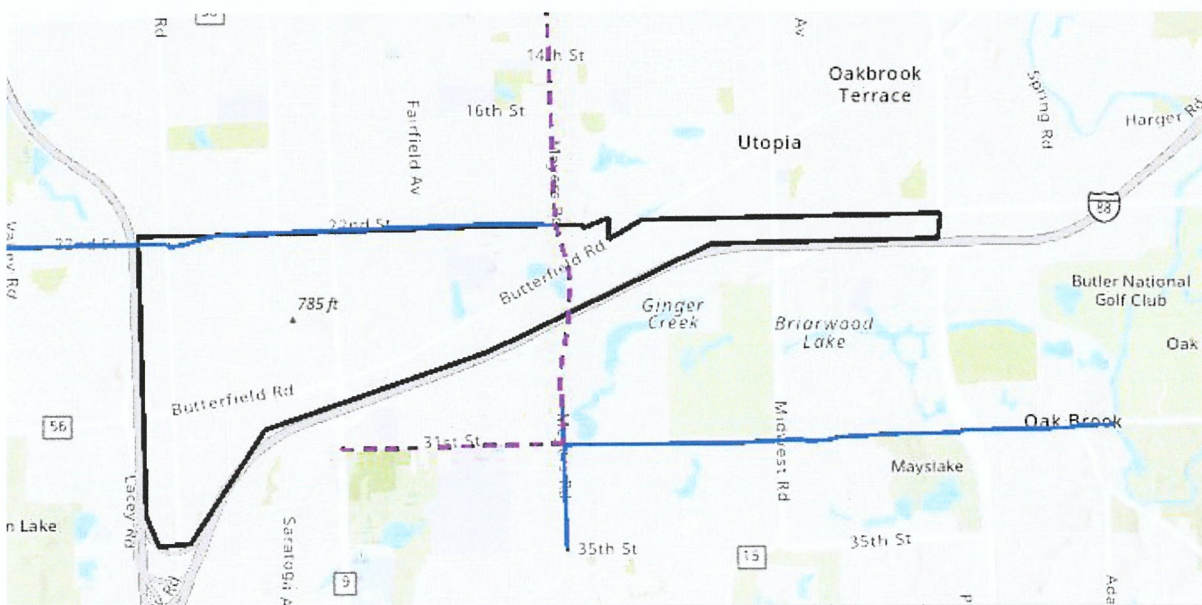
Currently, the Butterfield Road corridor has limited bicycle infrastructure. Community outreach results show that the area's residents and visitors would like to see better bike infrastructure, including wayfinding signage, and safer connections to nearby regional bike trails.

Strategy 3.1: Work with DuPage County DOT to implement bicycle infrastructure along Meyers Road, the Meyers Road bridge, and along Finley Road to support the Central DuPage trail system goals.

Stakeholders expressed a desire for better bicycle connections from the study area to the existing regional bike trail system. DuPage County DOT is currently working to implement bicycle accommodations along Meyers Road and the Meyers Road bridge to expand connections to regional trails like the Salt Creek trail to the south of the study area.

Funding for this near-term project is already programmed for fiscal year 2025. The corridor communities should support this initiative by ensuring that any future bicycle infrastructure within their jurisdictions complements this effort and provides additional bicycle infrastructure connections for the area's residents.

Map of planned bicycle accommodations along Meyers Road



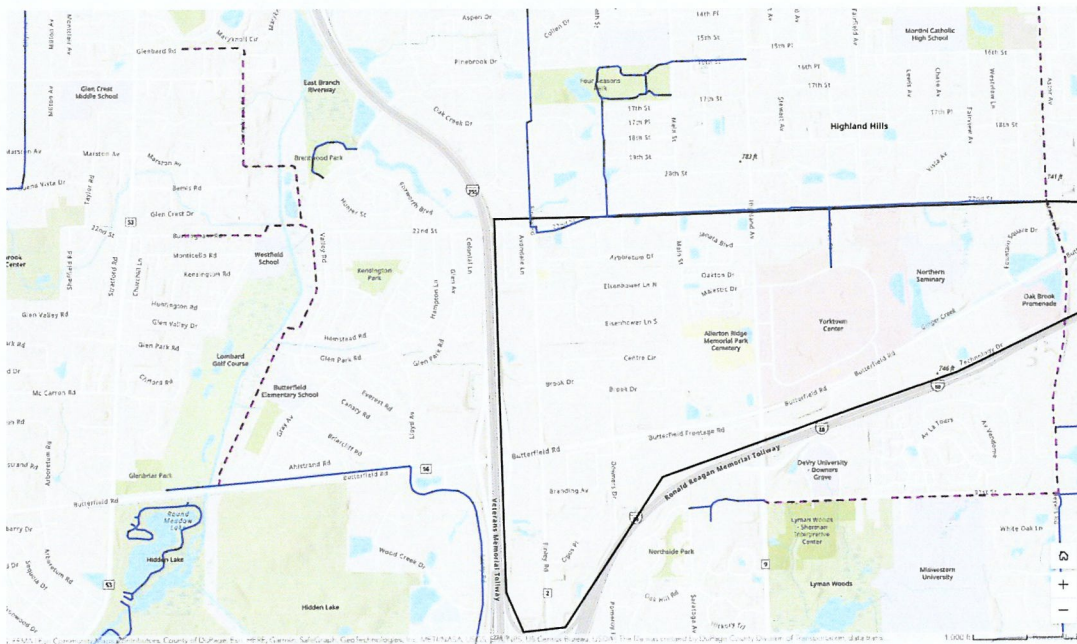
Strategy 3.2: The Villages of Lombard and Downers Grove, and DuPage County DOT should coordinate with IDOT and the Tollway to enhance bicycle connection from the study area to the proposed East Branch DuPage River trail.

The East Branch DuPage River Trail is a proposed bicycle trail located west of the Butterfield Rd corridor. Currently, the proposed location of the trail is largely cut off from the study area by I-355. The Villages of Lombard, Downers Grove, and DuPage County DOT should coordinate with IDOT and the Tollway to investigate potential connections from the study area to the proposed East Branch DuPage River Trail.

This includes connections crossing I-355 and connections to the proposed multi-use path at Butterfield Road and IL-53.

IDOT is already exploring a trail connection east of the study area at Butterfield Rd and IL-53. Providing better access from existing bicycle infrastructure along 22nd Street, would ensure that bicyclists in the study area have a safe connection to the proposed trail.

Map of proposed East Branch DuPage River Trail



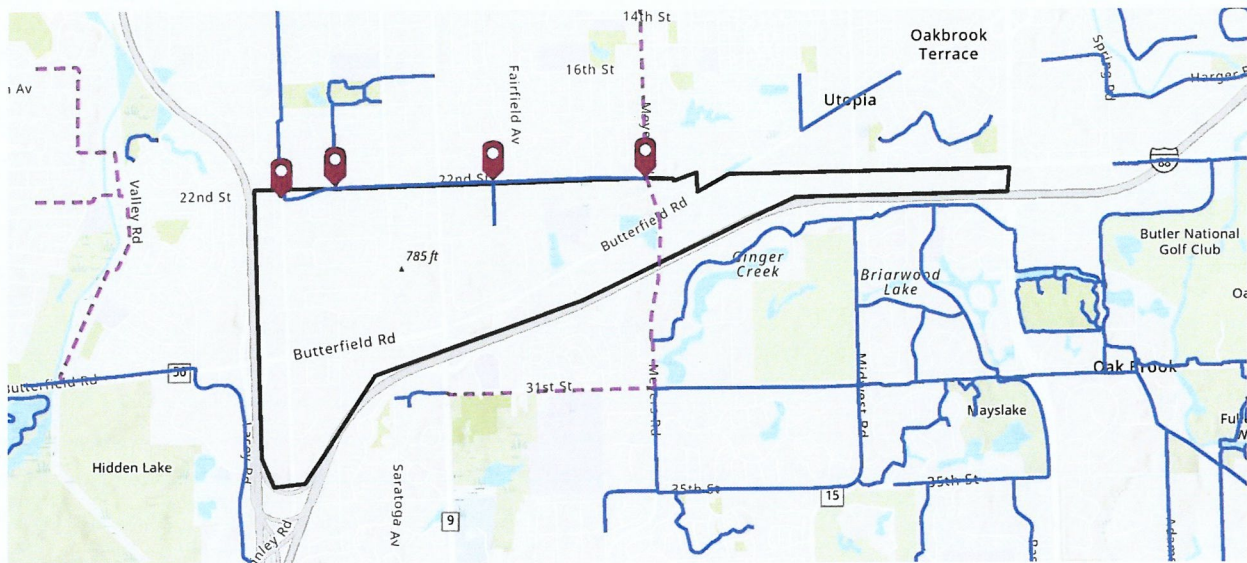
Source: CMAP

Strategy 3.3: Install wayfinding signage in strategic locations, that direct bicyclists to nearby regional trails.

Outreach results show that one of the corridor's greatest assets is the proximity to regional trails; however, stakeholders expressed a desire for better wayfinding signage for bicyclists trying to access nearby trails.

Wayfinding signage can promote safety by routing cyclists to streets with bicycle infrastructure or to neighborhood routes with low traffic volumes and speeds and could encourage residents to use the trails by providing useful information. In addition to displaying directions, the signage could also display the distance, and "riding time." Signage could also include distances to amenities like nearby parks. Potential locations for wayfinding signage are displayed on the below map.

Map of potential bicycle wayfinding locations



Source: CMAP

Strategy 3.4: Pursue joint federal, state, and local funding opportunities that implement multi-jurisdictional pedestrian and bicycle accommodations within the corridor.

To improve bicycle and pedestrian infrastructure throughout the study area, corridor communities should pursue joint federal, state, and local funding for multi-jurisdictional pedestrian and bicycle accommodations. Securing joint funding sources, addresses the multimodal transportation goals within each corridor community, and contributes to regional goals of improving bicycle and pedestrian connectivity.

Potential funding sources include [competitive funding programs](#) administered through CMAP, such as the Transportation Alternatives Program (TAP-L), and Congestion Mitigation and Air Quality Improvement Program (CMAQ). The TAP-L program is designed to fund non-motorized transportation projects that support the goals of the Regional Greenways and Trails Plan, while the CMAQ program funds surface transportation projects that improve air quality and mitigate congestion.

Recommendation 4: Enhance Pace bus service and improve access to bus stops

While most residents and workers rely on personal vehicles, some stakeholders utilize Pace Services. To encourage utilization of Pace services and improve safety and access, stakeholders would like to see Improved accessibility to Pace Stops, frequency of buses and bus stop amenities.

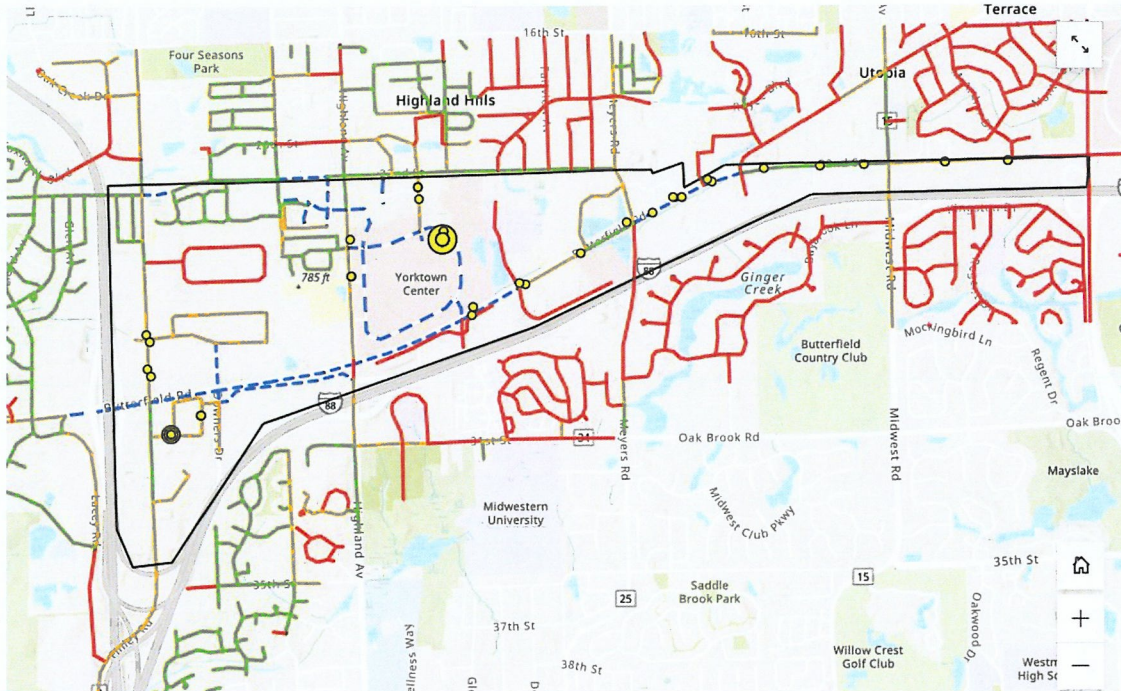
Strategy 4.1: Coordinate with IDOT to improve sidewalk connections to existing bus stops and shelters.

During the community engagement process, stakeholders mentioned the lack of sidewalk connections to Pace bus stops and shelters as a barrier to utilizing the bus. To address some of these issues, IDOT's Smart Corridor Plan includes some sidewalk improvements to bus stop along Butterfield Rd and features improvements like bus pads at shelter locations.

To ensure that there is sidewalk connectivity to bus stops throughout the study area, corridor communities should coordinate with IDOT to fill any missing sidewalk links, especially near high ridership

stops like the Yorktown Center bus stop and the Finley Rd and Branding Ln stop. This would improve the transit experience for the corridor's current and future Pace bus riders.

Map sidewalk gaps near Pace bus stops



Source: CMAP Sidewalk Inventory, Pace

Strategy 4.2: Coordinate and partner with Pace's Bus Shelter Program to establish shelter locations for high ridership bus stops, and ensure that shelters have amenities such as benches, trash cans, adequate lighting, and real-time route and schedule information.

Community survey results show a need for bus shelters and amenities like benches, trash cans, real-time routing information, and adequate lighting, especially in high ridership bus stops. Many stakeholders that do not use the bus mentioned a lack of shelters and schedule information at bus stops discourages them from using the service.

One way that corridor communities can help establish bus shelters and amenities at high ridership stops is by partnering with [Pace's Bus Shelter Program](#). Through this program, municipalities can request a bus shelter at a particular location and work with Pace to install a shelter structure either on a roadway right-of-way or on private property (if the owner has agreed to place a shelter on their property.) Depending on who owns the right-of-way, Pace offers assistance obtaining any necessary permits from agencies like IDOT or County DOTs.

Two types of shelters that can be requested through Pace's program: ad and non-ad shelters. For non-ad shelters, maintenance of the shelter falls on the municipality, while ad shelters are maintained by a Pace consultant. The cost of a shelter structure ranges from \$4,000-\$7,000.

Potential high ridership shelter locations include the Finley Road and Branding Avenue bus stop, which sees an average of 45-60 weekday riders. This could also be an opportunity to establish new bus shelter locations near the proposed and recently built housing developments near the Yorktown Center.

Corridor communities should also coordinate with Pace to ensure that bus stop and shelter locations within their jurisdictions are accessible to all bus riders, especially residents with disabilities and senior residents.

Strategy 4.3: Support the development of the future Pace Pulse Cermak Road Line to provide enhanced transit services and more efficient movement of buses throughout the corridor.

Pace's [Driving Innovation Strategic Vision Plan](#) identifies a network of "Pulse" corridors that intend to improve mobility, access to jobs, and regional transportation options. One of the seven priority corridors is the Cermak Road Pulse project, which runs along Butterfield Road. The Cermak Road Pulse project focuses on connecting Yorktown Center to the CTA Pink Line 54th/Cermak Station and is currently in its early "Corridor Planning/Visioning" Phase.

Corridor communities should support the development of the future Pace Pulse Cermak Road line, because of its potential impact on increasing transit ridership and job access in the study area, which can positively impact the corridor's economy. Part of supporting the project involves making sure that the corridor has transit supportive development, and appropriate pedestrian infrastructure which makes it easier for bus riders to utilize the service.

Strategy 4.5: Incorporate elements from Pace's Transit Supportive Guidelines into redevelopment projects within the study area.

To improve access to public transportation in the study area and support future transit improvements, Pace should be involved in the design review process for development plans within the corridor.

Corridor communities should incorporate elements of [Transit Supportive Guidelines](#), to ensure that Pace and access to Pace services are given consideration during redevelopment projects in the corridor. This includes a well-connected sidewalk network, a mix of land uses, proper bus stop locations, as well as appropriate bus stop amenities.

Incorporating transit supportive elements is especially important for residential redevelopment projects that will increase the number of residents living and traveling within the area.

Implementation Matrix

Recommendation	Strategy	Lead Implementers	Potential Funding source(s) or resources	Potential Partners	Timeframe
Recommendation 1: Improve roadway safety along the Butterfield Road corridor	1.1 Support the implementation of IDOT's IL-56 Smart Corridor plan and pedestrian safety improvements along Butterfield Road	IDOT	N/A	Corridor Communities	Short-term (Less than 2 years)
	1.2 Coordinate with IDOT on installing wayfinding signage along Butterfield Frontage Rd	Corridor Communities	ITEP	IDOT	Short-term (less than 2 years)
	1.3 Collaborate with IDOT to investigate infrastructure treatments that address safety, and reduce aggressive and speeding behavior	IDOT	Surface Transportation Program Safe Travel for All Roadmap (STAR) program	Corridor Communities	Short-term (less than 2 years)
	1.4 Coordinate with IDOT and the Tollway to prioritize a feasibility study for additional I-88 access points within the study area	Corridor Communities		IDOT, Tollway	Long-term (5+ years)
Recommendation 2:	2.1 Implement pedestrian safety measures, such as high visibility crosswalks, advanced pedestrian warning signs, pedestrian countdown signals, and pedestrian refuge islands	Corridor Communities	IDOT Vulnerable Road User Tool ITEP	IDOT	Mid-term (2-5 years)

Implementation Matrix

Provide transportation amenities that support pedestrian safety, accessibility, and mobility	2.2 Focus on filling key sidewalk gaps that provide connections to bus stops, pedestrian crosswalks, residential areas, and commercial properties	Corridor communities & DuPage County DOT	Walkability and Connectivity: Planning for Enhancing Walkability and Connectivity (uky.edu) ITEP	IDOT, Pace, property owners	Mid-term (2-5 years)
	2.3 Coordinate with property owners to improve pedestrian access from commercial properties to resident areas	Corridor communities	TIF funding	Property owners	Mid-term (2-5 years)
	2.4 In coordination with IDOT and property owners, incorporate vegetation to make walking more enjoyable	IDOT & Corridor communities	ITEP	Property Owners	Mid-term (2-5 years)
	2.5 The Village of Lombard should continue to implement its complete streets policy to applicable roadways within the corridor, which can be used as an example for the other corridor communities	Village of Lombard	CMAP Complete Streets Policies Guidance	Corridor Communities	Long-term (5+ years)
	2.6 Encourage IDOT to include bicycle and pedestrian ways during construction/reconstruction projects along Butterfield Road, in accordance with Public Act 102-0660	IDOT	Public Act 102-0660	Corridor Communities	Mid-term (2-5 years)

Implementation Matrix

<p>Recommendation 3:</p> <p>Provide safe access to the area's current and future bicycle infrastructure</p>	<p>3.1 Work with DuPage County DOT to implement bicycle infrastructure along the Meyers Rd., the Meyers Rd bridge, and along Finley Rd to support the Central DuPage trail system goals</p>	<p>DuPage County DOT</p>	<p>TAP-L, CMAQ</p>	<p>Corridor Communities, local bike advocacy groups</p>	<p>Mid-term (2-5 years)</p>
	<p>3.2 The Villages of Lombard and Downers Grove, and DuPage County DOT should coordinate with IDOT and the Tollway to enhance bicycle connection from the study area to the proposed East Branch DuPage River trail.</p>	<p>Village of Lombard, Village of Downers Grove, DuPage County DOT</p>	<p>TAP-L, CMAQ</p>	<p>IDOT, Illinois Tollway, local bike advocacy groups</p>	<p>Long-term (5+ years)</p>
	<p>3.3 Install wayfinding signage in strategic locations, that direct bicyclists to nearby regional trails.</p>	<p>Corridor Communities</p>	<p>ITEP</p>	<p>IDOT</p>	<p>Mid-term (2-5 years)</p>
	<p>3.4 Encourage commercial and residential property owners to include and maintain bicycle parking.</p>	<p>Corridor Communities</p>	<p>Local economic development incentives, BID funds</p>	<p>Property owners</p>	<p>Short-term (less than 2 years)</p>
	<p>3.5 Pursue joint federal, state, and local funding opportunities that implement multi-jurisdictional pedestrian and bicycle accommodations within the corridor.</p>	<p>Corridor Communities</p>	<p>TAP-L STP CMAQ</p>	<p>CMAQ</p>	<p>Short-term (less than 2 years)</p>
	<p>4.1 Coordinate with IDOT, where applicable, to improve sidewalk connections to existing bus stops and shelters</p>	<p>Corridor Communities</p>	<p>ITEP</p>	<p>IDOT</p>	<p>Mid-term (2-5 years)</p>

Implementation Matrix

Recommendation 4: Enhance local Pace bus service and improve access to bus stops	4.2 Coordinate and partner with Pace's Bus Shelter Program to establish shelter locations for high ridership bus stops and ensure that shelters have amenities.	Corridor Communities	Pace Bus Shelter Program	Pace	Mid-term (2-5 years)
	4.3 Support the development of the future Pace Pulse Cermak Road Line.	Corridor Communities	Pace Pulse	Pace	Long-term (5+ years)
	4.4 Incorporate elements from Pace's Transit Supportive Guidelines into redevelopment projects within the study area.	Corridor Communities	Pace Transit Supportive Guidelines	Pace, property owners, IDOT	Ongoing

Economic Development

Goal: Ensure that the Butterfield Road corridor is resilient to changing commercial and office market conditions

Key Takeaways:

- While the corridor remains a regional retail destination, its growing residential population brings different and new commercial development needs and opportunities for locally serving businesses.
- The area's high office vacancies present opportunities for future reuse conversions and new concepts from developers and landlords.
- Driven by e-commerce, the corridor's small industrial market is strong and presents opportunities for growth, where appropriate.

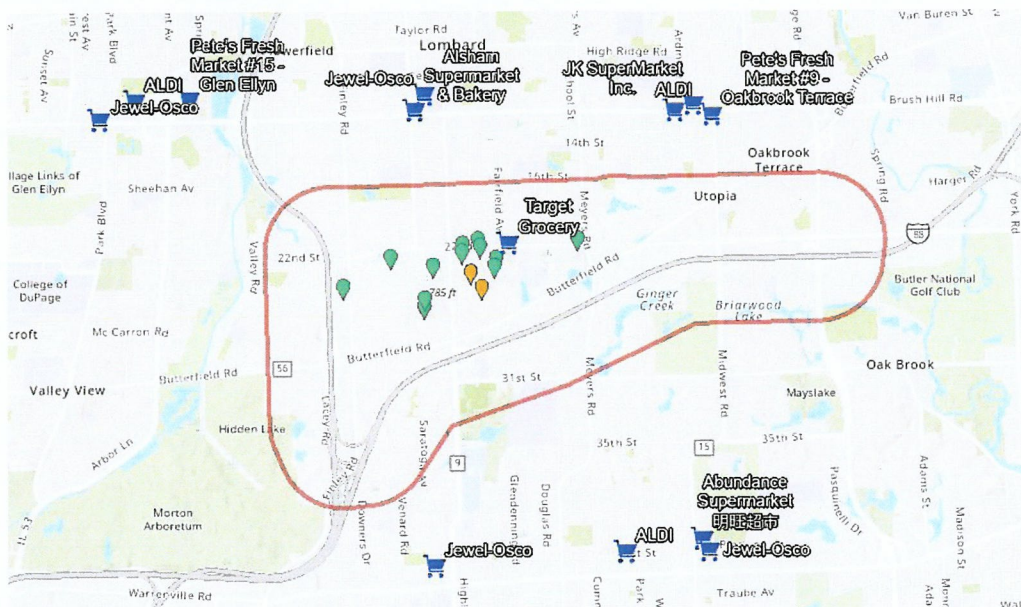
Recommendation 1: Attract neighborhood serving businesses near housing

While the corridor remains a regional retail destination, its growing residential population brings different and new commercial development needs and opportunities. A retail gap analysis showed that businesses serving residents, like grocery stores, are undersupplied within the immediate market area. Additionally, corridor stakeholders expressed a desire for a grocery store and medical services that can serve the corridor's residents.

Strategy 1.1: Collaborate with property owners, brokers, and developers to attract a grocery store near existing and proposed residential development.

There is a lack of grocery options within walking distance (half a mile) of current and proposed housing developments in the area (see map below), and the need for a grocery store came up consistently throughout conversations with stakeholders and residents.

Map of grocery stores within a half-mile buffer of the study area



Source: Costar

As seen on the map, an influx of new residential development is creating stronger market demand for a grocery store that can serve the local population and bring more local customers to nearby shopping centers. As residential growth continues, the potential to make the corridor even more appealing for a potential grocery store increases.

Corridor communities should emphasize and market the growing residential population in the area to developers and potential grocery tenants. The map above should be utilized to show the potential market demand to commercial real estate brokers, site selectors, and grocery store tenants, to make the case for locating within the corridor.

Strategy 1.2: Support locally serving uses such as pharmacies, medical care, and other service-oriented businesses near new housing by marketing the corridor for service-oriented uses and convening local brokers to discuss and identify opportunity sites.

The corridor has traditionally been a regional retail destination, meaning that it has been attracting customers from a broad range of neighboring communities. As the area continues to add more residential units, the needs and demands of the area's residents will determine changes to the retail landscape. Residents have different needs for retail and services near their homes compared to shoppers from elsewhere, and adding more locally serving uses will make the area more desirable to current and future residents.

Corridor communities should market the area for locally oriented businesses through messaging with landowners, local businesses, chambers of commerce, and site selectors. Locally serving businesses could include pharmacies, medical offices, childcare facilities, and other types of businesses can meet the everyday needs of residents.

Case study: Old Orchard Medical Offices

Old Orchard mall in Skokie is experiencing a similar transition to Yorktown Center. A vacant Bloomingdale's location is being redeveloped into a mix of five- and six-story buildings at the north end of the mall, with a mix of 360 apartments and retail opportunities. Within the project, the developer has announced intentions to add 200,000 square feet for medical offices to serve new and nearby residents, according to a report by CoStar News, a real estate publication. Medical offices give residents a nearby amenity while giving visitors a reason to visit the area and potentially make other stops nearby.

Recommendation 2: Work collaboratively to activate vacant properties and market the corridor

Commercial real estate in the study area is primarily made up of retail and office properties. The pandemic has been particularly challenging for these markets, which has led to an increase in vacancies in recent years. These vacancies present an opportunity for new uses that can serve the corridor's residents and visitors.

Strategy 2.1: Collaborate and pursue joint marketing efforts for the "Butterfield Road Corridor" across municipal boundaries, to market the corridor to potential developers and consumers.

A strong Butterfield Road corridor will benefit all corridor municipalities. The corridor has been an anchor of each community's economy and tax base for decades, and efforts to improve the business environment and attract new development will have benefits that cross municipal boundary lines.

Working with each other and local economic development organizations, corridor communities can develop a brand identity for the corridor (further explored in the next strategy) which can be utilized to market the area as a destination for investment and consumer spending. Additionally, corridor communities can utilize joint marketing materials in their interactions with potential developers.

Case Study: Northern Lake County

An example of multi-jurisdictional collaboration is an intergovernmental agreement between the Villages of Beach Park, Winthrop Harbor, Wadsworth, and Zion, to pursue joint economic development projects. The agreement allowed the four communities to hire a shared economic development coordinator to market their municipalities as one, with the caveat that all four will benefit from any sales tax earned by businesses the new coordinator brings to the area.

“Instead of competing for the same retailers who are trying to pit us against each other to get the largest incentive, we decided to look at ourselves as one market area,” said Jon Kindseth, former Village Administrator of Beach Park. “It really breaks down that competition and ‘race to the bottom’ between municipalities.

Strategy 2.2: Collaborate on creating a brand for the corridor that could be incorporated into signage and other streetscape elements to create a unique sense of place

Building off the previous strategy, a brand for the corridor would give the area a recognizable identity that can be used to jointly market the corridor to potential developers. The brand can also help build a unique sense of place within the corridor through its use of signage and other identifying streetscape elements. Through this, residents and visitors will recognize the area as a community unto itself and recognize its wealth of assets and amenities across municipal boundaries.

Working in collaboration, communities should engage a consultant to develop a brand and launch a brand for the corridor and produce marketing materials. Utilizing a uniform branding across the corridor communities on signage, marketing materials, and streetscape elements like bicycle racks can help create a unifying look to the corridor.

Cast Study: [Evanston Retail Action Plan](#)

The city of Evanston recently completed a Retail Action Plan, focused on activating the city’s various commercial districts. Under the broader ‘Enjoy Evanston’ banner, the plan created brand identities for each unique commercial area in the city to be utilized in physical spaces and online platforms.

Strategy 2.3: With assistance from CMAP, engage a panel of economic development experts to solicit advice for redevelopment of key vacant commercial and office spaces, underdeveloped sites, or other sites of interest

Throughout the project, the planning team has engaged with a variety of public and private sector stakeholders in the corridor. There is agreement on key challenges within the corridor, including office vacancies, the changing nature of retail, and impacts to each communities’ tax base, but much to be learned from each other on potential solutions.

As an implementation step, corridor communities should work with CMAP to convene a developer panel discussion to help corridor communities identify strategies for vacant and underutilized properties and provide corridor-wide development guidance and advice in response to the changing nature of retail.

Local economic development corporations should be engaged in selecting professionals a developer panel discussion, and any previous studies for the area, such as those identifying sites in the Butterfield Road Corridor for redevelopment, should be consulted.

Case Study: McKinley Park eTOD Technical Panel

In 2019, CMAP facilitated a technical panel of economic development experts to help establish an equitable framework for future development around transit areas in the McKinley Park neighborhood of Chicago.

The panel consisted of CMAP staff, nonprofit developers, representatives from community development corporations, as well as city staff. The group identified shared principles and established priorities and recommendations to help guide future development around the 35th St/Archer CTA Orange Line station.

Strategy 2.4: Explore continued collaborative economic development efforts along the corridor

Local economic development efforts are often focused on encouraging development within a specific jurisdiction, which can create competition for businesses and development between neighboring communities. However, greater economic development collaboration between the corridor communities can strengthen the Butterfield Road corridor's position as an economic driver for all three communities.

In addition to jointly marketing the corridor, opportunities for collaboration include coordination between corridor municipalities on trade show objectives, convening joint meetings of each community's chamber of commerce, and other joint business attraction efforts.

One way to encourage economic development collaboration among the corridor communities is to continue to hold coordination meetings that were instituted as part of this planning process. These meetings should continue to be held at least quarterly, after the completion of the plan, to share any relevant information such as updates about new developments happening in each community and any information on implementation efforts.

Case Study: DuPage County Route 83 Corridor Plan

The Route 83 Corridor Plan, adopted in late 2021, was a collaboration between CMAP, DuPage County, the Cities of Elmhurst and Wood Dale, and the Villages of Addison, Bensenville, and Villa Park. The County and plan municipalities have continued to coordinate around topics such as code violations and zoning changes to make sure they're in alignment with the plan and each other. Planning efforts helped spur significant development, specifically at the northern portion of the corridor.

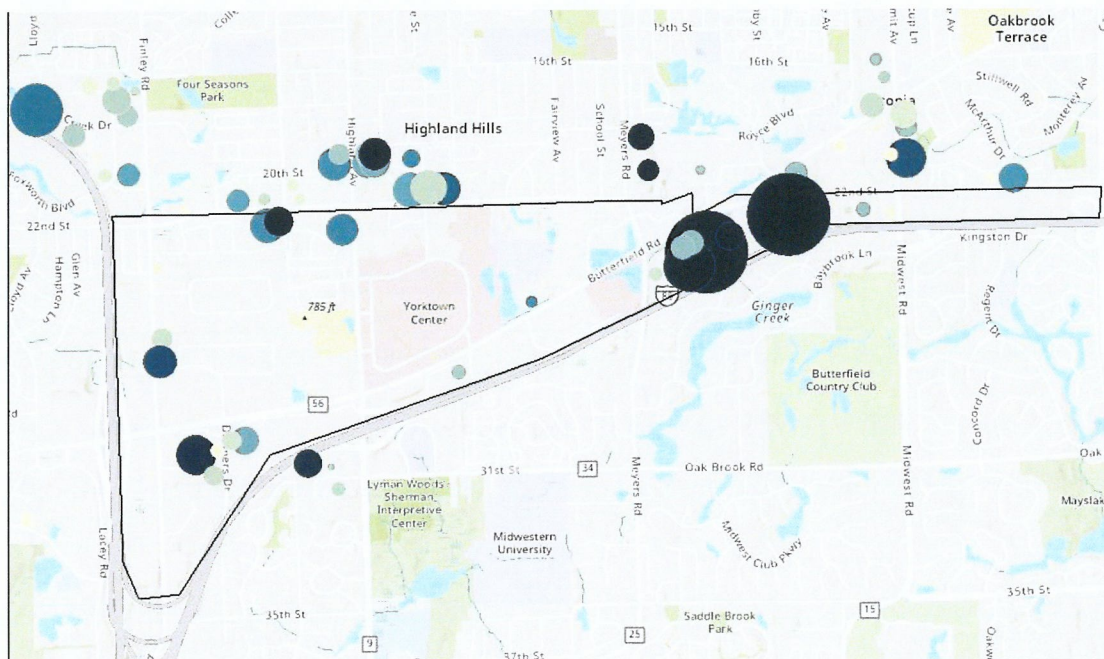
Recommendation 3: Modify development regulations to promote market supported development

The changing nature of office work has been particularly challenging for the corridor's office market, which is seeing near historic high vacancy rates. Forecasts show that because of the increase in remote and hybrid work, tenants will likely continue to give up office space in the near-term. Additionally, Costar data shows that recent leasing activity has been increasingly dominated by smaller office space, as companies reassess space needs. Exploring opportunities for adaptive re-use of vacant and underutilized spaces can ensure that the corridor is resilient to changing market conditions.

Strategy 3.1: Allow conversion of vacant class B/C office space and vacant retail space to reflect new market realities

The nature of office work worldwide has changed during the COVID-19 pandemic, with many changes likely to be permanent. The Butterfield Road corridor is not immune to these changes. As of the third quarter of 2023, the corridor's offices are facing high vacancy rates (more than 23%) and daytime occupancy of rented office space, meaning the number of workers in their office on a given weekday, is half of what a typical day was pre-pandemic. The below map shows the relationship between vacancies and square footage. The darker the circle, the higher percentage of the building is vacant - while the size of the circle represents the amount of square footage available.

Map of corridor class B and C offices by vacancy rates



Source: Costar, 2021

This poses a challenge to real estate investors, who own the office buildings; neighboring retail and restaurants, who rely on office workers for their customer base; and municipal governments, who count on property and sales tax revenues generated from office buildings and workers.

Office buildings are classified into three types – Class A, B, and C. Class A buildings are the newest and have the most desirable amenities, while Class B and C buildings are older and less desirable. As companies rethink their office needs and leases, many are “renting up” by taking advantage of low rents

and the need for less square footage by moving from older Class B or C offices into newer Class A buildings. As a result, Class B and C offices (seen on the map) are particularly challenged with high vacancy rates. Market trends are showing that the area may have more office space than it can currently support. Allowing these spaces to be converted into different uses can help create a more vibrant corridor.

Corridor communities can signal to commercial real estate owners that they're open to conversion of these spaces to other uses through the zoning variance and planned unit development processes. Communities can make their intentions known through public announcements and individual conversations with developers and landlords.

Staff should build the case for reuse of these spaces with relevant boards and commissions in anticipation of future proposed conversions. This will help inform the approval process and lead to better outcomes.

Strategy 3.2: Where possible, consider adoption of flexible zoning designations, allowing for market-responsive development

Adoption of flexible zoning designations along commercial areas of the corridor help facilitate further market development. Zoning designates permitted land uses, but in some areas of the corridor, there is a mismatch between what the marketplace is demanding and what the existing zoning and land use regulations allow.

A more flexible approach to zoning can help facilitate building conversions or reactivation of vacant commercial space and make the corridor adaptable to changing market conditions. This will give potential developers more certainty about pursuing projects along the corridor and allow for new, creative economic development that utilizes existing area assets. Currently, each community has a high number of zoning districts (between 15 and 19) as well as a several 'planned developments,' or PUDs, and overlay districts, which allow for different zoning allowances for a specific project through negotiations between the developer and the municipalities.

Corridor communities should evaluate existing zoning districts in the corridor, simplify where appropriate, and consider adoption of less prescriptive zoning types in the corridor. Examples include reducing the total number of zoning districts and formalizing mixed-use districts. Communities should continue to utilize overlay districts to help facilitate growth via development bonuses. Allowing more zoning flexibility can create more certainty for developers and help streamline redevelopment, including conversions and reactivations of underutilized space.

In addition to updating zoning designations, communities should also develop and publish a clearly defined process for entitlements and development review within the newly streamlined districts. Taken together, these changes will introduce certainty to the development process and help communities attract market-responsive development that reflects stated priorities.

Finally, a 'menu' of community amenities (further described in *recommendation 1.2 of the Livability chapter*) should be considered in redevelopment projects.

Case study: Village of Bartlett Zoning Overlay District

The Village of Bartlett has made noteworthy progress on attracting commercial and residential investment following the adoption and implementation of their Downtown Transit-Oriented Development Plan in October 2016. With funding and technical assistance provided by the [RTA's Community Planning program](#), the plan aimed to increase economic development throughout downtown, encourage residents to use Metra, and promote a compact, walkable community.

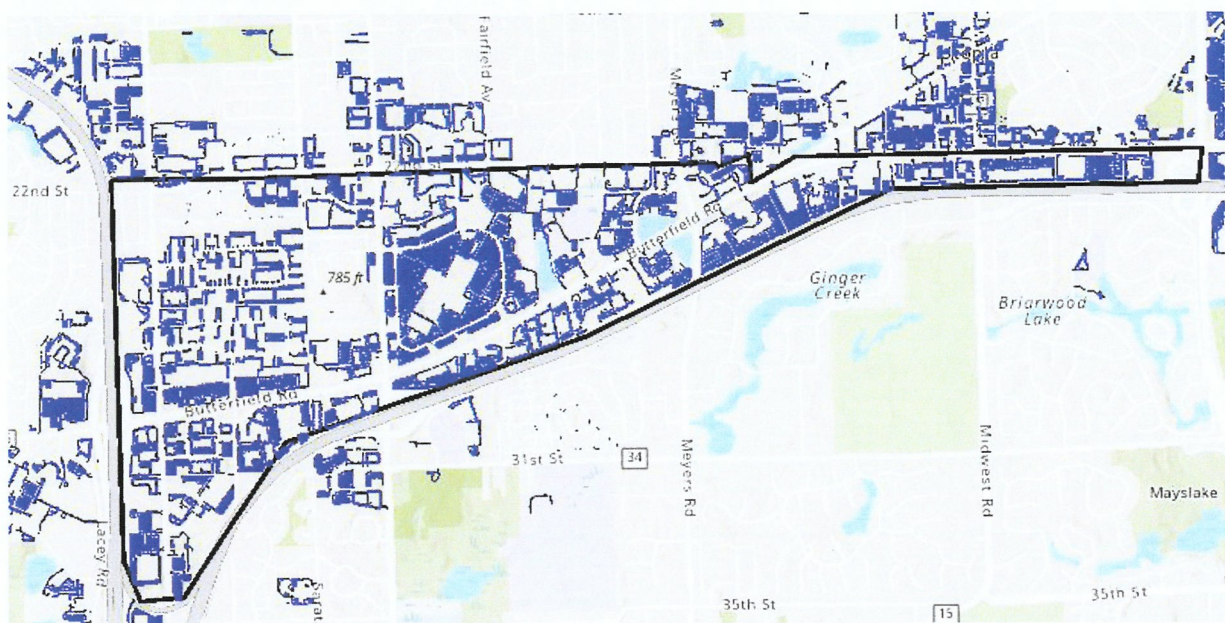
Following the plan's adoption, the Village created a new overlay zoning district for the downtown core area in 2019. This new district established design regulations and streamlined the development approval process, which helped facilitate new commercial and residential investment. With the new overlay district, developers and investors can take advantage of the Village's location and transit access as well as development-friendly code requirements and processes.

Recent redevelopment projects within the Village's downtown area include a new brewery and taproom, a restaurant with an outdoor beer garden and performance stage, a tapas restaurant, a mixed-use redevelopment with an office on the ground floor and residential units above, as well as a 90-unit residential project across from the Metra station.

Strategy 3.3: Re-evaluate parking needs and minimums for commercial and office properties to allow for creative placemaking and reuse of underutilized surface parking lots

The below map illustrates the significant amount of surface parking available along the corridor. Parking standards have historically been set with the maximum possible utilization in mind, such as the holiday shopping season and offices being fully occupied five days a week.

Map of surface parking lots within the Butterfield Rd corridor



Source: DuPage County

However, as the nature of the corridor changes and there are fewer daytime office workers and customers shopping at brick-and-mortar stores, future parking needs should be re-examined. Unused surface parking spots do not produce economic activity or vitality for the corridor, and often serve as a barrier to pedestrians and more active and accessible store fronts. Additionally, lots make up a significant amount of land area that could be used for more productive uses. Parking minimums can reduce flexibility for developers and business owners needing to meet these standards and can increase the cost of development. Parking minimums also have a public cost in the form of extra infrastructure that needs to be maintained but lacks the taxable value to recoup public investment.

Corridor communities should conduct (individually or collectively) a parking utilization study within the corridor to determine the current utilization of surface lots throughout the corridor. This would allow the corridor communities to re-examine their current parking minimums for commercial and office buildings and potentially reduce minimums to meet current realities.

Some of the corridor communities have already started to reduce parking minimums where appropriate. For example, the Village of Lombard recently reduced parking minimums for commercial properties from four parking spaces per 1,000 square feet of gross floor area to three parking spaces, which is among the lowest in DuPage County.

Re-evaluating parking needs and appropriately reducing parking minimums could make future redevelopment more cost effective for developers and allow for creative placemaking and reuse of underutilized surface parking lots.

Implementation Matrix

Recommendation	Strategy	Lead Implementers	Potential Funding source(s) or resources	Potential Partners	Timeframe
Recommendation 1: Attract neighborhood serving businesses near housing	<i>1.1 Collaborate with property owners, brokers, and developers to attract a grocery store near existing and proposed residential development</i>	Corridor Communities	TIF/BID funds	Property owners, brokers, developers	Short-term (less than 2 years)
	<i>1.2 Support locally serving uses, such as pharmacies, medical care, and other service-oriented businesses near new housing, by marketing the corridor for service-oriented uses, and convening local brokers to discuss and identify opportunity sites</i>	Corridor Communities	TIF/BID funds	CMAP, area brokers	Short-term (less than 2 years)
Recommendation 2: Work collaboratively to activate vacant properties and market the corridor	<i>2.1 Collaborate and pursue joint marketing efforts for the "Butterfield Corridor" across municipal boundaries, to market the corridor to potential developers and consumers</i>	Corridor Communities	TIF/BID funds Funding from local economic development corporations	Downers Grove Economic Development Corporation, Greater Oak Brook Chamber of Commerce, Lombard Chamber of Commerce	Short-term (less than 2 years)
	<i>2.2 Collaborate on creating a brand for the corridor that could be incorporated into signage and other streetscape elements to create a unique sense of place</i>	Corridor Communities	TIF/BID funds Funding from local economic development corporations	Downers Grove Economic Development Corporation, Greater Oak Brook Chamber of Commerce, Lombard Chamber of Commerce	Mid-term (2-5 years)

Implementation Matrix

	2.3 With assistance from CMAP, engage a panel of economic development experts to solicit advice for redevelopment of key vacant commercial and office spaces, underdeveloped sites, or sites subject to redevelopment	Corridor Communities	Urban Land Institute Technical Assistance Reports	CMAP, Urban Land Institute	Short-term (less than 2 years)
	2.4 Explore further collaboration on economic development efforts along the corridor	Corridor Communities	CMAP Local Development Incentives Guide	Downers Grove Economic Development Corporation, Greater Oak Brook Chamber of Commerce, Lombard Chamber of Commerce	Ongoing
	Recommendation 3: Modify development regulations to promote market supported development				
	3.1 Allow redevelopment and conversion of vacant class B/C office space and vacant retail space to reflect new market realities	Corridor Communities	N/A	Development community	Long-term (5+ years)
	3.2 Where possible, consider adoption of flexible zoning designations, allowing for market-responsive development	Corridor Communities	N/A		Mid-term (2-5 years)
	3.3 Re-evaluate parking needs and minimums for commercial and office properties to allow for creative placemaking and reuse of underutilized surface parking lots	Corridor Communities	Parking Strategies to Support Livable Communities (CMAP)	Property owners, building tenants	Mid-term (2-5 years)

Housing and Livability

Goal: Maintain quality of life for the corridor's residents and ensure access to businesses and jobs

Key Takeaways:

- The corridor has added many residential units over the last several years as a response to increasing housing needs and market demands.
- Unlike the County as a whole, multi-family housing is the most common type of housing in area.
- The need for more community spaces and enhanced transportation connectivity is increasing as the area becomes more residential.
- The corridor has many employment opportunities and retail amenities that should be accessible to residents across the income scale.

Recommendation 1: Improve livability of the Butterfield Road corridor

Although the Butterfield Road corridor primarily consists of commercial and office uses, there is a growing number of residential units within the corridor. As the area adds more residents, many residents have emphasized the need for more green space and improved pedestrian amenities that would enhance the quality of life for current and future residents.

Strategy 1.1: Add green space and community programming near residential developments by adapting underutilized surface parking.

Throughout the outreach process, stakeholders have noted that the area is 'overparked,' meaning there is an excess of parking spaces. Large areas of asphalt parking spaces pose challenges for pedestrians, and lead to higher surface temperatures. These underutilized spaces could be transformed into more productive uses such as green spaces, pocket parks, and areas for community programming. These types of amenities would create a more vibrant community and could help drive further residential development investment.

Corridor communities should re-examine their parking needs by conducting parking utilization studies. More details on this approach can be found in strategy 3.3 of the Economic Development chapter.

To ensure that underused surface parking, especially near residential areas, contributes to the vibrancy of the area, corridor communities should work with developers through the planned development process to ensure that community amenities, such as plazas and pocket parks, are delivered through redevelopment projects. These amenity requirements could be outlined in the planned development process, based on the project type.

To activate underused parking areas, corridor communities can also host community events such as farmers markets or concerts to bring resident together and turn these spaces into productive uses.

A recent example of this effort is the Yorktown Reserve redevelopment project, which is highlighted in the *Parks and Open Space* chapter.

Strategy 1.2: Improve the pedestrian infrastructure near current and future residential development

The corridor has added a significant amount of housing units in recent years, with hundreds more in the development process. Thoughtful policies, including Lombard's form-based code, have helped deliver appealing multi-family housing in an area that has primarily been made up of retail and office in the past.

However, newly constructed housing does not have a well-connected pedestrian infrastructure to nearby amenities. In many areas there is a lack of safe pedestrian crossings and walking paths, especially along Butterfield Road, where pedestrians face an intimidating environment with high-speed vehicles and a lack of high visibility crosswalks.

Corridor communities should work on improving the area's pedestrian infrastructure to provide multi-modal transportation options for current and future residents.

More details about this strategy can be found in the *Provide transportation amenities that support pedestrian safety, accessibility, and mobility* recommendation of the transportation chapter.

Strategy 1.3: Attract and retain additional businesses that serve residents

The corridor has traditionally been a regional retail destination, attracting customers from a broad range of neighboring communities. As the area continues to add more residential units, the needs and demands of the area's residents will determine changes to the retail landscape. Residents have different needs for retail and services near their homes compared to shoppers from elsewhere, and adding more locally serving uses will make the area more desirable to current and future residents.

More details on this strategy can be found in the *Attract neighborhood serving businesses near housing* recommendation of the Economic Development chapter.

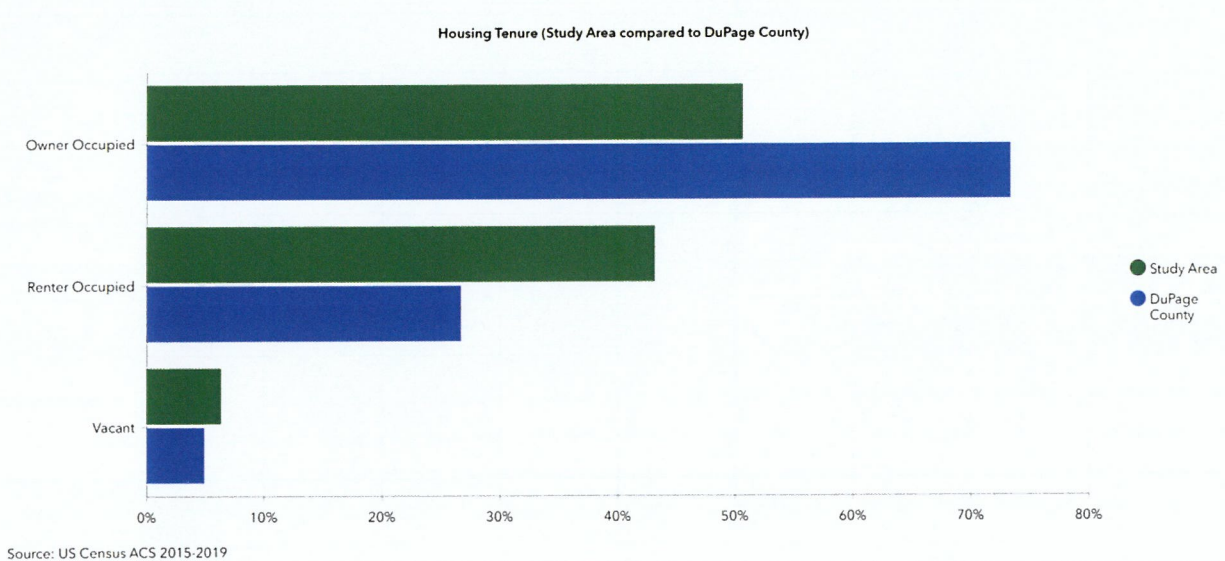
Recommendation 2: Enhance the area's housing choices and access to the corridor's amenities

The Butterfield Road corridor is a regional retail destination and employment center and draws residents and workers from the surrounding communities. Improving multi-modal accessibility to economic opportunities in the corridor and ensuring that a diversity of residents and workers have access to the corridor is an important step for maintaining the area's economic vitality.

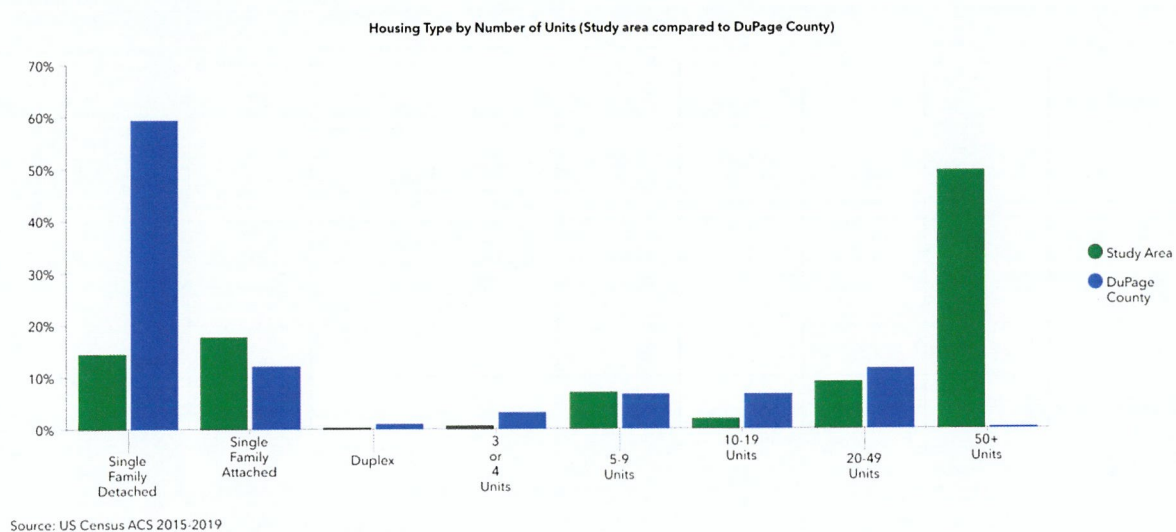
Strategy 2.1: Ensure that there is a balance of housing types and prices near the Butterfield Road corridor

The corridor currently has approximately 3,000 housing units, nearly half of which are in multi-family buildings of 50 units or more. Many of these units are renter occupied, and compared to DuPage County as a whole, the study area has a larger number of renters. The percentage of units in the study area in large multi-family buildings is uniquely high within DuPage County, as seen in the below chart.

Housing Tenure (Study Area compared to DuPage County)

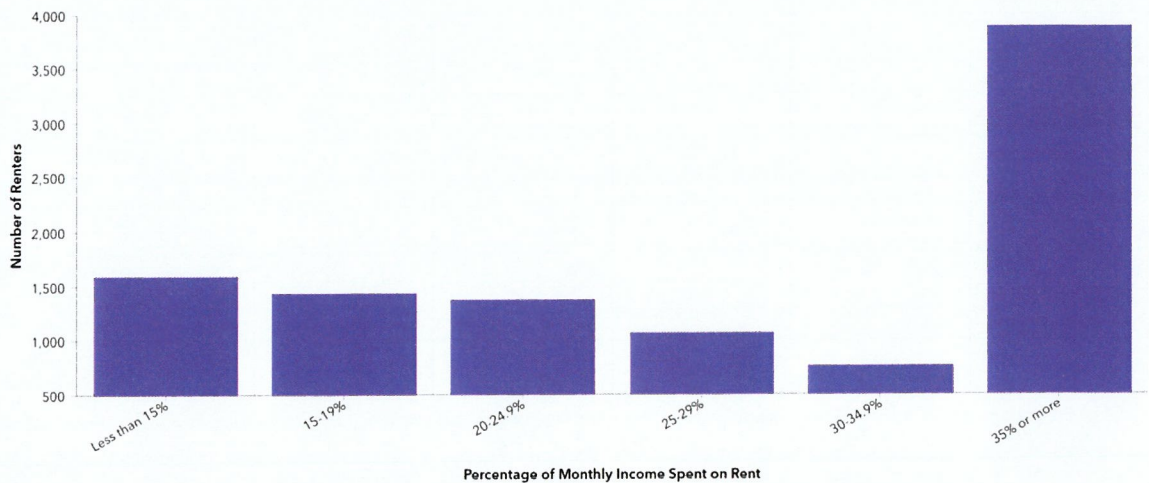


Housing Type by Number of Units (Study Area compared to DuPage County)



The median rent for housing in the study area is \$1,438, which is in line with the median rent prices in DuPage County as a whole (\$1,433). Currently, half of renters in the area pay less than 30 percent of their income on rent, which means these renters find their housing affordable. However, about 36 percent of renters are paying 35% or more of their income on rent. This means that housing affordability is an issue for that portion of the area's population. Housing affordability is an issue not unique to the study area. In DuPage County as a whole, about 34 percent of renters pay 30 percent or more of their monthly income on rent.

Percentage of Monthly Income Spent on Rent



Source: US Census ACS 2015-2019

The need for more affordable housing options in the area was a high priority for community survey respondents. Aside from senior residents, who may be on a fixed income, the project's housing market analysis found that workers at the many retail establishments in the corridor would benefit from more affordable apartments closer to their jobs.

Results of a housing market analysis, conducted by Kretchmer Associates, show that several hundred new market rate apartments could potentially be supported in the study area and surrounding communities. However, this segment of the housing market will likely be approaching saturation (unable to lease units at asking prices) if all potential developments proceed in the coming years.

Townhomes make up a smaller portion of the study area's housing types (18%); however, the housing market analysis shows that the corridor could support several hundred new townhomes, in the next five years. This demand is driven in part by limited land for significant townhome redevelopment outside of the study area.

As the corridor continues to add housing units, corridor communities should ensure that there is a range of housing types and price points available near the corridor's employment opportunities. An example of a new housing type added to the corridor is the recently approved Summit at Yorktown townhome redevelopment, which will offer a single family attached housing option, and the nearby conversion of Sonesta Suites Hotel rooms to housing units, which will offer a workforce housing option.

Corridor communities should ensure that housing within their jurisdictions offers options for a wide range of residents to help address housing affordability issues that are present throughout the county and allow more residents to access the employment opportunities and amenities of the corridor.

Strategy 2.2: Enhance connectivity between nearby residential centers and the Butterfield Road corridor through improved traffic safety, trails and side paths, and enhanced bus services

Currently, the Butterfield Road corridor is an auto-oriented area. Butterfield Road is a six-lane roadway, with an average of 40,000 cars traveling along it daily. Data shows that speeding is a concern in the area and collisions are frequent around major intersections.

There is a strong desire among stakeholders to build a more multi-modal transportation environment by building infrastructure to accommodate travelers that are not using private vehicles. Enhancing multi-modal connectivity throughout the corridor would not only benefit pedestrians and bicyclists but could also benefit drivers through reduced traffic congestion and improved safety.

More information on this strategy can be found in the *Support multi-modal transportation options to accommodate safe regional vehicular, public transit, pedestrian, and bicycle movement goal* of the Transportation chapter.

Strategy 2.3: Engage the local Chambers of Commerce in promoting the Pace Vanpool Program to local employers and businesses

While the area is becoming more residential, most land uses in the corridor remain retail and office uses. These types of land uses offer job opportunities that draw workers from the surrounding areas.

However, the job opportunities are not always accessible for workers without access to a personal vehicle. There are six fixed-route Pace routes that operate in the corridor, but hours of operation and routes prevent some workers from getting where they need to go. During stakeholder interviews, employers noted that some of their workers could not regularly complete shifts as scheduled because they needed to catch the last bus of the evening.

To address some of these challenges, corridor communities should promote alternative forms of public transportation like Pace's Vanpool Program to local employers and businesses.

The Vanpool program seeks to address gaps in the transit system and ensures that people can get to their destination. To adapt to work schedule changes caused by the COVID-19 pandemic, Pace has made recent strategic changes to this service to better serve less frequent commuters and hybrid workers in addition to workers that may commute every day.

Corridor communities should utilize the local Chambers of Commerce to promote this program to employers and employees within the corridor.

Strategy 2.4: Coordinate with local economic development organizations, Pace, and private employers, to explore first and last mile connections between the corridor's employment centers and nearby transit options

Like the challenges outlined in the above strategy, there is a gap in transit service between nearby Metra rail stations and the corridor's office buildings and retail employment centers. Employers are looking for locations that are well connected to transportation amenities so that their workforce has multiple commuting options and is not reliant on the availability of a private vehicle.

Corridor communities should coordinate with Pace, local economic development organizations, and private employers to explore first and last mile connections between nearby transit options, and employment centers. Pace, in collaboration with the corridor communities, could take a lead on

identifying potential markets and demand for first and last mile connections to employment centers and help develop appropriate solutions. Connections to the future Pace Pulse line should also be considered.

In recent years, several employers in Oak Brook participated in a pilot partnership with Lyft that offered employees a transportation option to nearby Metra stations. In total, 3,102 customer trips were served to or from Oak Brook properties over the two-year long pilot. This pilot, however, was conducted prior to the COVID-19 pandemic, and current office utilization rates within the corridor have changed. Studying the new market demand for first and last mile connections to transit services may lead to more appropriate solutions.

Following the study, property owners and employers should promote the last-mile connection as a building amenity and should consider offering transit benefits that would incentivize employees to utilize the service. Enhanced public transportation access to the corridor's employment centers could attract additional workers to the area and reduce the amount of traffic congestion within the corridor.

Case Study: [Pace VanGO and On-Demand Service in Naperville-Aurora](#)

Pace recently announced two new initiatives that address the first and last mile connection challenge. The VanGO pilot program, currently operating in Lake County, is a service that enables drivers and passengers to reserve a spot in a van for the next business day. This new pilot program provides additional first and last mile transit options for commuters traveling from either the Lake-Cook Metra Station (in Deerfield) or the Lake Forest (UP-N) Metra station to nearby work locations. The self-service transportation option allows commuters to reserve and drive Pace-owned Dodge Grand vans to travel to work locations within a designated geographic boundary.

Additionally, Pace has recently expanded its Naperville-Aurora On-Demand Service. The service zone has been doubled to serve more of the Naperville area. The weekday shared-ride resource operates within ten designated service areas throughout the region. The service is open to the public, so anyone traveling within one of the On-Demand Zones can book a trip and ride the service.

Implementation Matrix

Recommendation	Strategy	Lead Implementers	Potential Funding source(s) or resources	Potential Partners	Timeframe
Recommendation 1: Improve livability of the Butterfield Road corridor	<i>1.1 Add green space and community programming near residential developments by adapting underutilized surface parking.</i>	Corridor Communities	BID funds, local economic development incentives ITEP	Area landlords, business owners, area residents	Short-term (less than 2 years)
	<i>1.2 Improve the pedestrian infrastructure near current and future residential development</i>	Corridor Communities		IDOT, private development community	Mid-term (2-5 years)
	<i>1.3 Attract and retain additional businesses that serve residents</i>	Corridor Communities	TIF/BID funds	Local economic development organizations	Long-term (5+ years)
Recommendation 2: Enhance the area's housing choices and access to the corridor's amenities	<i>2.1 Ensure that there is a balance of housing types and prices near the Butterfield Road corridor</i>	Corridor Communities	N/A	Private development community, homeowners' associations, IHDA	Long-term (5+ years)
	<i>2.2 Enhance connectivity between nearby residential centers and the Butterfield Road corridor through improved traffic safety, trails and side paths, and enhanced bus services</i>	Corridor Communities	TAP-L CMAQ ITEP	IDOT, Pace development community, area landlords	Long-term (5+ years)
	<i>2.3 Engage the local Chambers of Commerce and economic development organizations in promoting the Pace Vanpool Program to local employers and businesses</i>	Corridor Communities	Pace Vanpool Program	Chambers of Commerce, Pace	Short-term (less than 2 years)
	<i>2.4 Coordinate with local economic development organizations and private employers, to explore first and last mile connections between the corridor's</i>	Corridor Communities	RTA Last-Mile Mobility Pilots Report	Private employers, office property owners, RTA, Pace, local economic development	Mid-term (2-5 years)

Implementation Matrix

	<i>employment center nearby Metra stations</i>			organizations, chambers of commerce	
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Parks and Open Space

Goal: Ensure that residents and employees of the corridor have access to parks and open space

Key Takeaways:

- According to CMAP's access to parks index, parks access in the study area is lower than the recommended 4 acres of park space per 1,000 residents for communities of similar size.
- Although several parks exist near the study area, residents have stated that accessing them by walking or biking is difficult.
- Many stakeholders would like to see more green space incorporated near the area's new and proposed residential developments.

Recommendation 1: Incorporate green space throughout the Butterfield Road corridor

Throughout the community outreach process, stakeholders have expressed a desire for more green space in the area. There are opportunities to increase the amount of green space through pocket parks and green infrastructure, especially near new residential development and within underutilized surface parking. Incorporating more green space within the corridor can not only improve quality of life but can also help mitigate stormwater and reduce the cost of expensive stormwater infrastructure for developers.

Strategy 1.1: Encourage property owners and developers to incorporate green infrastructure, such as bioswales, trees, and raingardens into underutilized surface parking

Impervious surfaces, like parking lots, make up about 87 percent of the study area's current land cover. Aside from increasing the land surface temperatures, impervious surfaces also increase stormwater runoff and flooding issues. Reducing the amount of paved surfaces by incorporating green infrastructure and planting more trees can help make these areas more pleasant for pedestrians, mitigate stormwater runoff, and reduce the cost of expensive stormwater infrastructure for developers. Incorporating green infrastructure, especially in underutilized parking lots, should be encouraged when considering redevelopment projects.

The [DuPage County Stormwater Ordinance](#) requires the incorporation of best management practices into development projects, which aim to minimize the impact of stormwater runoff rates and volumes. Incorporating green infrastructure, especially in underutilized parking lots, should be encouraged when considering redevelopment projects.

Green infrastructure elements, such as stormwater planters or bioswales, are broad vegetated channels used for movement and temporary storage of stormwater runoff. These channels are often planted with deep-rooted native vegetation that can reduce the rate and volume of runoff. Sometimes bioswales also include trees, which can further aid stormwater retention, and provide shade for pedestrians.

Example of parking lot green infrastructure elements



Source: City of Boulder

For bioswales between 9 feet and 16 feet wide, the construction cost for a bioswale is around \$58 per linear foot in length.¹ Maintenance costs should also be taken into consideration when budgeting for these types of improvements. The maintenance required for a stormwater planter or bioswale includes watering, trash and debris removal, mulch replacements, as well as weeding and annual trimming of native plants.

Corridor communities should consider using development incentives to encourage the incorporation of more green infrastructure and trees into redevelopment projects. Examples of possible incentives include expedited permitting, reduced stormwater requirements and increases in floor area ratios. Other incentives could include grants that help the developer or property owner finance the green infrastructure projects. Possible funding sources include the [Green Infrastructure Grant Opportunities \(GIGO\)](#) program from the Illinois Environmental Protection Agency, as well as the DuPage County [Water Quality Improvement Program Grant](#).

Strategy 1.2: Encourage developers to include publicly accessible green space in redevelopment projects, especially near office and residential redevelopments

Community outreach results show that stakeholders want more green space within the study area. Currently, residents within the study area have access to 2.39 acres of park space per 1,000 residents, which is lower than the recommended standard (4 acres) for communities of similar size and density. Because of the built-out nature of the study area, future redevelopment and infill projects present an opportunity for incorporating more publicly accessible green space.

With the influx of new multi-family residential developments, and the potential of adding hundreds of new residents to the area, many stakeholders see the need for more public green spaces within the corridor. Although some of the new residential developments include private green spaces, there is a

lack of public green space or pocket parks for community members to enjoy. One way to add these community amenities is to incentivize developers to include publicly accessible green spaces within redevelopment projects.

Potential incentives include a reduction in project permit fees or a streamlined permit approval process for developments that include public green space. Corridor communities could also consider incorporating public green space into financial incentive agreements during the redevelopment process.

Case Study: Yorktown Reserve Commercial Plaza

The commercial open space plaza that is part of the Yorktown Reserve project is a great example of a public green space amenity. This redevelopment of a vacant Carson's building to multi-family and commercial redevelopment will feature a public plaza that can host community events and provide a green space amenity for the area's residents and visitors.

Strategy 1.3: Work with IDOT to assess the feasibility of landscaped medians along Butterfield Road, where appropriate

Throughout the outreach process, stakeholders have expressed the desire for landscaped medians along Butterfield Road. Many pointed to the landscaped medians near Butterfield Road and Naperville Road as an example of what they would like to see in the study area. Adding vegetation, such as native plants, to the corridor's medians can enhance the overall appearance of the corridor, and its adjacent properties.

Because Butterfield Road is under the jurisdiction of IDOT, corridor communities should coordinate with the agency on assessing the feasibility of adding landscaping to the existing medians from 22nd Street to I-355. Landscaped medians already exist along 22nd Street and extending the landscaping into the study area could give the corridor a more welcoming appearance. Landscaping should include plants that are low maintenance, can tolerate road salts, and do not cause visibility problems for drivers or pedestrians.

Examples of landscaped medians along Butterfield Road near Naperville Road



Recommendation 2: Increase pedestrian and bicycle access to nearby parks and open space

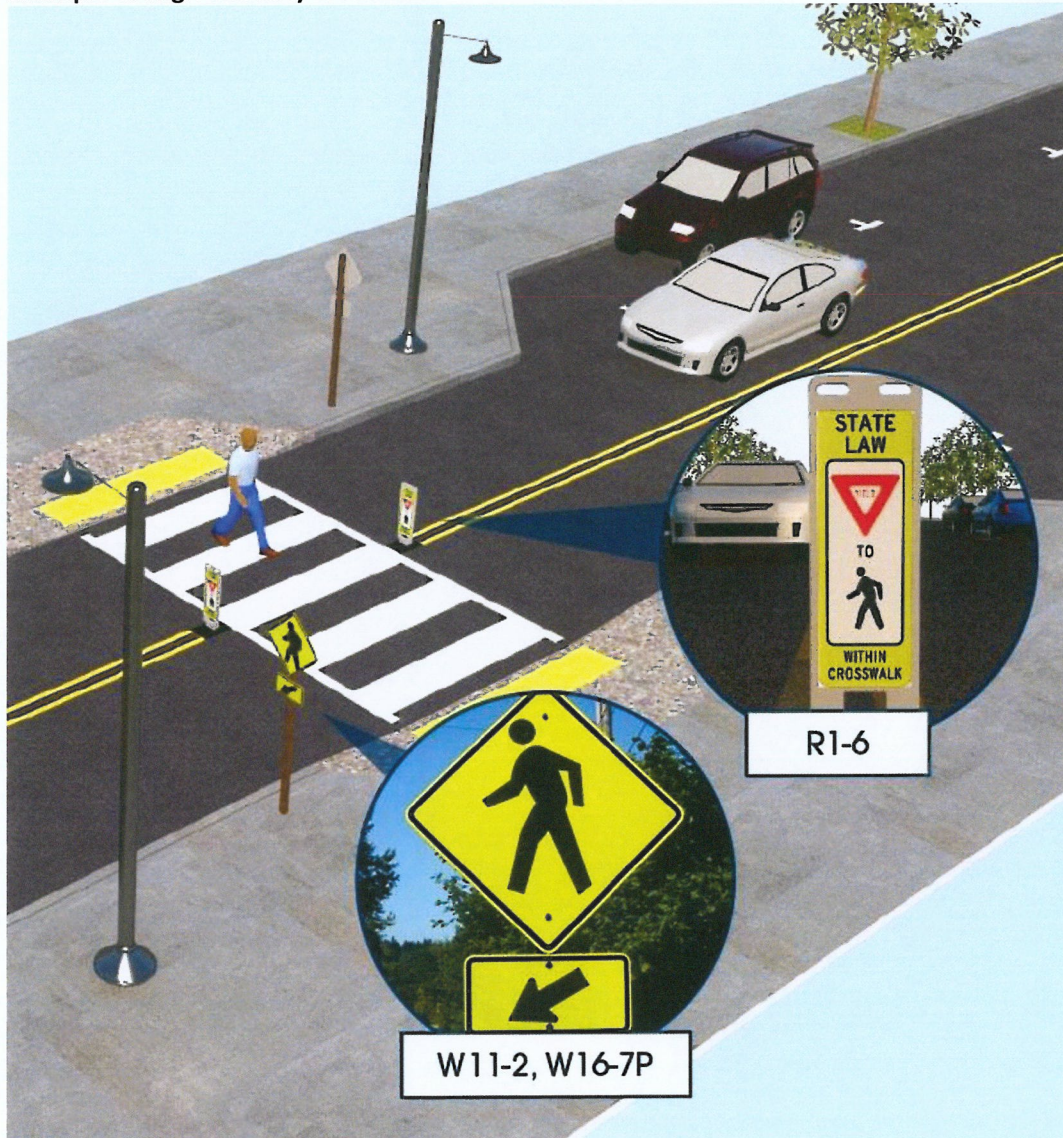
Currently there are no public parks within the study area, but there are several parks and forest preserves close by. Although these parks are not far from the corridor, many residents noted that accessing them by walking or biking is difficult. Adding more pedestrian and bicycle connections to these amenities can enhance the quality of life for the corridor's growing residential population.

Strategy 2.1: Add a high visibility mid-block crosswalk with advanced pedestrian crossing sign at 22nd St and Elizabeth St

The corridor's residents want to see better bicycle and pedestrian connections to local parks like Four Season's Park. Some stakeholders noted that current park access points at Finley Road or Main Street do not provide a pleasant bicycle or pedestrian experience due to the speed of roadway traffic.

A solution is adding a mid-block crosswalk at 22nd Street and Elizabeth Street that connects the current multi-use paths along both streets and increases bicycle and pedestrian access to the park. To ensure pedestrian safety at this mid-block crossing, a high-visibility crosswalk should be provided. High visibility crosswalks use striping that is visible to pedestrians and drivers from farther away than traditional parallel line crossings. In addition to high-visibility markings, a pedestrian yield or stop sign should be installed 20 -50 ft in advance of the crosswalk to warn drivers of pedestrians.

Example of High Visibility Crosswalk



Source: FHWA, 2018.

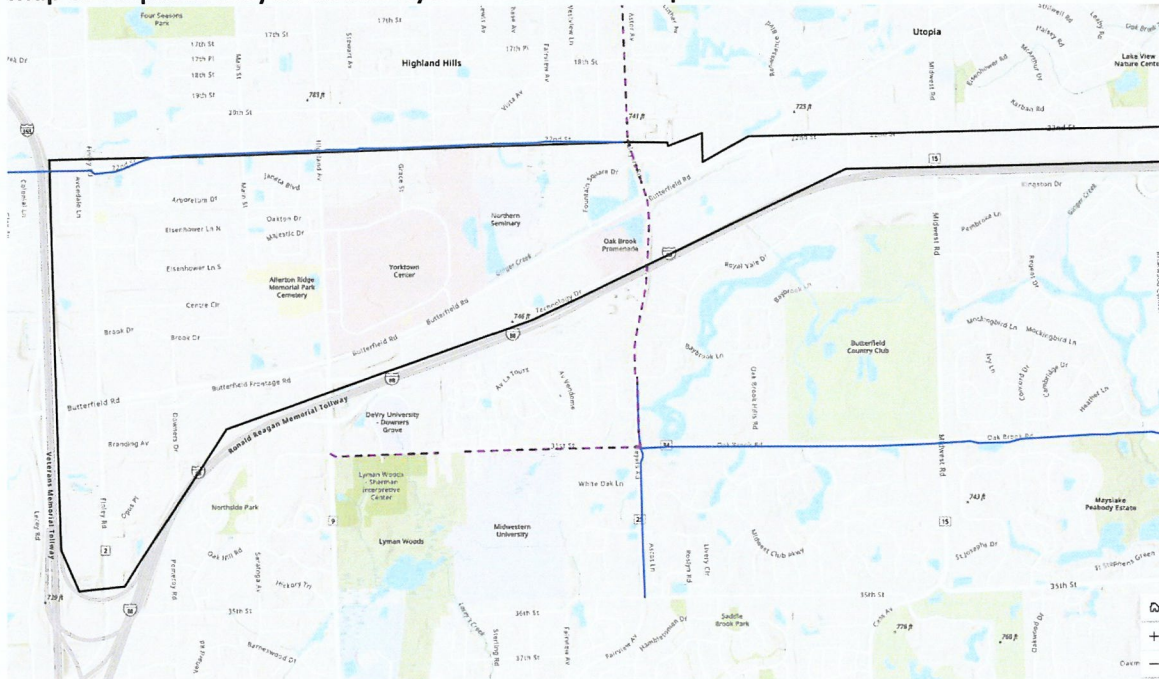
According to the FHWA, an average cost of high visibility crosswalks is \$2,540 and the average cost of an advance stop/yield sign is \$300. Potential funding sources for these pedestrian improvements include municipal capital improvement funding, as well as state funding like the [Illinois Transportation Enhancement Program \(ITEP\)](#).

Strategy 2.2: Support the development of a bike path along Meyers Rd from Butterfield Road to 31st St, which would provide access to Lyman Woods

One of the nearby open space amenities that has limited bicycle access is Lyman Woods. Butterfield Rd and I-88 are a barrier to bicyclists trying to access this destination from the study area.

Meyers Road is under the jurisdiction of the DuPage County Department of Transportation. The County is currently working on bicycle infrastructure improvements south of the study area along 31st Street from Meyers Road to Highland Avenue. In the next several years, the County also plans to undertake bicycle and pedestrian improvements along Meyers Road and the Meyers Road bridge, located within the study area. These proposed enhancements would connect the study area to already existing bicycle amenities to the south. Corridor communities should support the development of a bike path along Meyers Road, which can help connect local bicyclists to nearby open space amenities and support larger County-wide bicycle infrastructure goals.

Map of Proposed Meyers Road Bicycle Infrastructure Improvements



Source: CMAP

Strategy 2.3: Support the proposed East Branch DuPage River Trail to enhance bicycle and pedestrian connections to Hidden Lake Forest Preserve and Morton Arboretum

Morton Arboretum and Hidden Lake Forest preserve are important open space amenities for the corridor's residents. Many would like to access these natural areas by biking or walking; however, access from the corridor is currently limited. A proposed regional trail could offer better multi-modal connections for the study area's current and future residents.

The East Branch DuPage River Trail is a planned 28-mile regional trail that would offer an off-street path for residents west of I-355. The DuPage County Department of Transportation has been working on trail alignment studies, including one that would provide a trail connection at Butterfield Rd and IL-53 (just west of the corridor plan study area).

As DuPage County DOT continues to identify feasible trail alignments to construct in future years, the corridor communities should support the proposed East Branch DuPage River Trail. This includes providing better bicycle amenities along 22nd Street, from Meyers Road to Finley I-355, that could improve bicycle and pedestrian safety under the I-355 viaduct and access to the proposed trail.

Implementation Matrix

Recommendation	Strategy	Lead Implementers	Potential Funding source(s) or resources	Potential Partners	Timeframe
Recommendation 1: Incorporate green space throughout the Butterfield Road corridor	<i>1.1 Encourage property owners and developers to incorporate green infrastructure, such as bioswales, trees, and raingardens into underutilized surface parking</i>	Corridor Communities	IEPA Green Infrastructure Grant Opportunities (GIGO) program DuPage County Water Quality Improvement Program Grant	Property owners, developers, DuPage River Salt Creek Workgroup	Mid-term (2-5 years)
	<i>1.2 Encourage developers to include public green space in redevelopment projects, especially near office and residential redevelopments</i>	Corridor Communities	Local economic development incentives	Developers	Mid-term (2-5 years)
	<i>1.3 Work with IDOT to assess the feasibility of landscaped medians along Butterfield Road, where appropriate</i>	Corridor Communities	Illinois Transportation Enhancement Program (ITEP)	IDOT	Mid-term (2-5 years)
Recommendation 2: Increase pedestrian and bicycle access to nearby parks and open space	<i>2.1 Add a high visibility mid-block crosswalk with advanced pedestrian crossing sign at 22nd St and Elizabeth St</i>	Village of Lombard	Illinois Transportation Enhancement Program (ITEP)		Short-term (less than 2 years)
	<i>2.2 Support the development of a bike path along Meyers Rd from Butterfield Road to 31st St, which would provide access to Lyman Woods</i>	DuPage County DOT	CMAQ	Corridor communities, local bike advocacy groups	Mid-term (2-5 years)

Implementation Matrix

	2.3 Support the proposed East Branch DuPage River Trail to enhance bicycle and pedestrian connections to Hidden Lake Forest Preserve and Morton Arboretum	DuPage County DOT	CMAQ	Corridor communities, local bike advocacy groups	Long-term (5+ years)
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