



Naperville



# Ogden Avenue Corridor Enhancement Initiative



February 6, 2008

prepared by Houseal Lavigne Associates  
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## Organization of the Plan

The *Ogden Avenue Corridor Enhancement Initiative* is organized into the following sections:

### **Section 1 – Introduction & Overview**

This section introduces and highlights the purpose of the Plan. A brief overview of the Corridor history and current conditions frames the need for the Plan. The Planning Process is described, including the extensive community outreach activities. Finally a Summary Plan of the Corridor compiles the recommendations of the *Ogden Avenue Corridor Enhancement Initiative*.

### **Section 2 – The Corridor Vision**

This section includes the original Vision Statement for the *Ogden Avenue Corridor Enhancement Initiative* adopted in May 2006 and describes how the vision has developed since, based on feedback received throughout the planning process. It also describes the previous efforts that led to the development of this Plan.

### **Section 3 – Framework Plan & Policies**

This section includes a summary of Corridor-wide recommendations, including an overview of the market analysis conducted as part of the planning process. It includes plans for addressing land use and development issues, transportation and pedestrian enhancements, as well as streetscape treatments and recommendations for improving the image and appearance of the Corridor. The framework

provides highlights and key recommendations, developed further in the following three sections.

### **Section 4 – Transportation & Circulation Plan**

This section contains an overall Transportation & Circulation Plan along with detailed graphics to illustrate recommended plans and policies to upgrade and improve the vehicular and pedestrian experience within the Corridor.

### **Section 5 – Land Use & Development Plan**

This section contains an overall Land Use & Development Plan and detailed redevelopment scenarios to illustrate the planning and policy recommendations regarding land use, zoning, regulations and redevelopment in the Corridor.

### **Section 6 – Image & Identity Plan**

This section contains plans and illustrations depicting improvements, public and private, that will enhance the appearance, image and identity of the Ogden Avenue Corridor.

### **Section 7 – Implementation Strategies & Action Plan**

This section highlights the steps and actions necessary to begin the process of plan implementation of this *Ogden Avenue Corridor Enhancement Initiative*. Public and private sector actions are included in this section since both parties need to act in concert with one another to address the plan recommendations.

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# 1 Introduction & Overview

*The Ogden Avenue Corridor Enhancement Initiative was designed to serve Naperville, its business and development community along Ogden Avenue and the customers and residents that use the Corridor for travel and services. The Plan strives to enhance the character and sense of place of Ogden Avenue, while increasing economic viability and improving the sustainability of this service business and retail Corridor. The Plan was developed through an interactive planning process that involved the entire community, including elected officials, appointed officials, various boards and commissions, residents, businesses, other agencies and organizations.*

*Naperville has recognized the need to develop a plan for Ogden Avenue to maintain it as a vital business Corridor and an asset to the community. This Ogden Avenue Corridor Enhancement Initiative represents a timely and insightful initiative, led by concerned leaders, responding to the factors that threaten the role and value of the Ogden Avenue Corridor to the community.*



## Background to the Plan

In May of 2006 City Council adopted a vision statement developed by a group of business and land owners, along with Naperville Development Partnership staff and City Transportation Engineering and Development Department staff. The vision acknowledged a need for enhancement and improvement along Ogden Avenue between Naper Boulevard and Washington Street within the limits of the City of Naperville. Additional background about the original initiative is described further in *Section 2 – The Corridor Vision*. Following from that effort, this *Ogden Avenue Corridor Enhancement Initiative* planning process revealed and/or confirmed the issues and opportunities faced in the Ogden Avenue Corridor study area, including:

- Navigation and business visibility
- Traffic circulation and business accessibility
- Corridor appearance
- Long-term vacancies
- Maintaining/increasing the economic viability of the Corridor
- Mix and service nature of businesses
- Increase pedestrian/cyclist friendliness of the Corridor

- Protect nearby residential neighborhoods

The *Ogden Avenue Corridor Enhancement Initiative* addresses these and other issues, challenges, and opportunities confronting the Corridor. This Plan serves as a foundation for community policies and decision-making, and assists City staff, appointed officials, and elected officials when considering future land use, development, and other private and public projects and improvements.

## Purpose of the Plan

Overall, the purpose of the Plan is to sustain the success of Ogden Avenue as an important and necessary business Corridor. There are a number of ways in which the Plan will serve in achieving this goal:

- The *Ogden Avenue Corridor Enhancement Initiative* is the official plan for the City of Naperville and its stakeholders to use in enhancing and redeveloping property and infrastructure along Ogden Avenue, east of Washington Street. Effective implementation of the Plan will require the cooperation and initiative of the City and private property owners.
  - The *Ogden Avenue Corridor Enhancement Initiative* summarizes the results of a 17-month planning process in Naperville, and incorporates much of the material included in previous interim reports, both in the body of the main plan and the appendices. All previous interim reports remain on file at the City.
  - The *Ogden Avenue Corridor Enhancement Initiative* is Naperville’s official policy guide for physical improvement and development in the Ogden Avenue Corridor. It considers not only the immediate needs and concerns of the community, but provides guidance to the City and
    - property owners encouraging improved development patterns that will sustain business for years to come.
- The *Ogden Avenue Corridor Enhancement Initiative* will assist the City in protecting important existing nearby residential neighborhoods, coordinating property enhancement and redevelopment, and establishing a strong and positive community image and identity within the Corridor.
- The *Ogden Avenue Corridor Enhancement Initiative* provides guidance in several major categories that most impact the Corridor, its appearance, its businesses, and its users. The Plan includes recommendations for the use of land; the movement of vehicles and pedestrians; and improvements to the character, image and identity of this gateway Corridor.
- The *Ogden Avenue Corridor Enhancement Initiative* establishes the “ground rules” for private improvement and development. It provides the framework by which City staff, the Plan Commission, and City Council can review and evaluate private development proposals. The Plan also provides a guide for public improvements and can help to ensure that local dollars are spent wisely on enhancements that bring about the desired change. Although the
  - document is the official plan for the Corridor, variations from it may be considered since it is intended as a guide.
- The *Ogden Avenue Corridor Enhancement Initiative* provides the basis for updates to zoning and other development regulations, and direction and rationale for capital improvement plans, all of which should be used to implement planning policies and recommendations. These were informed by analysis of the market and physical conditions in the Corridor.
- Finally, The *Ogden Avenue Corridor Enhancement Initiative* serves as an important marketing tool to promote Ogden Avenue’s unique assets and advantages, and indicates to property and business owners that the City of Naperville welcomes enhancement and redevelopment opportunities.

## The Study Area

The study area for the *Ogden Avenue Corridor Enhancement Initiative* consists of “East” Ogden Avenue, the area between Washington Street and Naper Boulevard. It includes all properties fronting both the north and south sides of Ogden Avenue along this segment of the Corridor and also includes immediately adjacent commercial development that fronts on intersecting streets within the first full block face.

East Ogden Avenue is a major arterial roadway under the jurisdiction of the Illinois Department of Transportation (IDOT) and the existing development pattern is mostly auto-oriented. Although many traffic concerns exist, one of

the most significant is the concern with regard to the difficulty of property ingress and egress (access). In addition, there is a notable absence of meaningful pedestrian amenities, making it difficult to navigate for pedestrians and cyclists. Opportunities exist for improved architectural quality, character, and consistent streetscaping. As a gateway Corridor into the City of Naperville, and important route to downtown Naperville, the appearance of the Corridor has been cited as a community concern.

The nearly 300 service, restaurant, retail and office uses that make up the business community on East Ogden Avenue rely upon the high volume of traffic and the variety of

business offerings to attract customers. The composition of businesses is due in large part to parcel sizes, relatively flexible B3 (General Business District) zoning, and convenience/benefit of being located along a highly traveled roadway with good visibility.

A detailed review of the existing conditions of the Corridor is included in the *Appendix – Existing Conditions*. The Study Area for the *Ogden Avenue Corridor Enhancement Initiative* is illustrated on the following page.



*The study area is characterized by developed parcels, some on a more residential scale, while some larger shopping centers.*



## STUDY AREA

The study area for the *Ogden Avenue Corridor Enhancement Initiative* consists of “East” Ogden Avenue, the area between Washington Street and Naper Boulevard. It includes all properties fronting both the north and south sides of Ogden Avenue along this segment of the Corridor and also includes immediately adjacent commercial development that fronts on intersecting streets within the first full block face.

The nearly 300 service, restaurant, retail and office uses that make up the business community on east Ogden Avenue rely upon the high volume of traffic and the variety of business offerings to attract customers. The composition of business is due in large part to the generally large parcel sizes on the east end, a relatively flexible zoning district, and the convenience/benefit of being located along a highly traveled roadway with good visibility.

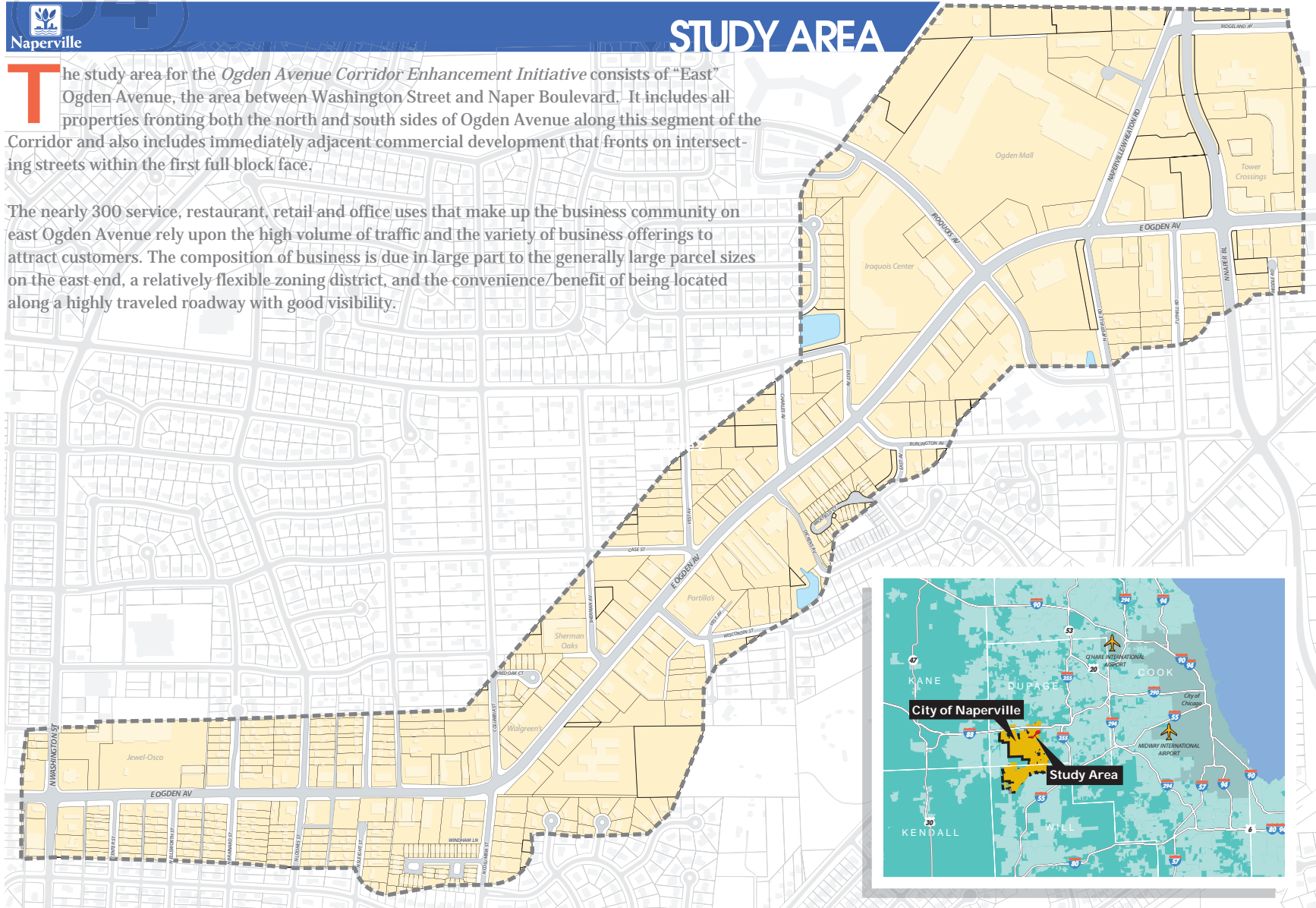


figure 1

## Chicago Suburbanization & Its Early Commercial Land Use

Chicago's earliest suburbs were compact, required close proximity to train stations, and relied on the railroad for connection to Chicago. The advent of the streetcar in the early 1900's permitted early sprawl, allowing communities to grow along streetcar tracks that radiated from a central railroad station usually within the traditional downtown. The streetcar allowed these suburban cities to accommodate much more housing. Residents left Chicago seeking a more rural lifestyle in these new suburban communities. Soon after, businesses and industries relocated from the city to move closer to their customers and workforces.

In 1908, Henry Ford unveiled the mass produced Model T, and with the introduction of the automobile, people were no longer confined to rail lines and walking distance to streetcar tracks. The automobile, tract housing, federally backed mortgages, the 1956 Interstate Highway Act, and the Veteran's Administration offering returning veterans even lower mortgages with little or no money down, formed a cumulative effect that was the rapid suburbanization of America's cities, including the City of Chicago.

It is said that the businesses, retailers and offices located in the suburbs in waves. The first major wave was development of retail uses in the 1960's with a small amount of office and hotel uses. The second wave occurred in the 1970's and continued the development of office and retail clusters, at lower densities, and catered almost exclusively to the automobile. Freestanding office or retail structures surrounded by parking typifies the development pattern associated with the second wave. The third and fourth waves occurred in the 1980's and 1990's respectively. These waves consisted primarily of campus like office complexes located primarily along freeways.

Eastern Ogden Avenue, like most suburban business districts, was built on a foundation of inexpensive land, easy access, and a plentiful supply of labor and customers. As these suburban business districts age, these resources are in shorter supply and new development approaches are necessary. Many districts that do not modify their approach often fall into a period of decline. Factors related to aesthetics and access contribute to their decline such as uninspired low-rise buildings, sterile parking lots, lack of landscaping, traffic congestion, lack of connectivity, and lack of pedestrian amenities.



Land use, development patterns, and appearance of suburban corridors have a similar appearance throughout Chicagoland. These areas of Roosevelt Road have a similar auto-oriented character as Ogden Avenue.

## The Need for the Plan

Ogden Avenue has been, and remains, a significant part of Naperville's economy. However, it is important to understand that there is a great deal of competition amongst retail and service corridors in the region. Ogden Avenue should continue to be a place where businesses can thrive. This Plan has provided an opportunity to assess issues that threaten the Corridor's long-term economic vitality. As an important gateway into Naperville with a well established commercial development history, the city, residents and business owners want Ogden Avenue to be a place where existing businesses want to remain and reinvest, as well as, a place to attract new business development. In order for these things to happen, Ogden Avenue also needs to be a place where customers want and choose to do business. The Plan identifies steps that can be taken to ensure that the Ogden Corridor remains competitive.

Today, Ogden Avenue is virtually indistinguishable to a casual observer as it routes through Naperville, Lisle, Downers Grove, Clarendon Hills, Westmont, Hinsdale, LaGrange, Brookfield, Riverside and Berwyn. Roosevelt Road, 22nd Street, Butterfield Road, LaGrange Road, Algonquin Road, Green Bay Road are examples of other roads in the region facing very similar, if not identical, challenges. Each of these commercial corridors was developed similarly, during the suburbanization of Chicago. The Ogden Avenue Corridor,

between Washington Street and Naper Boulevard, is a typical suburban business district encompassing:

- a variety of free standing uses with little or no integration or relations among uses;
- a transportation system that is automobile oriented and not friendly to pedestrians; and
- an absence of civic identity or sense of place.

The study area, like many other suburban commercial corridors, lacks qualities that are increasingly in demand in today's real estate market. Such sought after qualities include:

- sizeable parcels with adequate customer parking and commercial loading areas;
- efficient signage;
- attractive architecture and landscaping;
- easy access to and between parcels; and
- a mix of uses, including anchor retail/commercial tenants that make commercial districts a destination for shoppers.

Therefore the need for the Plan is to assist the City in promoting and providing for the desirable business atmosphere.

## About Ogden Avenue – U.S. Highway 34

*In the early 1800's, Fort Dearborn was built near Lake Michigan at the mouth of the Chicago River at an intersection where several major Indian trails led early settlers and traders to the west. Horse drawn covered wagons carried families and their belongings along these muddy trails. Using the many oak trees growing in DuPage County, these trails were later constructed with logs cut into planks. The southwestern Plank Road from Chicago to Naperville was completed in 1851. Always a major by-way to the West, it was renamed Ogden Avenue after the first mayor of Chicago in 1872, and later became Highway 34 and part of the United States Highway System extending from Berwyn, Illinois to Granby, Colorado.*

*William B. Ogden (1805-1877), the route's namesake, was the author of the City of Chicago's first charter as well as the first mayor. He is still credited for seeing Chicago through the depression of 1837, for being the principal in the nation's first transcontinental railroad and for donating the land for Rush Medical Center, among other credits. He began his life and later his real estate and political career in New York state, but found himself drawn to Chicago during the land rush in the mid-1830's.*

*Locally, Ogden Avenue crosses the City of Naperville, connecting the Village of Lisle on the east to the City of Aurora on the west. As a roadway serving both local and regional transportation needs, it is not surprising that 38,000 vehicle trips per day make it one of the busiest streets in the City of Naperville.*



## The Planning Process

The planning process for the Ogden Avenue Enhancement Initiative included a multi-step work program over a period of approximately 17 months, from August 2006 to January 2008. The planning process involved extensive citizen participation and outreach, in an effort to strengthen community stewardship for the Plan. An Oversight Advisory Committee (OAC) was formed to work with City staff and the Consultant Team throughout the process. The OAC was comprised of 15 individuals including representatives of the business community, Naperville Development Partnership (NDP), the Plan Commission, the Transportation Advisory Board (TAB), and at-large residents.

The planning process began with identifying community issues and concerns and analyzing existing conditions, through several public meetings, surveys, market analysis and field reconnaissance. When the larger issues were clear, the Consultant Team began developing planning concepts, which they presented to the City staff, the OAC and the public to assist in evaluating alternative plans and policies. Once a preferred plan and framework policies were created and endorsed by the public, the Consultant Team prepared this final plan document, implementation strategies, as well as an Appendix detailing materials from the entire process.

The planning process produced two interim reports. The first, titled *State of the Corridor Report* (dated June 2007) reviewed the existing conditions of the study area, including land use and development patterns, zoning districts and regulations, transportation and circulation, architecture and signage, as well as landscape and streetscaping. The second interim document, titled *Issues & Opportunities Report* (dated June 2007) captured the local attitudes regarding the Ogden Avenue Corridor obtained from various workshops, interviews, and surveys conducted during the planning process. The report also included the Consultant Team's assessment of the issues impacting the long-term viability of the Corridor, as well as exciting opportunities to be pursued. Overall, it summarized major issues and opportunities to be addressed in this Plan. These interim documents, available for reference at the Naperville Municipal Center, provide a basis for the focus of this Plan and its recommendations.

## Community Outreach

A variety of community outreach efforts were undertaken by the Consultant Team & City staff to involve property owners, business persons, City residents, elected and appointed officials, and other stakeholders in the planning program. These outreach efforts provided the Oversight Advisory Committee (OAC), City staff and the Consultant Team with important insight on Corridor issues, concerns and opinions from residents, community leaders, the business community, and other participants. This section provides a brief overview of the many outreach activities undertaken and highlights some of the responses given by attendees. A detailed summary of the results from each activity is contained in the *Appendix A - Community Outreach*.

Opportunities for participation were provided at multiple points throughout the planning process, including presentations, small focus group discussions and an open house, among others. Significant effort was put forth by City staff to notify and include the public and business owners and operators in the planning process with a project web page, direct e-mail, media releases and mailings. Participation by the public and business community was important and consistent throughout the process - from identification of issues to suggestions for solutions. Following are the highlights of the methods through which input was gathered.

A **Merchant Survey** for Ogden Avenue businesses was issued in the fall of 2006. An **On-Line Customer Survey** was also made



available in the fall of 2006, during which 475 surveys were completed. The results of these surveys informed this Plan and the detailed summaries are included in the *Appendix A – Community Outreach*.

**Key Person Interviews** were conducted with individuals to discuss existing conditions and future potential within the Ogden Avenue Corridor. Interviews were conducted on December 12-15, 2006 with twelve individuals who possess various interests and insights into the Naperville community and the Corridor. Persons interviewed included elected and appointed officials, business owners, prospective developers, property managers, realtors, and residents. Nearly all of the interviews described the Corridor as busy, hectic, mundane, disorderly or illogical. Visually, the Corridor was described as unattractive, dated, and visually polluted. Despite the less than favorable comments, most believed that Ogden Avenue is typical of older commercial corridors within the Chicago Region. Location, access and visibility were cited by almost every interviewee as assets and advantages for the Corridor.

A **Project Initiation Workshop** was held with the OAC and key City staff on January 18, 2007 at the Naperville Municipal Center. Issues and concerns identified as most important related to: development/redevelopment; streetscaping and appearance; traffic and circulation; property and business access; zoning and other regulations; and signage.

An **Ogden Avenue Business Workshop** was conducted with owners and managers of local businesses on January 24, 2007 at the Naperville Municipal Center. Over 300 businesses in the Corridor were invited to attend and participate in the Workshop. The Workshop encouraged participation by businesses in the Ogden Avenue Corridor. The purpose of the Workshop was to review the purpose of the Ogden Avenue Enhancement Initiative Corridor Study, the planning process to be undertaken, and the schedule for the study. The top issues and concerns confronting the Ogden Avenue Corridor according to participants of the business workshop were:

- overall traffic flow issues; congestion at A.M. and P.M. rush hours;
- clutter and inconsistency of signage;
- appearance (little visual appeal, lack of continuity, needs beautification & maintenance, aging);
- uncomfortable and difficult left turns on to and off Ogden Avenue;
- vacant buildings and lots;
- property ingress/egress issues; and
- identity as part of Naperville.

A **Community Workshop** was conducted on February 28, 2007 at the Naperville Municipal Center. Residents, students, business owners and managers, and Ogden Avenue shoppers attended the Workshop. Key issues focused upon by the participants included traffic and access, image and identity, lack of pedestrian accommodations, and appropriate Corridor

**“... the nice thing about this whole process has been how the team has worked with us and always met with us and incorporated our concerns into the Plan, which I think is very strong.”**

**- Naperville Resident as quoted in the Daily Herald, August 15, 2007**



uses and sustainable marketability. Specifics discussed at this meeting included concerns about the Columbia Street intersection, the need for more and/or better signage for streets and businesses, and a desire for a distinctive appearance along the Corridor which relates to Naperville's overall character.

A series of **Stakeholder Group Workshops** were conducted with volunteer participants on April 10 and 16, 2007 at the Naperville Municipal Center. Residents, business and property owners attended and participated in the various groups. Four different workshops were held on the two dates, each focusing one of the following topics: Land Use and Site Development, Architecture and Signage, Transportation, Circulation and Parking, and Streetscape and Beautification. By breaking the issues and concerns into smaller planning areas, participants could provide more specific concerns and input regarding the Corridor. Detailed feedback from these workshops can be found in the *Appendix A – Community Outreach*.

A **Stakeholder Meeting**, following up on topics from the April 2007 Stakeholder Group Workshops, was held on July 26, 2007. A *Naper Notice* was issued about the *Ogden Avenue Corridor Enhancement Initiative* prior to this meeting. The purpose of this meeting was to present the draft concepts of the Plan to the public and learn if the proposed concepts were capturing the public sentiment and vision based on extensive public involvement earlier in the planning process. Overall, participants agreed that the beautification of the public

parkways through landscaping and lighting, for instance, was an important project that would significantly improve the image of the area, even though most agreed that publicly funded beautification should not be the only focus of plans for the future. Participants listed several actions the City could undertake to begin implementing the proposed improvements including:

- Increased enforcement of temporary signage;
- Ordinance amendments to better accommodate redevelopment of smaller parcels in the Central portion of the Corridor;
- Sign ordinance amendments to improve visibility and through consistent sign locations;
- Work with IDOT to add parkway landscaping and possibly landscape medians in select locations;
- Encourage redevelopment of larger parcels on the East end based on the approved Plan;
- Design and installation of gateway treatments and signage;
- Improvements to street signs, including illumination, larger block numbers, and pre-intersection signage indicating the next cross street.

Feedback from this meeting, City staff and the OAC was used in the preparation of the preferred plans and final plan and policy recommendations.

An **Open House and Presentation** was held on August 14, 2007 to present not only the preferred plans for the Corridor, but the process of how these were achieved. The public had a chance to review plans in open house format and ask questions of the Consultant Team and City staff. The Open House included displays of the following: Framework Plans for Transportation, Land Use and Aesthetics; Concept Plans for the Corridor, as well as previous draft plans; and possible street cross-sections and site redevelopment configurations. After the Open House portion of the meeting, the Consultant Team presented the preferred plans, planning process and market analysis.

Two morning **Coffee Talks** were held in September 2007 to provide another informal opportunity for interested business owners, land owners, and customer to take a look at the preferred plans for the Corridor and ask questions and share ideas with the City staff.

A **Project Website** was maintained throughout the planning process by City staff with elements of the Plan and summaries of meetings provided by the Consultant Team. The Project Website was another tool to keep the public informed and involved in the process. The website included a calendar of events, workshop and meeting summaries, the market analysis and other interim reports, draft plans and recommendations, and more.

In addition to the outreach activities identified above, several other meetings were conducted with the OAC, Transportation Advisory Board, Plan Commission and City Council over the

course of the planning process and in order to approve the Plan.

The Transportation Advisory Board (TAB) and Plan Commission both had opportunities to review, comment and contribute to the Plan. TAB reviewed the proposed Plan at their regular meetings on October 13, 2007 and December 1, 2007. TAB focused their review on the transportation and circulation issues of the plan, noting a need to emphasize bicycle as well as pedestrian amenities clearly throughout the Plan. The Plan Commission reviewed and commented on the Plan at their regular meetings on October 17, 2007 and November 21, 2007. The Plan Commission indicated the plan provided a desirable land use and zoning direction for the Ogden Corridor. They requested a more proactive approach to stormwater management solutions by the City in order to assist the desired redevelopment. Input from both TAB and the Plan Commission was incorporated in the draft prior to its presentation to the City Council.

On January 15, 2008 the Naperville City Council hosted a public hearing on the Plan, as recommended by the Ogden Avenue Oversight Advisory Committee, Plan Commission and Transportation Advisory Board. No one from the public provided testimony. The City Council closed the public hearing and directed City Staff to prepare ordinances to approve the plan as an amendment to the Naperville Comprehensive Master Plan. On February 6, 2008, the City Council unanimously adopted the *Ogden Avenue Corridor Enhancement Initiative*.



## Summary of Recommendations

The *Ogden Avenue Corridor Enhancement Initiative* recommends a comprehensive approach to enhancing, redeveloping and sustaining economic viability on East Ogden Avenue through actions by private property owners and the City of Naperville. Not only do the recommendations of this Plan address the desired appearance changes, they also aim to update past practices that have created the existing built environment. The Plan suggests that the Study Area of this initiative be considered as three distinct areas of land use and functionality:

- The **East** end, between Burlington Street and Naper Boulevard is characterized by larger parcels, and the ability to attract large, national retail tenants. This area should have a stronger retail reinvestment/redevelopment focus;
- The **Central** area of the Corridor narrows to shallow-depth parcels, providing sites for restaurants, and service businesses. This portion of the Corridor should be encouraged to maintain a service mix of uses; and
- **West** of Sleigh Street the character of the parcels are similar to those in the Central Corridor. The West end should include transitional uses that have low impact on nearby residential neighborhoods.

The Plan makes recommendations about changes to the physical appearance, function, sense of place, land use, and development regulations that shape the Ogden Avenue Corridor between Naper Boulevard and Washington Street.

Key recommendations of the Plan include:

- Traffic improvements at intersections;
- An additional mid-Corridor traffic signal;
- Public signage upgrades throughout the Corridor, including illuminated street signs, visible block numbers and early-warning signs for upcoming intersections;

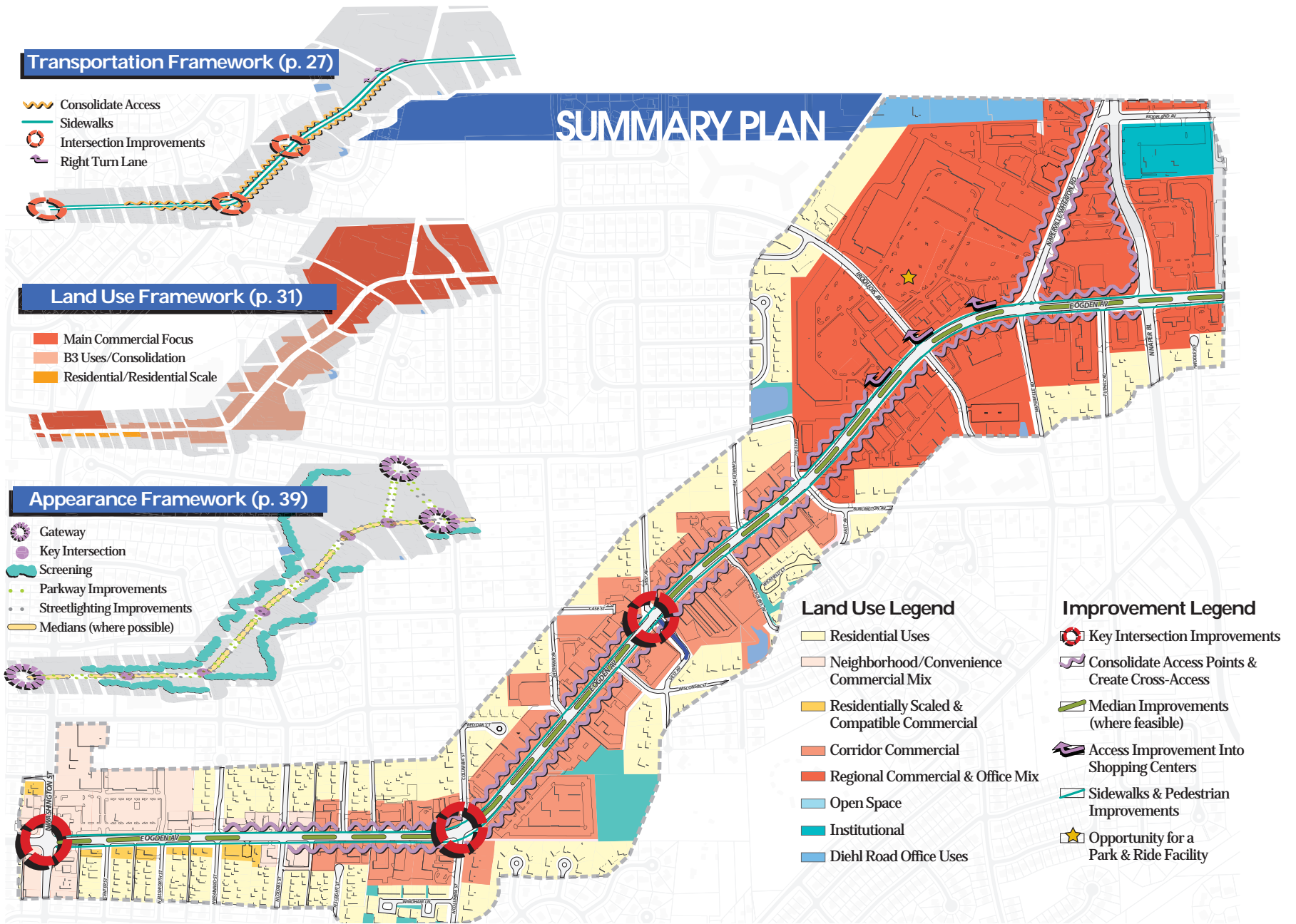


figure 2



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## 2 The Corridor Vision

*In May 2006, City Council approved the Ogden Avenue Corridor Vision Statement, which outlines Corridor challenges and opportunities. It was crafted by an ad hoc group of individuals from the Naperville Development Partnership, city staff, and members of the Ogden Avenue business community. Challenges and opportunities in the Corridor were identified for each of the five categories stated in the vision statement.*

*While maintaining the 2006 Vision Statement, the purpose of this planning process was to expand upon these issues, challenges and opportunities with the benefit of additional public and stakeholder input, market research, Corridor reconnaissance and study of past plans and projects. Following the 2006 vision statement are detailed visions, for the various elements of the Corridor, developed after the public input opportunities of this planning program.*

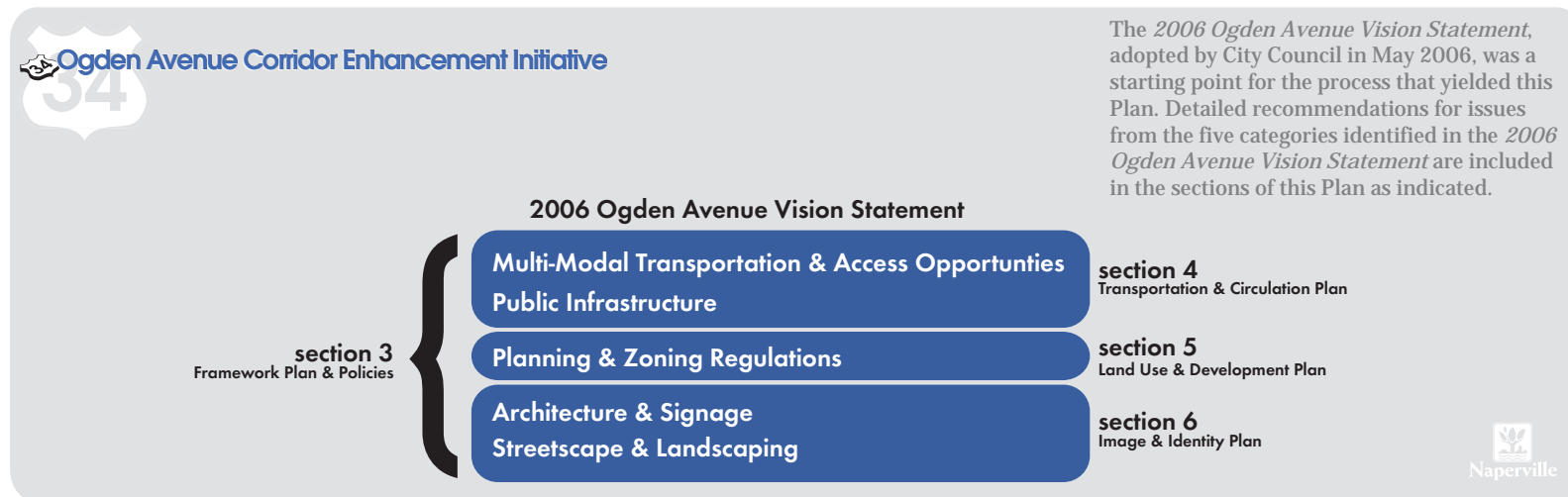


## 2006 Ogden Avenue Corridor Vision Statement

*Enhance the economic viability of the Ogden Avenue Commercial Corridor by making it a more attractive and accessible place for conducting business. To fulfill this vision the following elements should be addressed:*

- Planning and Zoning Regulations
- Multi-Modal Transportation and Access Opportunities
- Public Infrastructure
- Architecture and Signage
- Streetscape and Landscaping

The graphic below reflects how the 2006 Vision Statement has been developed and translated into the sections of the Plan moving forward.





## Detailed Vision for 2025

Based on public input and committee participation, as well as Corridor reconnaissance, a more detailed description for the Vision categories are described below.

### Planning and Zoning Regulations

The planning process of the *Ogden Avenue Corridor Enhancement Initiative* has provided a foundation for change in the Corridor, with all parties working toward redevelopment and enhancement. Retail, service businesses, offices, and restaurants are all thriving in an enhanced business climate. Zoning and other development regulation amendments have provided the needed relief for smaller parcels in the Corridor, while providing City staff, elected and appointed officials the necessary tools for achieving the quality site development, maintenance and improvements the community desires. Business owners enjoy the incentives for additional buildable area and signage, but also see the benefits of focusing on architectural, landscape and pedestrian improvements, with increased customer traffic.

### Multi-Modal Transportation & Access Opportunities

Traffic improvements at key intersections in the Corridor, coupled with access consolidation and circulation improvement between and among businesses has greatly improved the vehicular experience in the Corridor, which had previously kept some customers away from the Corridor. Pedestrian enhancements at intersections throughout the Corridor, along with incidental benches, seat walls and bike racks on public and private property, have made people feel welcome. Amenities at bus stops have made the wait more pleasant for those traveling to and from employment, restaurants and shops along Ogden Avenue. The addition of a commuter park and ride lot at the Ogden Mall has provided much-needed parking to Metra riders and had the added benefit of bringing shoppers back to the Corridor's businesses at day's end.

### Public Infrastructure

Before the City even adopted the Plan, City Council approved early policy initiatives to begin reviewing necessary infrastructure and road improvements. Understanding the cost estimates and improvement possibilities has allowed the City to plan for incremental improvements to key intersections and infrastructure, improving traffic (and business) conditions with each phase. City utilities have been moved underground, to assist in the “de-cluttering” efforts of the Initiative, and the City has worked with Com-Ed and IDOT to underground, screen and paint other utilities it does not directly control. Stormwater detention has been accommodated in redevelopment areas, some through vaulting and some through retrofitting of current best management practices.

### Architecture and Signage

Naperville's character is evident in the Ogden Avenue Corridor now due to private property owner investment in building renovations, façade improvements and new buildings replacing outdated looks in accordance with the *Citywide Building Design Guidelines*. Business visibility and ease of navigation has increased since the City made ordinance amendments to the sign code, allowing signs to be closer to the right-of-way, but all of a lower, monument style. The City also is enforcing updated temporary sign ordinances which improves the look of properties on a seasonal basis. Assistance programs available through the City and other agencies have assisted property owners with building enhancements, site improvements and signage updates.

### Streetscape and Landscaping

Perhaps one of the most evident enhancements in the Corridor is the addition of green spaces through parking, median and private property landscaping. This makes a big impact now since a palette of plants, perennials to shrubs to shade trees was established as part of the Plan. The color, year-round interest, and beauty this brings to the Corridor is striking. Other uniform streetscaping, including decorative lighting, specialty paving, planters, gateway signage/ improvements and key intersection urban design elements further unify the Corridor and project the appropriate image of the community. Driveway consolidation efforts and provisions for internal cross access between parking areas has also allowed for placement of central landscape medians without interfering with business access.





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# 3

## Framework Plan & Policies

*Naperville has exciting aspirations for the Ogden Avenue Corridor, many of which can be described as Corridor-wide goals.*

*This section of the Plan describes those recommendations that can be considered more general in nature – or those that can be applied anywhere in the Study Area.*

*The planning concepts in this Section are to be considered the top priorities for Corridor enhancement, although additional planning recommendations follow in Sections 4-6. This Framework Plan and its policies are the foundation to progress in the Corridor.*



## Framework Overview

The framework policies address many of the issues and opportunities identified through the planning process. Since the physical and economic environment of the Ogden Avenue Corridor is complex, so are the solutions. For instance, each of the proposed solutions may address more than one issue, and conversely overcoming any one issue may not be accomplished by one policy or project. Despite this, the framework recommendations are organized in the following categories, some with obvious relationship to multiple issues:

- Transportation & Circulation
- Land Use & Development
- Image & Identity

Additionally, it is important to reflect upon the existing conditions of the Corridor when considering the general policies and plans recommended for the Corridor. On the one hand, the existing land uses provide a starting point from which to “fine tune” a successful mix of businesses, whereas the current appearance of the Corridor seems a counterpoint to beautification recommendations. For detailed illustrations and information on current Corridor conditions refer to *Appendix B – Existing Conditions*. The market conditions and projections developed as part of the planning process are synthesized with the recommendations of the Plan, although the full analysis is included in *Appendix C – Market Analysis*.

Finally, the planning framework lays out the planning recommendations under all redevelopment scenarios for the Corridor. Whether portions of the Corridor dramatically reorient and consolidate, are enhanced or simply redevelop, the recommendations below are expected to remain largely unchanged. In other words, they are the framework allowing for the best opportunity for enhancement and revitalization of the Ogden Avenue Corridor.

## Corridor Subareas

The Corridor can be divided categorically into three distinct areas – east, central and west. Below are the descriptions of those areas and how they functionally and physically differ.

The **East** end, between Burlington Street and Naper Boulevard is characterized by larger parcel sizes, a stronger retail focus, including several shopping centers and a stronger connection to I-88.

The **Central** area of the Corridor narrows to shallow-depth parcels, providing sites for restaurants, and service businesses. This portion of the Corridor should be encouraged to maintain a service mix of uses, but through the use of zoning and development regulations, sites should be encouraged to enhance and improve, if not redevelop.

**West** of Sleight Street the character of the parcels fronting Ogden Avenue are similar to those in the Central Corridor, however many are more residential in nature. This portion of the Corridor has single family residential neighborhoods immediately adjacent Ogden Avenue, while others are buffered by properties whose use has been transitioned from residential to office or service business. On the northeast corner of Ogden Avenue and Washington Street, a larger shopping center with a Jewel grocery store as the anchor provides neighborhood shopping needs.

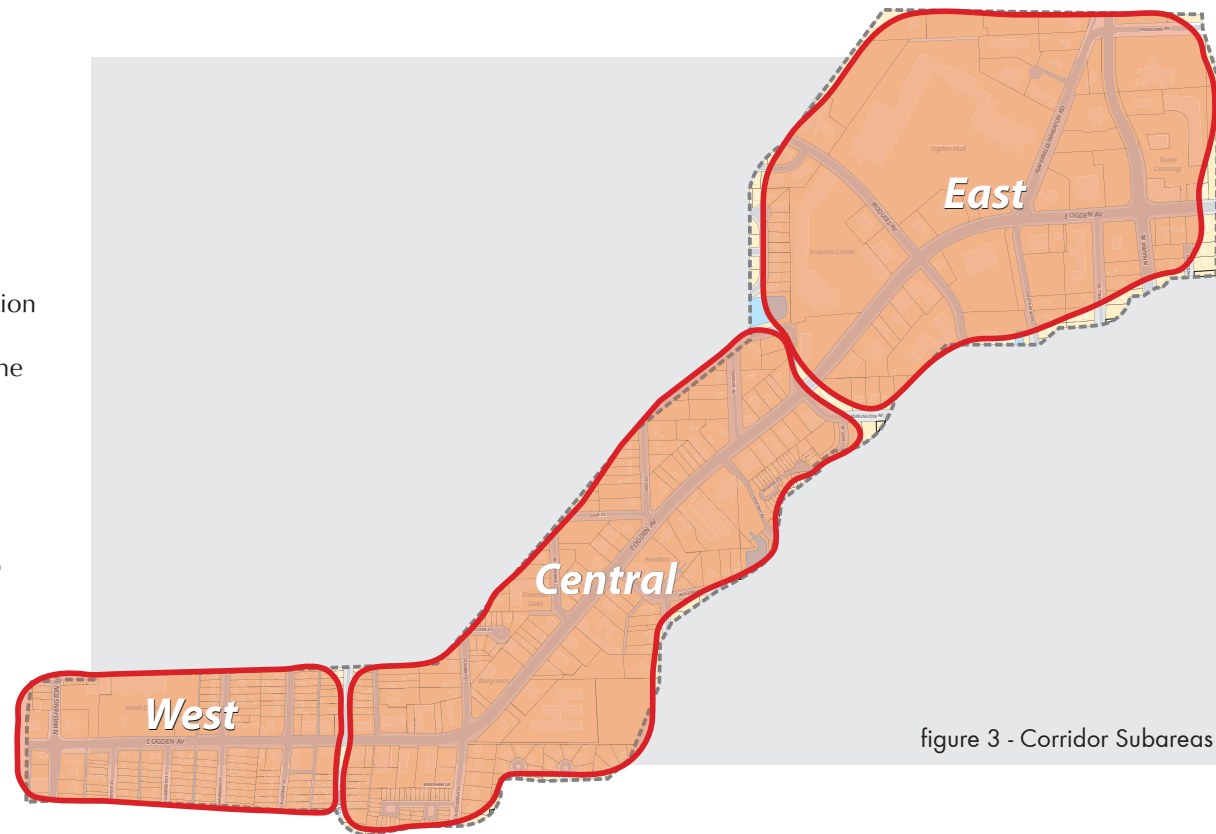


figure 3 - Corridor Subareas

## Transportation & Circulation Framework Plan

These framework policies have a large impact on the future functionality and desirability of business properties, as well as the safety of vehicles and pedestrians along Ogden Avenue. Some of the recommendations are intended for the full length of the Study Area, including curb consolidation and sidewalk connections. Others are site or location specific, such as intersection improvements for Columbia Street.

Traffic improvements to the Corridor include both short-term and long-term projects. Short-term improvements are immediately feasible and inexpensive, yet still provide real benefits. Long-term projects require significant investment of resources and often considerable coordination and cooperation from property owners. Following are the transportation recommendations, essential to enhancing the connectivity and access to the business environment along Ogden Avenue.

### Access Consolidation

Recognizing that access to properties is critical to business success, the highest priority short-term improvement along the Corridor is access consolidation. There are many curb cuts on both the north and south side of Ogden Avenue throughout the entire Corridor and the goal is to reduce the number of these. In several instances, cross access between existing parcels is not provided, requiring vehicles to return to Ogden Avenue in order to access another nearby site. The large number of access points in such a small area creates a hazardous situation from contention between through traffic and vehicles trying to enter or exit businesses along the Corridor. Vehicles trying to access the businesses along Ogden Avenue via right-turns effectively reduce eastbound traffic to one lane, which significantly reduces the Level of Service of the roadway. At the same time, vehicles exiting businesses have to contend both with through traffic and many different turning traffic movements, which causes confusing and potentially conflicting traffic conditions.

Simple driveway consolidations are very inexpensive and could greatly reduce the number of vehicle conflicts in the Corridor while making the shopping experience more pleasurable. The City recognizes the importance of access to the business community. Therefore efforts to work with business and property owners in order to come up with a consolidation effort that benefits all parties involved is key.

### Cross Access Strategic Consolidation

The long-term solution to the abundant access situation is to provide cross access/rear access to the businesses along the Corridor. This solution would reduce the number of access points along Ogden Avenue. The presence of fewer driveways decreases the potential for traffic accidents and provides an efficient means of circulation. However, due to very shallow parcel depths, as well as abutting neighborhood property, rear access may not be an option in many locations (e.g. central and western portions of the study area).

A key goal of this plan is to eliminate redundant driveways in order to minimize the turning movements to and from Ogden Avenue.

### Sidewalk System

The existing sidewalk system has several gaps which impede pedestrian and bicycle travel from business to business or from home to business. Although sidewalk exists along much of Ogden Avenue, sidewalk connections along intersecting side streets and from the public sidewalk to the front doors of businesses are lacking. A fundamental recommendation of the Plan is to provide a standard (five foot) sidewalk system on both sides of Ogden Avenue and connect to existing sidewalks on intersecting streets. Where possible, sidewalks should provide connections to businesses as well. Bicycle access and routes should continue to be improved and considered as redevelopment

occurs. Due to the number of driveway conflicts, Ogden Avenue is not desirable as a major bike route, but additional bike racks, improved sidewalk systems and streetscape amenities will assist those bicyclists who choose to travel on this corridor. Opportunities to provide bicycle access between Ogden Avenue and Diehl Road should be implemented as other improvements take place.



*The sidewalk system along Ogden Avenue is generally inconsistent and challenging to customers and pedestrians and cyclists. The system should be continuous along Ogden Avenue and provide protected access to businesses where feasible.*

### Shopping Center Access

At the east end of the Corridor, the large shopping centers, such as Ogden Mall and Iroquois Center would benefit from additional protected access. Adding right turn lanes from Ogden Avenue into larger properties where traffic volumes warrant them and property configurations permit is recommended to improve flow of traffic in through lanes and ease and comfort of access to the shopping areas.

### Relationship to Freedom Commons & Diehl Road

As properties redevelop at the east end of the Study Area, careful consideration should be given to potential long-term circulation to and from Diehl Road through private drives and cross access. As offices and institutions, such as DeVry, continue to thrive, private internal connections should be made wherever possible. Business-to-business access, as well as pedestrian/bicycle connections should be retrofitted into developed areas and integrated into redeveloping properties. The interconnection of properties will encourage the desired synergy, expanding the customer base between Ogden Avenue Corridor properties and those along Diehl Road. Signage to indicate pedestrian, bicycle and vehicular connections should be required as improvements are added.

After the Freedom Drive Tollway interchange is operational, a future public road connection from Ogden Avenue to Freedom Drive should not be dismissed if key parcels are being redeveloped and property owners in the area are willing to participate in this effort. Refer to Preliminary Concepts in *Appendix D - Preliminary Concept Alternatives* for additional information.

### Park and Ride

In order to provide for a legitimate, additional area for commuters to park, at least one area for park and ride should be designated in the Corridor. The Naperville Metra Station parking areas are in high demand and additional commuter parking options are needed. Any new park and ride areas designated in the Corridor would provide direct bus service to and from the station. Also, given its proximity to the interstate, the lot could be used by other ride-share groups. The east end of the Corridor can accommodate this need in a shared parking arrangement on large parcels or at shopping centers. More specific recommendations regarding park and ride are included in *Section 4 - Transportation & Circulation Plan* on page 47.



### Mid-Corridor Signal Location

The *Ogden Avenue Corridor Enhancement Initiative* calls for a possible traffic signal on Ogden Avenue, somewhere between the signalized intersections at Ogden and Iroquois and Ogden and Columbia. This potential traffic signal would need to be warranted by existing traffic volumes (IDOT will typically not accept traffic signal warrants based on projected traffic volumes). The benefits of such a signal would be:

- 1) providing a safer additional access point to/from businesses along Ogden Avenue;
- 2) providing gaps in traffic to allow for safer access to/from businesses throughout this stretch of Ogden Avenue; and
- 3) providing a protected crossing point for pedestrian and bicyclists along this stretch of Ogden Avenue.

The most effective and feasible location for the recommended mid-Corridor signal will need to be identified after significant redevelopment is planned or occurs. Only then would the north/south traffic movement increase to the point that signals will be warranted per IDOT criteria. Also, surrounding property and business owner cooperation will be necessary to accomplish this recommendation, which is illustrated and described in further detail on page 58, in *Section 5 - Land Use & Development*.

### Columbia Street Improvements

Columbia Street is the easternmost signal in the interconnected traffic signal system which continues west of the Washington Street intersection. While the intersection itself operates at an acceptable Level of Service (LOS) (grade C, in a range of A to F), the existing alignment of the intersection does not meet geometric standards due to the offset, which leads to driver discomfort.

The intersection is skewed and the traffic lanes on the north and south legs do not line up properly. The northbound shared through/left turn lane is aligned directly towards the southbound lane. The northbound to eastbound right-turn only lane is lined up directly where the northbound through lane should be lined up.

Long-term improvements to the Columbia Street intersection should focus on roadway alignment and safety. If significant development were to occur in any of the four quadrants of the intersection, re-alignment of Columbia Street should be considered to make the crossing more perpendicular. This re-alignment would include separate left, through and right turn lanes for both the north and south legs on the intersection. In the interim, the City could look into re-striping the south leg for a single left turn lane and a shared through/right turn lane. This would re-align the northbound through movement into the accepting northbound lanes.



figure 4  
Level of Service (LOS)

Level of Service (LOS)	Unsignalized Intersection	Signalized Intersection
A	< 10 Seconds	< 10 Seconds
B	< 15 Seconds	< 20 Seconds
C	< 25 Seconds	< 35 Seconds
D	< 35 Seconds	< 55 Seconds
E	< 50 Seconds	< 80 Seconds
F	> 50 Seconds	≥ 80 Seconds

**Note:** Level of Service (LOS) is a common measure of traffic flow used by transportation professionals. The LOS rates congestion using a letter grade system similar to a report card with a grade "A" through "F". Each grade associates the congestion level by how well traffic moves. The level of service concept can be applied to all aspects of vehicular movement, along arterial segments as well as at signalized and unsignalized intersections.

### Washington Street Improvements

The intersection of Washington Street and Ogden Avenue is a part of a coordinated traffic signal system that extends from Raymond Drive to Columbia Street. The table at the left highlights traffic volumes at this intersection.

This intersection is in need of geometric and capacity improvements. The City recognizes that the existing traffic volumes exceed the capacity of the intersection during peak hours. However, the City also appreciates the challenges of the intersection of Washington and Ogden within the context of the overall city transportation system. The City of Naperville's *Road Improvement Plan* identifies many intersection improvement priorities, several of which have similar or lower levels of service and higher incidence of collisions than the intersection of Ogden Avenue and Washington Street. Moreover, the City appreciates that the feasibility challenges of extensive improvements at this intersection are limited because of the property acquisition that would be required.

In an effort to balance existing business needs with the need for traffic flow along Ogden Avenue, smaller scale improvements are recommended in the near term. Such efforts may alleviate a some of the congestion and be completed within the existing right-of-way or with minimal property acquisition. Specific improvement actions would require further engineering studies and analysis of the costs

and benefits. Long term, the City should still consider opportunities to acquire property adjacent to the intersection for more significant improvements. Future intersection level of service is anticipated to continue to degrade as traffic volumes increase.

Intersection improvements to Washington Street and Ogden Avenue would discourage motorists from possibly seeking alternate routes on local streets in the surrounding neighborhoods and will also improve access to/from the Jewel parking lot via Ellsworth Street due to less queuing of vehicles. Regarding a possible traffic signal at Ellsworth Street, it should be noted that there was significant opposition from the public during the planning process. Collision history at this location is insufficient to meet the crash warrant for installation of a traffic signal (per Manual of Uniform Traffic Control Device standards) and is similar to other unsignalized intersections along this portion of the Ogden Avenue Corridor. The short distance between Washington and Ellsworth also makes signalization undesirable. If installed, a signal at Ellsworth Street will increase overall delay and negatively impact traffic flow on Ogden Avenue.



# TRANSPORTATION FRAMEWORK

The *Ogden Avenue Corridor Enhancement Initiative* recommends several Corridor-wide and site specific transportation improvements that are essential to enhancing the viability of the Corridor for the short- and long-term. Some improvements must be undertaken by the City, such as intersection enhancements, while others like access consolidation will need property owner cooperation. These fundamental transportation recommendations should be considered as first priorities in any development considerations made in the Corridor:

- Addition of right turn lanes at larger properties where traffic volumes warrant;
- Consideration of potential long-term circulation improvements to create a physical connection to the Freedom Drive Tollway Interchange and Diehl Road corridor;
- Consolidation of access points wherever feasible;
- Potential addition of a mid-corridor traffic signal to improve cross access and to create gaps in traffic flow;
- Modifications to the Columbia Street intersection to improve alignment and add turn lanes;
- Small-scale modifications to the Washington Street intersection to improve the current low level of service (may also alleviate the need for an additional signal at Ellsworth Street); and
- Designate a location for a commuter park and ride lot with bus service to Metra.

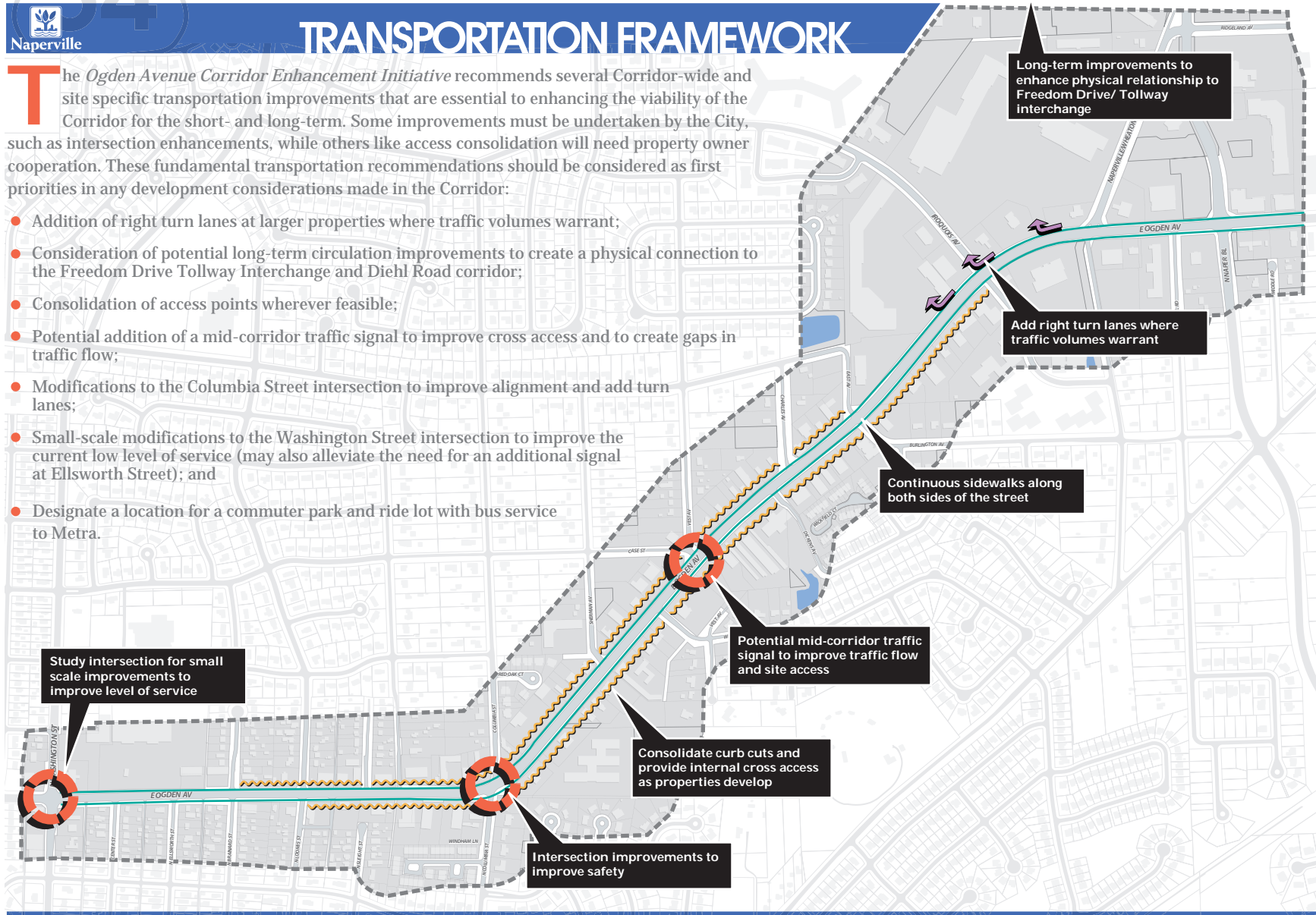


figure 5

## Land Use & Development Framework Plan

The framework policies for land use and development within the Corridor follow and build upon the established patterns found there today. Evident transitions between intensity and form of development tend toward the basic principles recommended here and illustrated on page 31.

### East End Retail Focus

Although most initial tenants of the malls at the east end of the Corridor have come and gone, there is still need to maintain and reinvigorate this area as the retail anchor of the Ogden Avenue Corridor. City officials, together with Ogden Avenue property owners and developers should focus large-scale retail redevelopment efforts on the east end of the Corridor. Parcel sizes and traffic counts keep this area highly marketable for national tenants. Reuse of the existing layouts will require considerable upgrades to compete with new shopping areas, but are feasible. Consolidation of parcels and redevelopment with better orientation to Ogden Avenue, Iroquois Avenue and Naperville Road will enhance visibility, connectivity and synergy. (See *Section 5 - Land Use & Development Plan* for additional recommendations.)

### Relate to Diehl Road Corridor

The Ogden Avenue Corridor, especially at the east end should provide a complementary mix of uses that relate to Diehl Road. The Diehl Road Corridor includes a mix of hospitality, office and institutional uses that could be served more readily by the Ogden Avenue businesses. Certainly some business-to-business transactions are already taking place. But capitalizing on this opportunity to provide or expand the business services is key to future success in the Ogden Avenue Corridor. Complementary businesses such as drive-through and sit down coffee/study/wi-fi office spots and dine-in or carry-out lunch places should be enhanced and added. Supplemental uses such as print shops, book stores and office supply stores should be continued and services advertised at Diehl Road buildings through business-to-business marketing efforts such as open houses, lunches or demonstrations. The new Freedom Commons development north of Diehl Road will also bring new interest in the overall area and draw customers from a larger region, which presents further opportunity for Ogden Avenue.

### Mix of Service, Retail & Restaurants

The Plan recommends maintaining the current mix of service businesses, retail and restaurants since it has proven successful and a necessity to those in the market area. The existing zoning classification of the majority of parcels in the Study Area distinguish the Corridor as the only B3 commercial corridor in the City. This zoning designation is the most permissive business district in the City allowing uses such as gas stations and car washes, where other business zoning classifications do not.

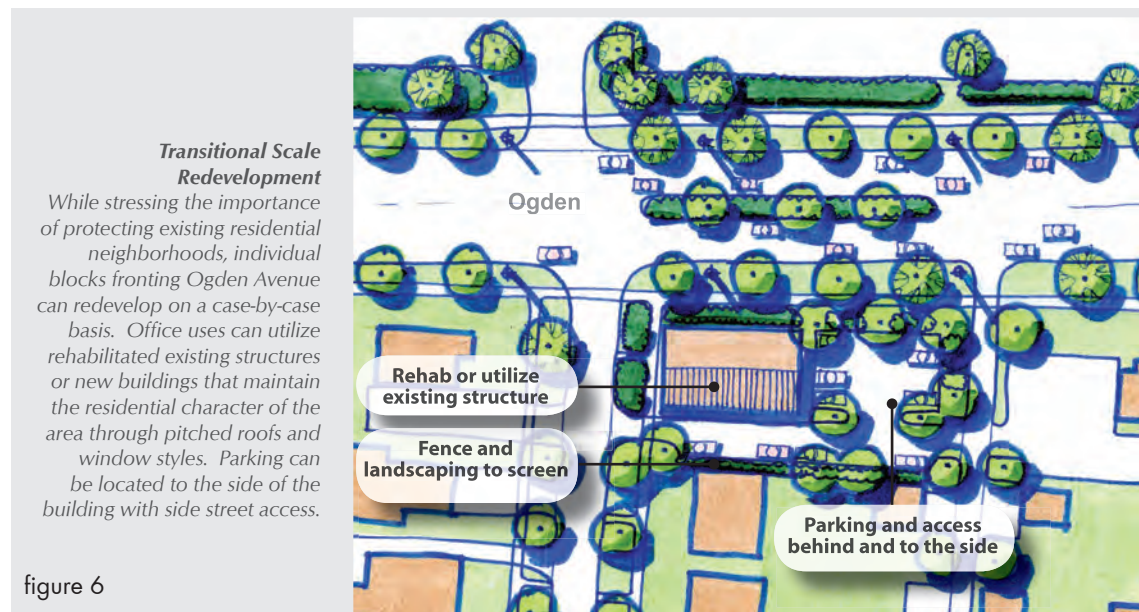
Furthering the mix of B3 zoning uses in the central section of the Corridor in particular, is important but does not mean change should not be considered. These areas may undergo enhancement, improvement, or redevelopment, all of which should positively contribute to the service nature of the business Corridor. Consolidation of lots and clustering similar uses where possible can improve access, circulation and businesses sustainability. Additionally, even though the mix of uses in this service Corridor are recommended to continue, some uses listed as permitted or conditional in the B3 District should be discontinued or considered only under approval of a conditional use. For instance, warehouse and storage facilities do not contribute to the service orientation of the Corridor unless under certain circumstances such as climate controlled business file storage as opposed to an industrial businesses private warehouse. Other uses, if permitted, should have strict screening requirements and outdoor storage limitations.

### Preserve Nearby Neighborhoods

Regulations that guide (re)development in the Corridor should aim to protect, preserve and stabilize adjacent residential neighborhoods. This is especially important where non-residential lots are shallow and in close proximity to residential property. Decorative wooden fences combined with landscape can provide an attractive year-round screen between homes and businesses. Where larger transitional areas are feasible, a mix of evergreens, ornamental trees and shrubs should be incorporated to buffer light, sound and views.

### Transitional Redevelopment

At the west end of the Study Area, near Washington Street, transitional, non-residential uses should be permitted or encouraged by development regulations. While there is not a strong need or desire to increase businesses uses in this area so near neighborhoods, it is also not a highly desirable place to reside. Home-to-office adaptive reuse is appropriate for this area. Moving forward, the City should permit residential structures fronting Ogden Avenue to redevelop to business uses and limited commercial uses. These should be of residential character and uses that do not have heavy impact on residential neighbors.



## Ogden Avenue Market Conditions

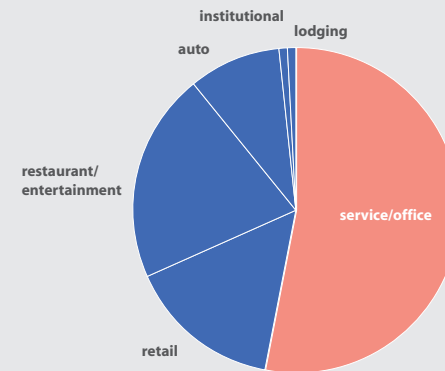
East Ogden Avenue is an established commercial corridor that will continue to play an important role in Naperville’s economic vitality. This high-traffic, auto-oriented Corridor has undergone many changes in recent decades, demonstrating that the overall location remains attractive and viable. As the Route 59 corridor and other locations emerged as regional centers accommodating today’s large-format retailers, East Ogden Avenue continued to provide a location for small, independent businesses alongside some national retailers and restaurants. The neighborhood and community rely on East Ogden Avenue, which represents roughly 10% of Naperville’s retail supply, for day-to-day and specialty necessities and services.

Several developments at the east end of the Corridor will help to shape the potential of the Corridor. The realignment of the I-88 interchange and new retail development at Freedom Commons will enhance the image of the east end of the Corridor and improve the gateway to Ogden Avenue. At Ogden Mall, a new anchor tenant, Super H-Mart, promises to reinvigorate the aging shopping center. The interest of other major retailers would prompt other retail chains to reconsider the location and generate new interest in Iroquois Center and other nearby sites.

Ogden Avenue also provides relatively inexpensive office space for small businesses. These uses are suitable for the Corridor and should be supported. Going forward, however, it is highly unlikely that new office space would be built, except on a built-to-suit basis for a single user. As some of the office properties grow more functionally obsolete, it is likely that they would be redeveloped for other commercial or retail uses.

### Mix of Businesses

There are nearly 300 businesses located within the Study Area. The mix of businesses varies between national retailers and sole proprietors. More than half of the businesses in the study area are service and office businesses (53%), followed by restaurant and entertainment uses (21%) and retail business (15%). Several auto uses (9%) are clustered in a few locations within the Corridor. Only a few institutional uses and lodging uses are located with the study area. The composition of business is due in large part to the parcel sizes and geometry along the Corridor. The Corridor is characterized by small, older subdivisions of property that have evolved to provide a limited number of parcels that can meet the needs for contemporary retail development.



While limiting the Corridor’s ability to foster significant redevelopment, the smaller parcels and older buildings have provided entrepreneurial businesses with a chance to launch and grow. As part of the Ogden Avenue Corridor Enhancement Initiative, the Corridor’s role within the City has been better articulated and defined, as a necessary service corridor with an east end that has larger retail potential.

# LAND USE FRAMEWORK

The Land Use Framework Plan presents the fundamental recommendations and policies of the *Ogden Avenue Corridor Enhancement Initiative* which provide the framework for land use and development recommendations for the Corridor. General Corridor land use recommendations include:

- Concentrate the main commercial focus of the corridor east of Burlington Avenue;
- Acknowledge the relationship with the Diehl Road corridor;
- Continue a mix of B3 uses in the central section of the Corridor, which may undergo enhancement, improvement, or redevelopment;
- Consolidate lots and cluster similar uses where possible;
- Preserve and protect single family neighborhoods near Ogden Avenue; and
- Maintain commercial uses at the intersection of Ogden Avenue and Washington Street.

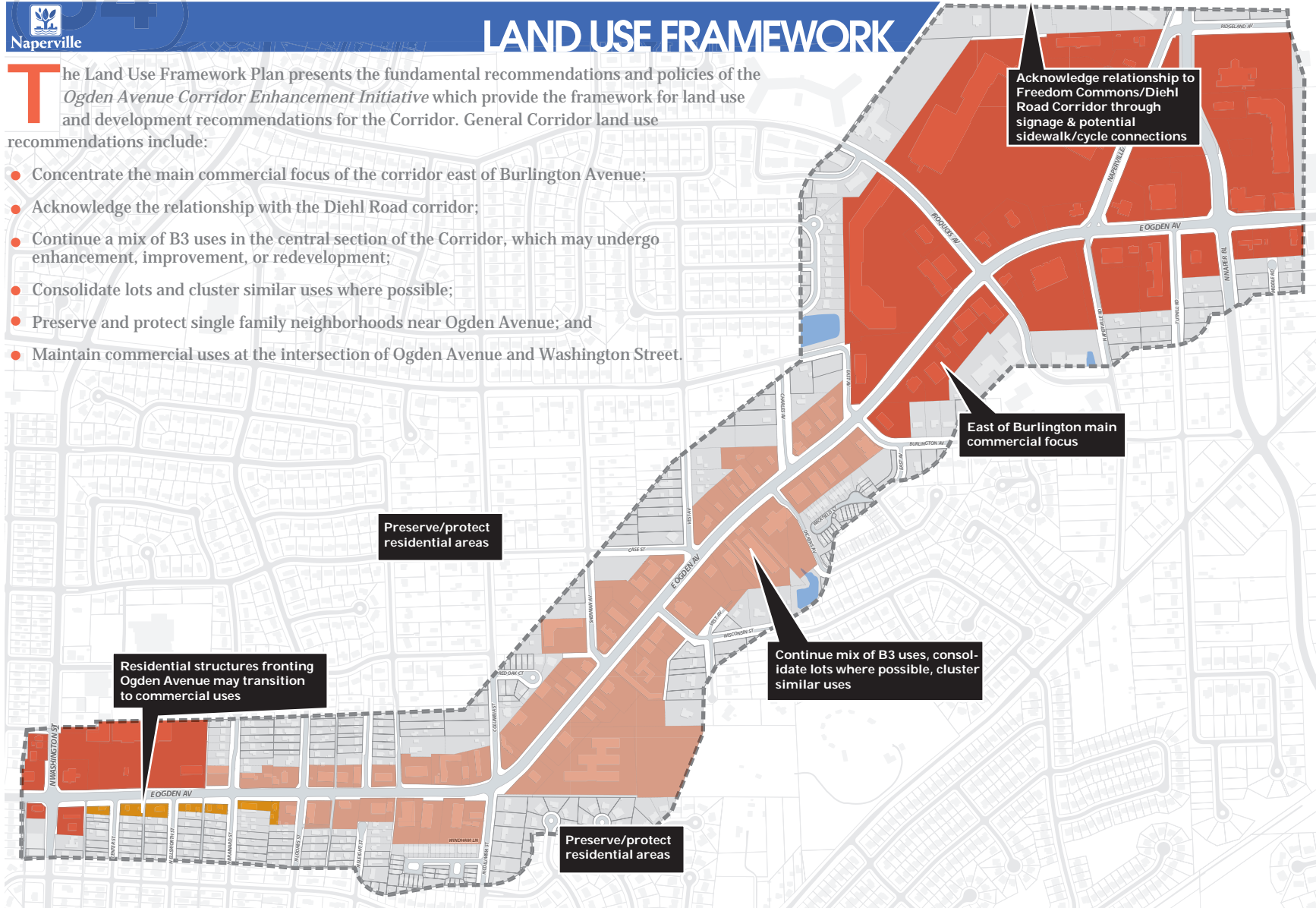


figure 7

## Corridor Appearance Framework Plan

The general plans and policies to enhance the image and identity of Ogden Avenue are described on the pages that follow. Some of the recommendations may result in a single beautification project that occurs at once, while many will be incrementally upgraded, one property or element at a time. Some of these changes will be initiated by the City within the public right-of-way and others will require action and investment of private property owners. Together with transportation and land use changes, these will ease the navigation, reduce visual clutter and create an identity for the area.

### Consistent Streetscape

The streetscape along Ogden Avenue is similar to that of many suburbs. The streetlight standards are standard IDOT fixtures, and pedestrian amenities are limited. No unique streetscape features exist that distinguish this stretch of Ogden Avenue from other communities. The *Ogden Avenue Corridor Enhancement Initiative* recommends consistent streetscape improvements, including pedestrian and vehicular scale lighting, continuous and connected pedestrian pathways, street trees, street furniture, wayfinding signage, and bus shelters.

Urban design and streetscaping are recommended to create a character for the Corridor that establishes a sense of place, evoke a more pedestrian and bicycle friendly environment and make the Corridor more inviting to employees and customers. More detailed recommendations are included in *Section 6 - Image & Identity Plan*.



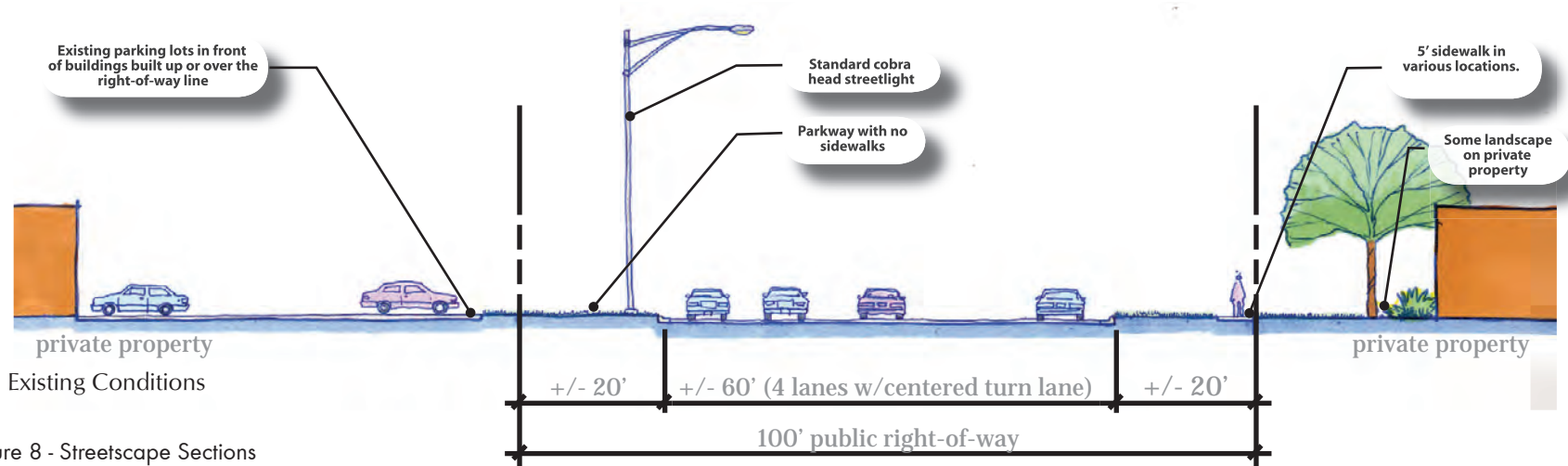
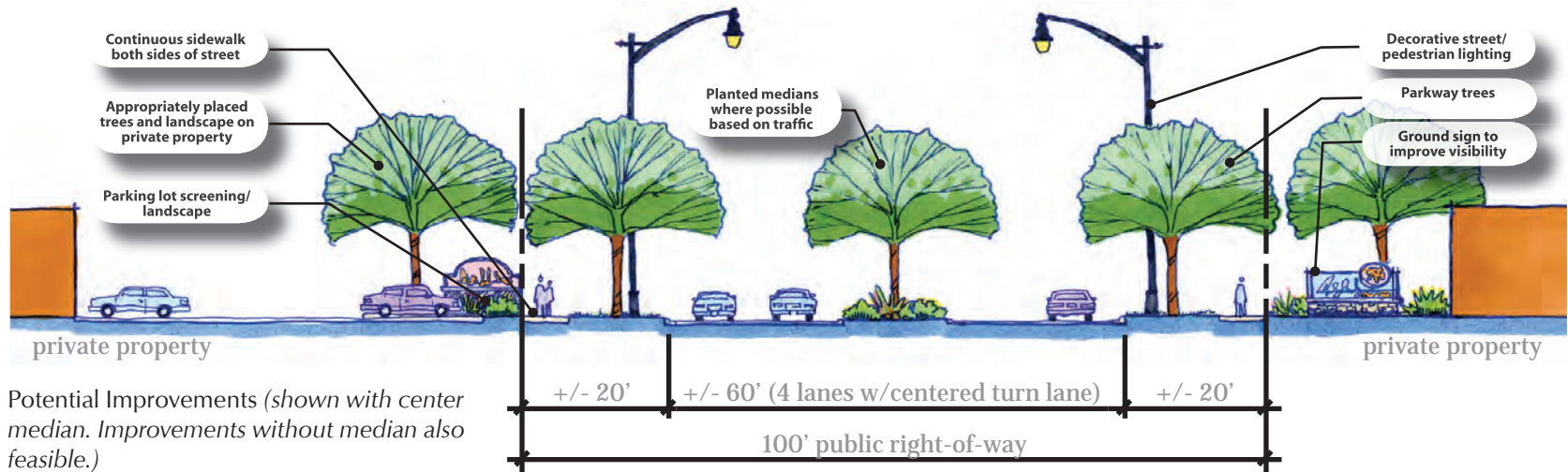


figure 8 - Streetscape Sections

### Gateway Opportunities

Ogden Avenue plays an important role in the regional transportation network and is a major “gateway” into the City of Naperville for residents and visitors exiting on Naperville Road from Interstate 88. The *Ogden Avenue Corridor Enhancement Initiative* recommends urban design improvements for key intersections (see the *Aesthetic Framework* on page 39) along this Corridor to announce “entry” into the Corridor and welcome visitors to the City of Naperville. Gateways could include distinctive landscaping, signage, lighting, or other vertical design features. Suggested paving materials and street furniture are illustrated on page 70.

#### Primary Gateway Section (below) and Plan (right)

The Naper Boulevard/Naperville-Wheaton Road intersection is the most visible area for users traveling from I-88 to the Ogden Avenue Corridor. This is an excellent opportunity to create a gateway consistent with the desired community image. Gateway signage, ornamental planting beds, shade and flowering trees, along with pedestrian amenities and decorative paving will create a highly visible sense of arrival to the Corridor.

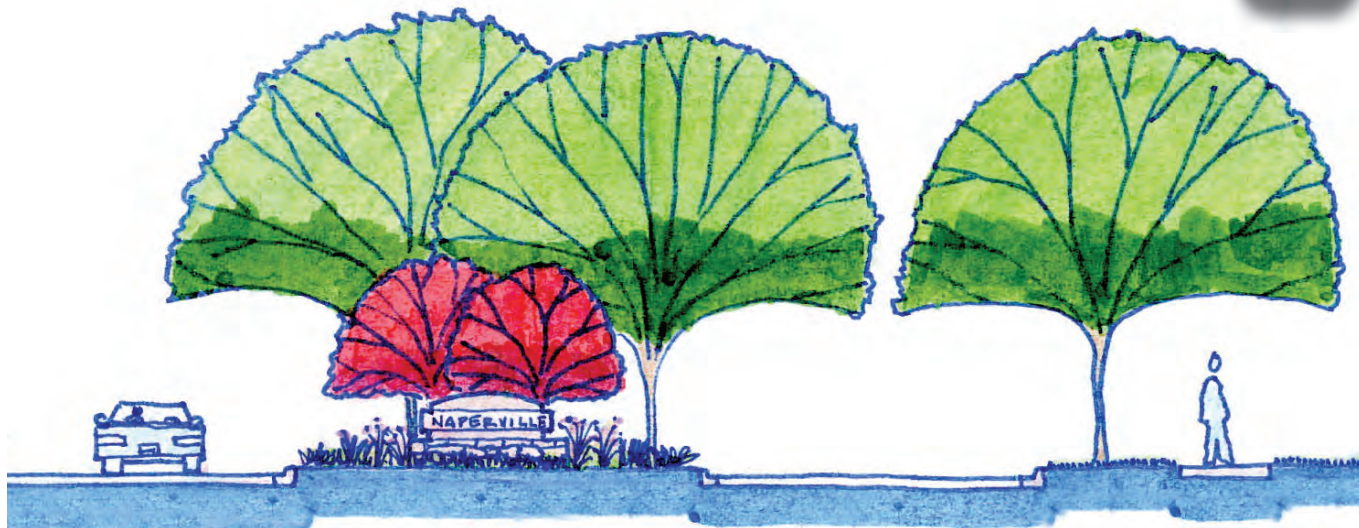
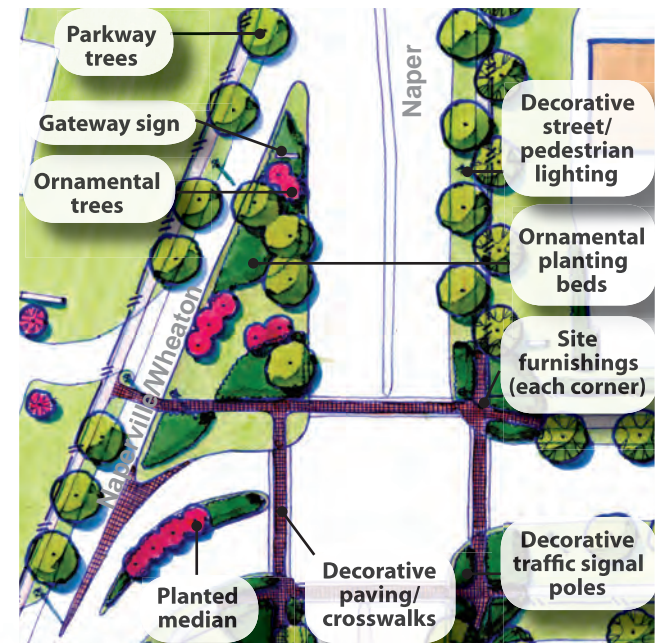
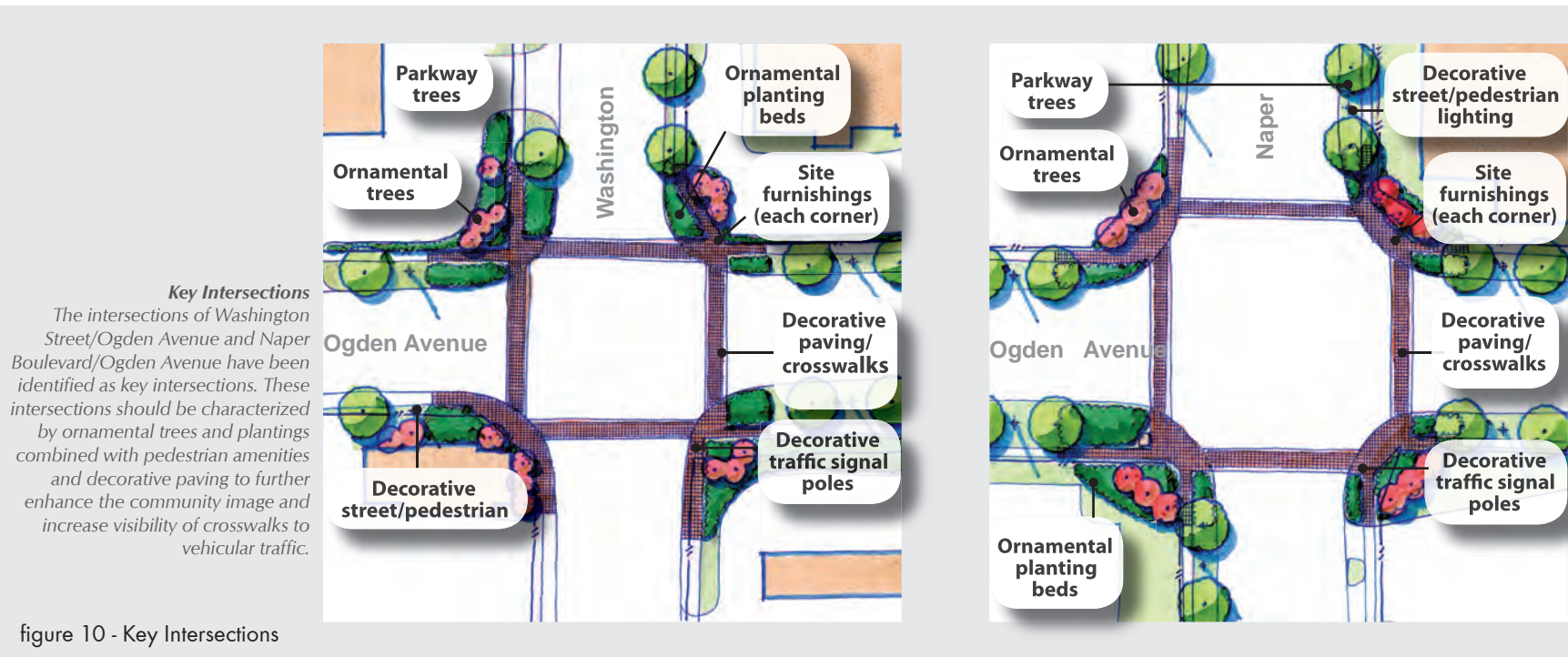


figure 9 - Primary Gateway Section & Plan



### Parkway Landscaping & Screening

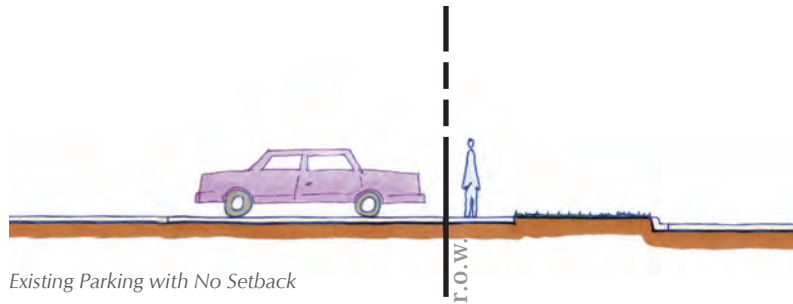
Parkway landscaping refers to those plantings between the edge of the roadway and sidewalk. Parkway landscaping can visually unite the Corridor and help establish a sense of place and identity to make it more recognizable to customers, visitors and residents as Naperville. Along Ogden Avenue parkway landscaping varies significantly. While some owners have taken it upon themselves to invest in parkway landscaping, others have not. Parkway landscaping can play an important role in screening parking areas and reducing noise, light, dust and glare from Ogden Avenue onto adjacent properties. The *Ogden Avenue Corridor Enhancement Initiative* recommends developing a plan for parkway landscaping treatments that can be applied uniformly along the Corridor including evenly spaced right-of-way trees, shrubbery and hedges, flower beds and other improvements to help beautify and distinguish this stretch of Ogden Avenue.

*Parking lots with no setbacks from the public sidewalk create an unfriendly pedestrian environment. Parking separation/ screening can be obtained by reducing parking stall depth by 2 feet and adding low planting beds behind decorative fencing.*

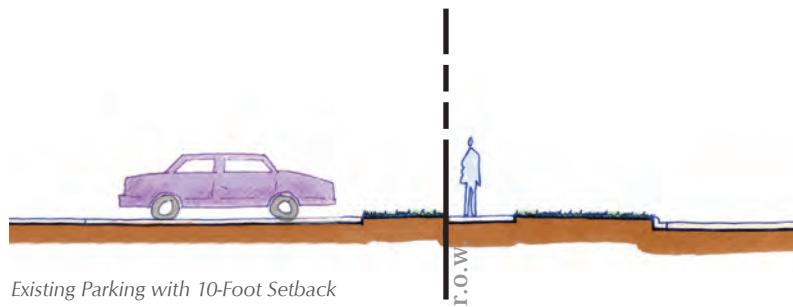
*Parking lots with small setbacks may be screened using plantings, decorative columns and fencing to improve the aesthetics of the Corridor.*

*Large parking lot setbacks allow parking to be screened using ornamental plantings and trees. Pedestrian amenities can also be added where appropriate.*

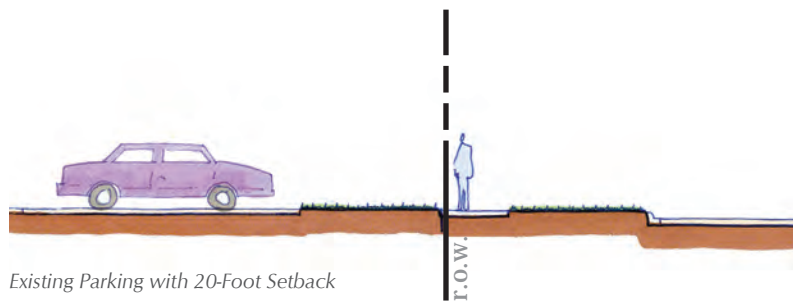
figure 11 - Parkway Landscaping & Screening



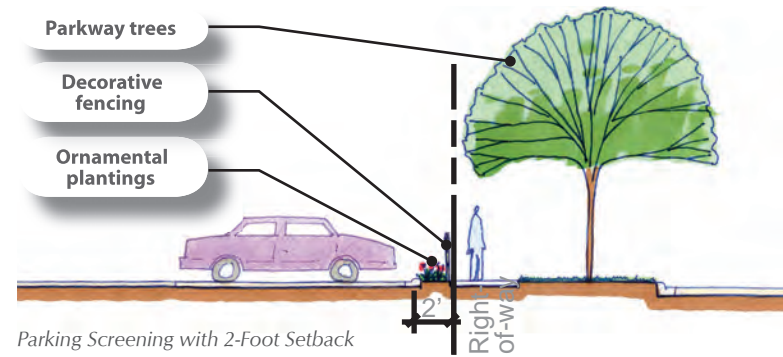
Existing Parking with No Setback



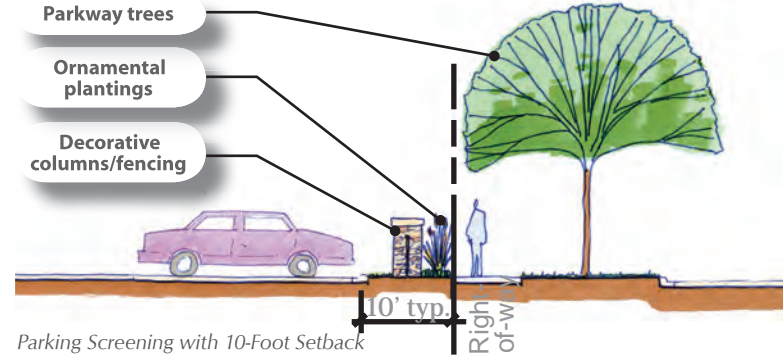
Existing Parking with 10-Foot Setback



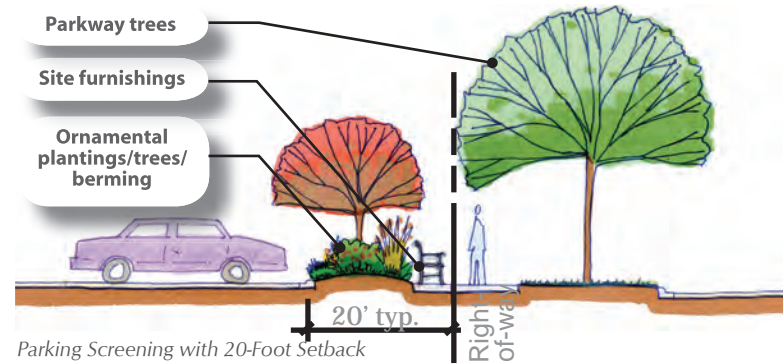
Existing Parking with 20-Foot Setback



Parking Screening with 2-Foot Setback



Parking Screening with 10-Foot Setback



Parking Screening with 20-Foot Setback

### **Business Signage**

The Ogden Avenue Corridor, between Washington Avenue and Naper Boulevard, includes a mosaic of signage. Not only do the signs vary in type, but they vary in location and placement, height, size and shape contributing to what has been described as a “cluttered” appearance. While this is typical of most suburban commercial corridors, it does not need to be. Signage is important for business, and cannot be regulated too strictly. However, signage can be regulated appropriately, allowing for business identification, in a planned and controlled manner by requiring uniform treatments and placement to make signage easier for customers to locate. The *Ogden Avenue Corridor Enhancement Initiative* recommends that permanent business signage should be lower profile, monument signage, in order to reduce clutter and improve navigation. Also signs should not be required to be set back with the building setback (typically 20 feet or more) which hides the business names, but instead should be permitted to be designed into parkways and parking lot areas. Additionally, business addresses should be required on all freestanding signage.

### **Architecture**

Overall, the architecture of the buildings within the Corridor is less than remarkable. For the most part, the Study Area has little attractive or significant architecture nor architectural amenities. Not that all sites and buildings are unattractive, but few buildings positively contribute to the Corridor’s overall appeal and appearance. While some sites are attractive, it is not necessarily the architecture of the buildings that is appealing. The *Ogden Avenue Corridor Enhancement Initiative* has explored the issues of architecture in the Corridor. It is clear that a “themed” or “styled” approach is not desired, however high quality materials, as recommended by the *Citywide Building Design Guidelines*, visual interest and contemporary design should be used in renovations, facade improvements and redevelopment.



# APPEARANCE FRAMEWORK

The Aesthetics Framework Plan presents the broad policies of the *Ogden Avenue Corridor Enhancement Initiative* which serve as the foundation for all recommendations for the aesthetics of the Corridor. It is recommended that as properties redevelop, improvements should be made to architectural quality; building sites; signage quality and location; parking screening; utility storage treatment and screening; and landscape placement. Other general aesthetic recommendations include:

- Enhancements at major intersections identified as “gateways” to the corridor;
- Enhancements at key intersection nodes;
- Consistent parkway landscape, streetscape and lighting improvements;
- Improve aesthetics and uniformity of traffic signals and other utilities by uniform painting;
- Addition of landscape medians where feasible;
- Screening of adjacent parking areas where needed;
- Application of *Citywide Building Design Guidelines*;
- Encourage signage improvements to improve visibility and aesthetics; and
- Encourage landscape improvements to improve visibility, screening and aesthetics.

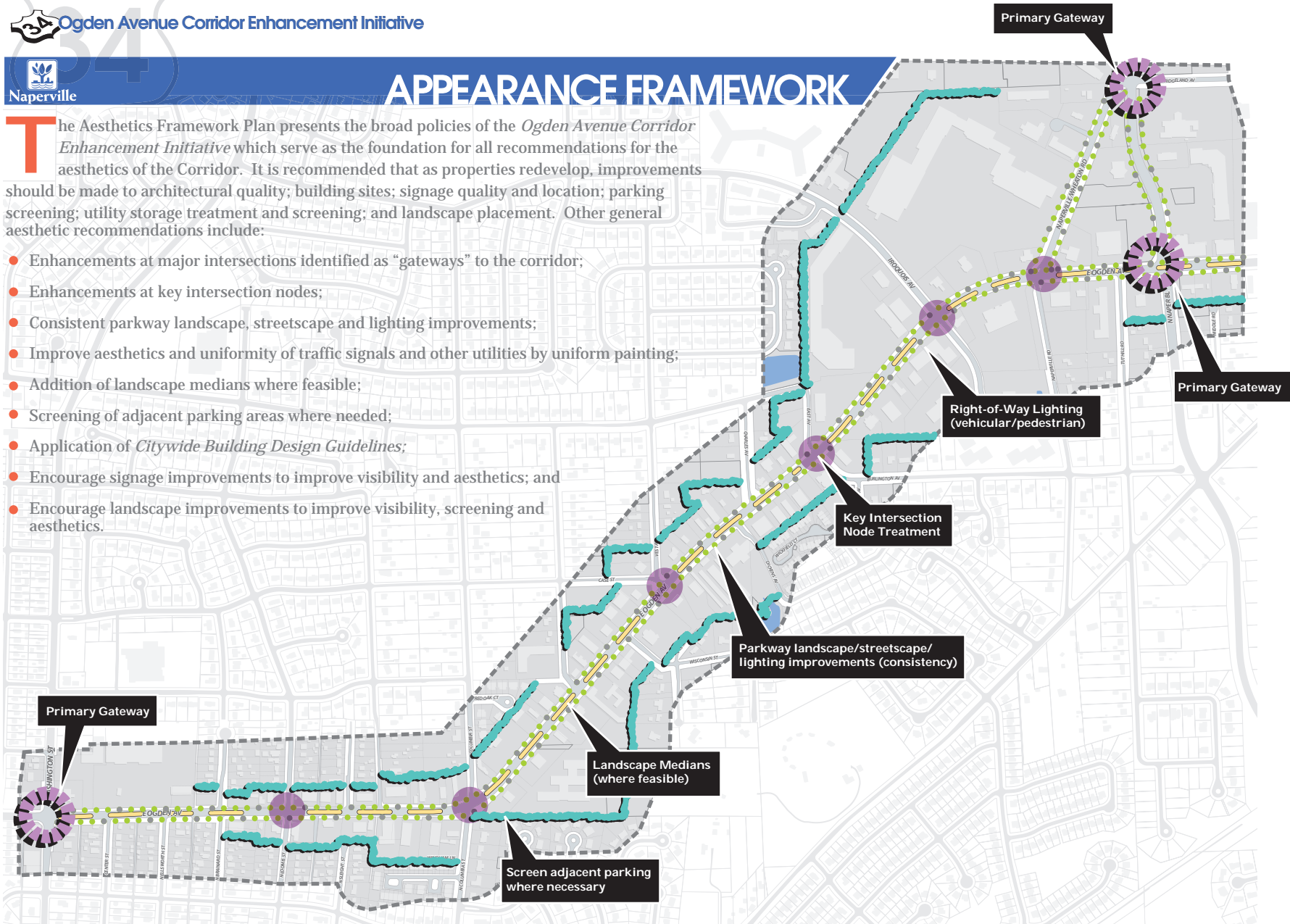


figure 12





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# 4

## Transportation & Circulation Plan

*East Ogden Avenue, between Naper Boulevard and Washington Street, is a major thoroughfare through the City of Naperville, and as part of U.S. Route 34 carries large traffic volumes of approximately 38,000 vehicle trips per day. The traffic volume is one of the Corridor's key advantages as the number of vehicles passing by has contributed in large part to the growth of the business district, but traffic also remains a threat to business accessibility.*

*Today, congestion and lack of access control impacts the functionality of the Corridor. To improve the situation, the transportation plans and policies recommended by the Ogden Avenue Corridor Enhancement Initiative should be enacted. In addition to the framework transportation and circulation recommendations presented in Section 3 – Framework Plan & Policies, this section describes further recommendations and details for transportation improvements for the enhancement and continued success of the Ogden Avenue Corridor.*



## Traffic Safety

Several components within the existing transportation system contribute to driver discomfort along the Ogden Avenue Corridor, including:

- 1) the bidirectional center turn lane;
- 2) unrestricted turning movements along the length of the Corridor;
- 3) numerous driveways along both sides of the Corridor; and,
- 4) lack of consistent pedestrian and bicycle amenities.

The *Ogden Avenue Corridor Enhancement Initiative* provides the City with the opportunity to begin addressing these issues. Although turning restrictions and fewer driveways would improve safety, it should be expected that not all property owners and businesses will welcome changes to their access. The *Ogden Avenue Corridor Enhancement Initiative* recommends several projects and strategies that can improve safety and efficiency within the Corridor, including consolidation of access points onto Ogden Avenue and specific improvements to congested or problematic intersections.

## Emergency Access Improvements

Emergency access to all private and public development should be improved as redevelopment occurs, as improvements are implemented, or as deemed necessary. Emergency vehicles need to be able to easily maneuver and negotiate private parking lots and entrances. An emergency access plan should be established for the Corridor and all future development should be consistent with the emergency access plan.

## Curb Cuts, Access Consolidation and Cross Access

While seemingly unlimited access points (driveways and entrances) located throughout the Corridor could be conceived as convenient, they allow for spontaneous and unanticipated turning movements that create potential for conflicting situations for motorists and pedestrians. Contemporary commercial development minimizes curb cuts by connecting parking areas and internalized access roads with one another – a practice referred to as cross access. Cross access between properties throughout the Ogden Avenue Corridor is limited, as discussed in *Section 3 – Framework Plan & Policies*, and consequently many access points and driveways are redundant. In addition, since there is a lack of cross access, vehicles are forced to use Ogden Avenue to move between properties, even if the next destination

is immediately adjacent to their current location. Improved cross access between properties will improve circulation within the Study Area by lessening the need to use Ogden Avenue for shorter trips within the Corridor (trip reduction) and presenting an opportunity to reduce the number of existing curb cuts. In order to implement cross access, sufficient parcel depths are required to accommodate parking requirements and drive aisles. While cross-access may be accommodated easily on some larger parcels, many properties near the center of the study area lack sufficient depth to achieve this objective.

Restricting or limiting access points along the Corridor is a priority. Many properties

have multiple or redundant driveways that should be targeted for elimination. Wherever possible, curb-cuts should be eliminated and shared access provided. New development must minimize to the extent possible the number of curb cuts along Ogden Avenue. Where possible, access to properties fronting Ogden should be provided from intersecting north/south cross streets. The *Ogden Avenue Corridor Enhancement Initiative* provides a comprehensive opportunity to address consolidated access points and a plan for removal of unnecessary curb cuts and access points, including shared parking and future parcel consolidation.

Narrowing drive openings (far right) to the minimum width permitted (while maintaining adequate turn radii) and continuing the sidewalk paving across the driveway will reduce conflicts and provide increased space for landscape. The addition of parkway trees and parking lot screening will enhance the aesthetics of the Corridor. Many existing driveways (near right) are wider than necessary and create pedestrian/bicycle/vehicular conflicts along the Corridor. Consolidating redundant drive openings and narrowing overly wide drive openings will greatly reduce the number of conflicts.

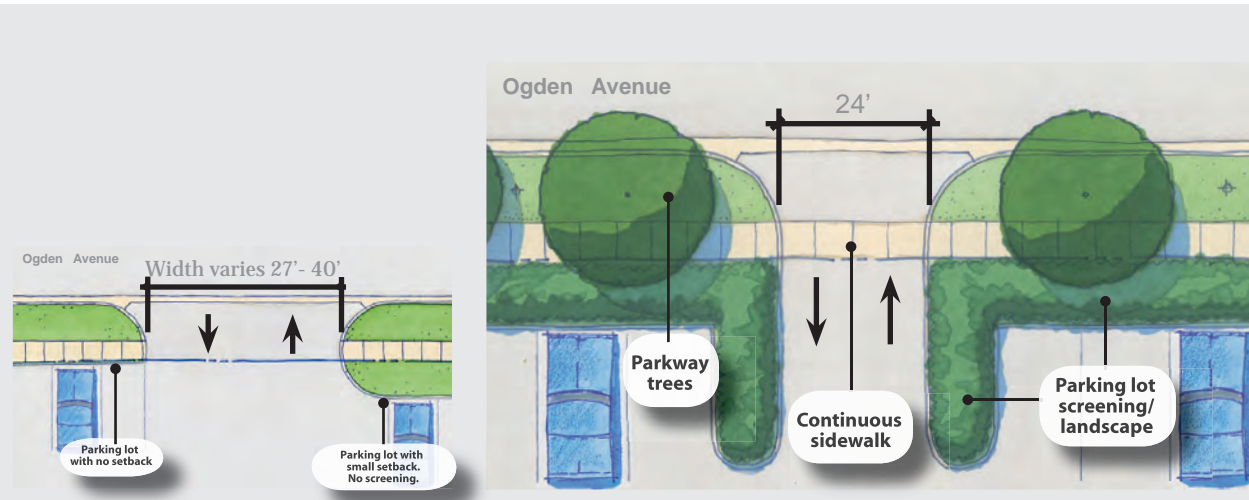


figure 13 - Access Consolidation

## Intersection Improvements

As discussed in *Section 3 – Framework Plan & Policies*, intersection improvements efforts should focus on Washington Street, Columbia Street and an additional mid-Corridor traffic signal, potentially near North Vest Drive and Case Street. Additional intersection improvements are recommended at other locations along the Corridor.

The East Corridor has been analyzed as a part of the new interchange traffic study that recommends significant roadway widening and improvements at the intersections of Ogden and Iroquois Avenues, Ogden Avenue and Naper-Wheaton Road and Ogden Avenue and Naper Boulevard. The improvements recommended in the traffic study are based on future traffic and travel patterns from the new interchange as well as standard growth throughout the Corridor. While these long-term improvements are very expensive, certain short-term improvements can be done to improve traffic flow on the east end of the Corridor.

Short-term improvements include installation of westbound to northbound right turn lanes within the existing right-of-way on Ogden Avenue at signalized intersections. Installation of right-turn lanes would improve traffic capacity at the intersections and improve the overall safety of the corridor. Business entrances, wherever possible, should also incorporate right turn lanes to improve flow of traffic into the businesses on the north side of Ogden Avenue and improve traffic flow along Ogden Avenue. Installing right turn lanes would improve traffic capacity at the

intersections and improve the overall safety of the Corridor. There is also enough right-of-way on the north side of Ogden Avenue so that the right turning lanes could be installed without any property acquisition.

## Median Improvements

Where consistent with traffic improvements and Corridor circulation objectives, the City should plan to install landscaped medians to restrict undesirable traffic movements, provide pedestrians a mid-crossing refuge and improve the appearance and character within the Corridor. Center medians also provide an opportunity for landscaping and beautification which is discussed further in *Section 6 – Image & Identity Plan & Policies*.

In the short-term this will be possible and practical in limited locations at the east end of the Corridor, where there are larger distances between access breaks and larger development parcels.

For other areas of the Study Area, property-owner coordination, parcel and access consolidation and overall redevelopment will be necessary prior to having medians as a viable option since driveways are more frequent. These consolidation efforts could be concentrated on areas most in need of traffic control or beautification, but should not overly inhibit access into individual businesses. More than likely, shared driveways and internal cross access will have to be considered in conjunction with median improvements. Once the driveways are consolidated and motorists have to access the businesses along Ogden Avenue through either signalized intersections or major entrance

areas, median improvements could be made to beautify the roadway and restrict undesirable traffic movements.

Future median improvement locations will need to be identified as parcels redevelop or consolidate, thus providing an opportunity to create the landscaped median while not inhibiting access to businesses. As with others, these improvements will need to be coordinated with IDOT.



## Pedestrian & Bicycle Access

The City should make it a priority to fill gaps in the sidewalk system throughout the Corridor, as discussed in *Section 3 – Framework Plan & Policies*. A continuous pedestrian/cyclist system through the Corridor will improve access for bicyclists and pedestrians. Gaps and connections of sidewalk should be filled in with standard five foot sidewalks for use by pedestrians and bicyclists.

All sidewalks should be clearly delineated through access driveways, letting vehicles know that pedestrians and bicycles have the right-of-way. This should be accomplished through stamped asphalt or specialty paving to highlight the pedestrian/bicycle crossing.

As individual properties redevelop or make improvements, pedestrian/bicycle accommodations should be incorporated. For instance, site layout should aim to separate vehicular and pedestrian/bike traffic as much as possible. Often, this can be done by offsetting the building to one side of the parcel, allowing sidewalk connections to be made from the public sidewalk directly to the front door of the business without crossing a vehicular drive aisle. Where this is not possible or is counterproductive to incorporating cross access into site design, clear delineation of crosswalks on private property should be required.

Bicycle access will be improved as other pedestrian improvements are made, however some special accommodations should be

incorporated. The City's *Bicycle and Pedestrian Plan* and *Bicycle Implementation Map* identify Loomis Street and Columbia Street as north-south bicycle routes, each with a signalized crossing at Ogden Avenue. At each of these locations, signal improvements should be implemented that ease and accommodate bicycle movements. Alternate routes to Ogden Avenue for cyclists passing through this area are included on the City's *Bicycle Implementation Map*, which recommends north-south travel along Loomis and Columbia Streets.

## Transit Accommodations

The Ogden Avenue Corridor is well served by public transit including Pace bus and the Downtown Naperville Metra Station. Pace is the suburban bus division of the Regional Transportation Authority (RTA) that services the City of Naperville. Route 714 is the main Pace bus route that serves the Ogden Avenue Corridor, providing service along the entire length of the study area, to downtown, and loops through east end shopping centers. In addition, other commuter feeder routes use portions of Ogden Avenue and provide additional connections to other areas of the City. As improvements are made to the streetscape and pedestrian amenities, bus stop improvements should be considered. While shelters are desirable, they are not always feasible or affordable. Other pedestrian amenities such as benches, seat walls and leaning rails can be designed with parkway or site landscaping as part of public or private installations.

With the proximity of the Downtown Naperville Metra Station to the Study Area, opportunity exists to fill the high demand for parking for Metra commuters within the Corridor, as discussed in *Section 3 – Framework Plan & Policies*. Perhaps the best opportunity to provide a satellite commuter parking facility exists at the Ogden Mall. Although many properties have the potential to accommodate a shared parking arrangement with the City for commuters, the Ogden Mall provides the largest parking area within the Corridor, and contains movie theaters and other businesses

that primarily do business in the evening and on weekends, when commuters would not typically be present. As a benefit to Ogden Mall, businesses could capture commuters purchasing coffee in the morning, or running errands, shopping and dining in the evening.

## Parking

As part of the transportation assessment performed for the *Ogden Avenue Corridor Enhancement Initiative*, a cursory review of parking supply was conducted utilizing the City's Geographic Information System (GIS) data and aerial photography. Parking lots were analyzed based on a ratio of gross building square footage to parking lot area. (refer to *Appendix B - Existing Conditions* for the parking analysis graphic). This analysis did not consider use and requirements under the City's Zoning Regulations, only the ratio between building area to parking area. The results of the analysis showed that many areas of the Study Area have an effective balance of building-to-parking ratio, while several concentrated areas may suffer from lack of parking. These deficiencies can be prevented in the future by ensuring that land use is considered carefully against updated parking ratio requirements and improved by implementing shared parking methods where viable. A current code requirement that could be used more frequently to advance a shared parking effort is the allowance for parking spaces within 300 feet of the building, no matter which parcel the parking or building is located.

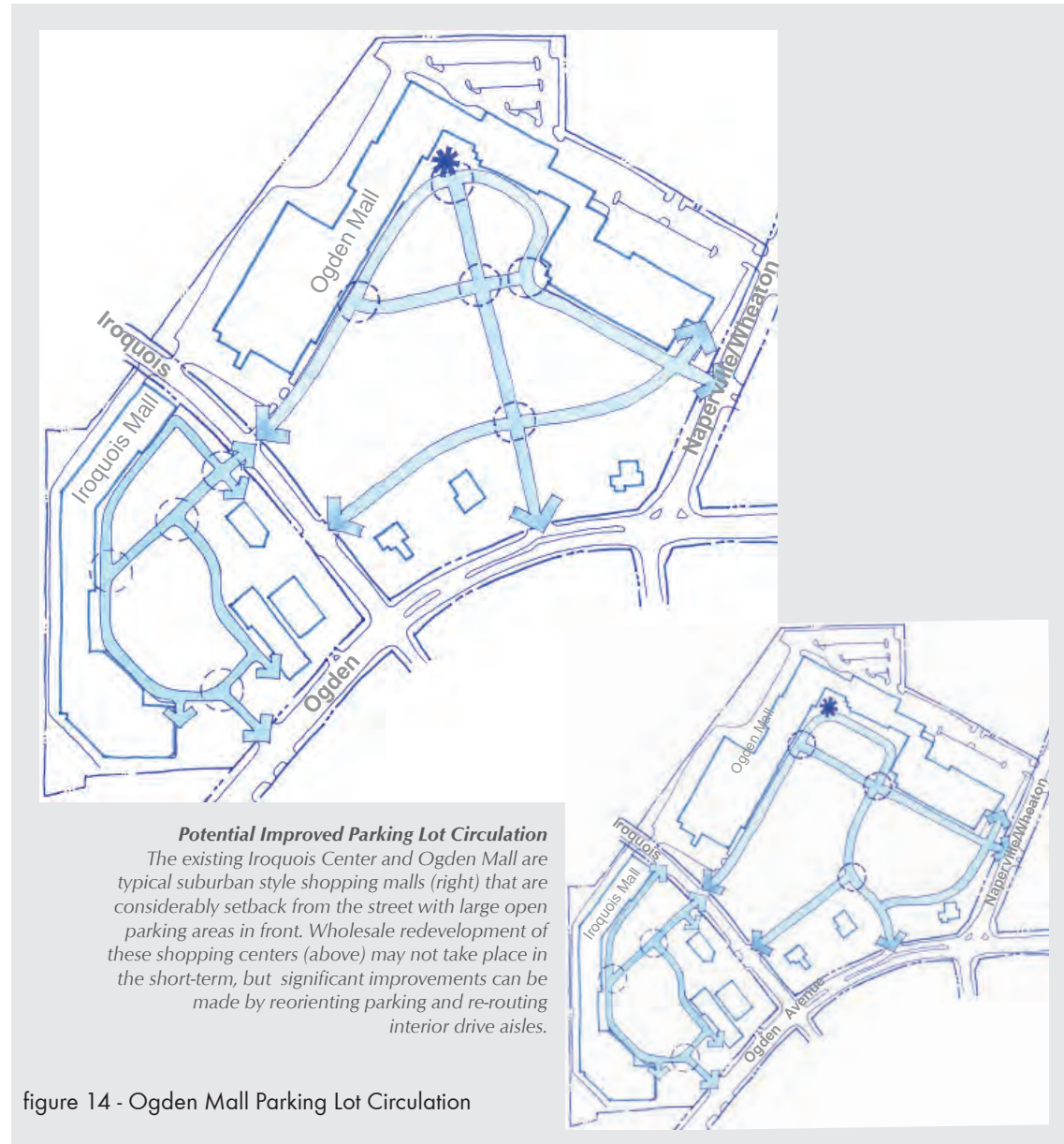


figure 14 - Ogden Mall Parking Lot Circulation

## Communication and Outreach

Communication is the key to any plan of action. The City must continue to work with stakeholders, including the local business owners, residents and IDOT in an open dialogue in order to move forward with implementation. While the City may be able to complete work within the public right-of-way, the vision for the Corridor will not be achieved without cooperation from the private sector.

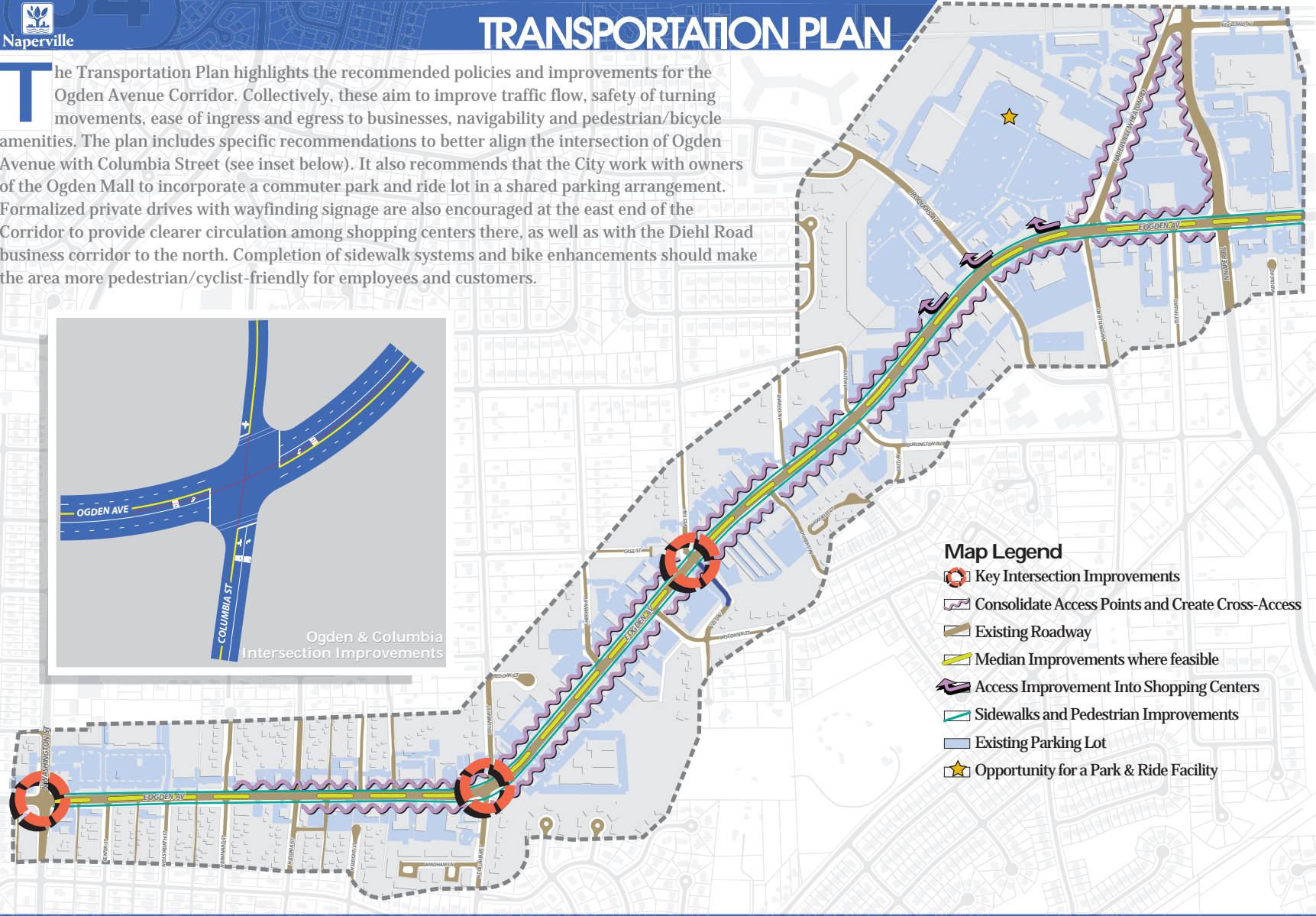
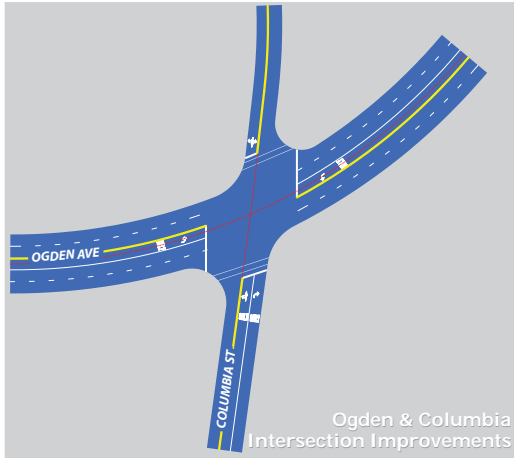
## Cooperation with IDOT

Since Ogden Avenue (U.S. Route 34) is under the jurisdiction of IDOT, all improvements (access, geometry, lighting, landscaping, etc.) within the right-of-way must be designed in accordance with their design guidelines and require their approval. Since the right-of-way extends well beyond the curbs of the roadway, IDOT coordination is required for many of the beautification recommendations of the *Ogden Avenue Corridor Enhancement Initiative*. A good relationship with IDOT is vital in implementing improvements within the right-of-way, such as the intersection improvements for Washington Street and Columbia Street described in *Section 3 – Framework Plan & Policies*. Implementation of other recommendations within the *Ogden Avenue Corridor Enhancement Initiative*, such as new decorative street and pedestrian lighting or even painting of utilities will require IDOT coordination. IDOT will provide input as the implementation process progresses. This will also allow for coordination of City and State planned improvement projects. IDOT has received draft plans and has been consulted throughout the planning process to ensure that planning recommendations are in keeping with their standard practices.



# TRANSPORTATION PLAN

The Transportation Plan highlights the recommended policies and improvements for the Ogden Avenue Corridor. Collectively, these aim to improve traffic flow, safety of turning movements, ease of ingress and egress to businesses, navigability and pedestrian/bicycle amenities. The plan includes specific recommendations to better align the intersection of Ogden Avenue with Columbia Street (see inset below). It also recommends that the City work with owners of the Ogden Mall to incorporate a commuter park and ride lot in a shared parking arrangement. Formalized private drives with wayfinding signage are also encouraged at the east end of the Corridor to provide clearer circulation among shopping centers there, as well as with the Diehl Road business corridor to the north. Completion of sidewalk systems and bike enhancements should make the area more pedestrian/cyclist-friendly for employees and customers.



- Map Legend**
-  Key Intersection Improvements
  -  Consolidate Access Points and Create Cross-Access
  -  Existing Roadway
  -  Median Improvements where feasible
  -  Access Improvement Into Shopping Centers
  -  Sidewalks and Pedestrian Improvements
  -  Existing Parking Lot
  -  Opportunity for a Park & Ride Facility

figure 15



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# 5 Land Use & Development Plan

*The Land Use and Development Plan builds upon the broad recommendations presented in Section 3 – Framework Plans. The Land Use and Development Plan and Policies strive to encourage appropriate redevelopment along Ogden Avenue, while at the same time proposing updates to the City’s development regulations in order to guide the Corridor on a path toward contemporary development practices and economic vitality.*



## Land Use, Zoning and Development Regulations

The Ogden Avenue Corridor is comprised of a wide variety of land uses that have developed over time. Historically, the Ogden Avenue Corridor and its development have been reliant on the automobile and capitalize on high traffic volumes. Changes to the zoning regulations over time, along with varying parcel sizes and geometries have resulted in a wide range of building types and placement and business mix. Retail, service and office uses all coexist along East Ogden Avenue, and residential uses are within close proximity. Business operators acknowledge a lack of synergy among the variety of uses in the Corridor, something that can be strengthened through better planning, coordination, and connectivity.

Although there are only a few commercial zoning districts defined along the Corridor (primarily B3), these districts are among the most permissive in the City and foster a strong mix of uses that fulfill market needs and can continue to create the desired “synergy”.

Not long ago the City of Naperville set the standard for high quality development. As an emerging suburb in the Chicago Region, the City learned from past mistakes from Chicago’s inner ring suburbs, and established a comprehensive review process and development codes and ordinances. Today the requirements for development along Ogden Avenue seem typical and can be improved.

The permitted and conditional uses allowed in the B3 District should be updated to remain in keeping with the vision for redevelopment in the Corridor. This should include limiting warehouse and storage facilities, no longer permitting motels (as new uses), and limiting uses which have associated outdoor uses including wares display or material storage. Redefining zoning district boundaries should also be explored, to reflect the three different roles of the Corridor – east, central and west – and to provide more clear direction assuring that a mix of uses will be created in the best interests of the City, its residents and the business and development community.

Therefore it is recommended that the City conduct a full amendment of permitted and conditional uses in the B3 district, which includes all uses from B1 (Neighborhood Convenience Shopping District) and B2 (Community Shopping Center District) districts except for residential areas, along with all development regulations which have a bearing on redevelopment within the Ogden Avenue Corridor. Updated regulations should foster the desired vision for the Ogden Avenue Corridor. It is also recommended that the City regularly review and update each of these regulations.

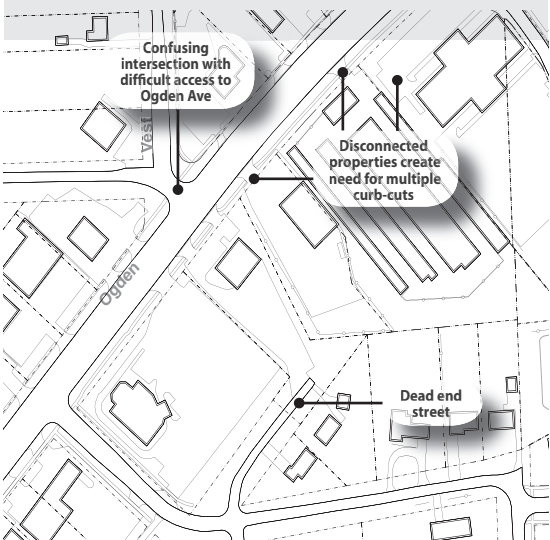
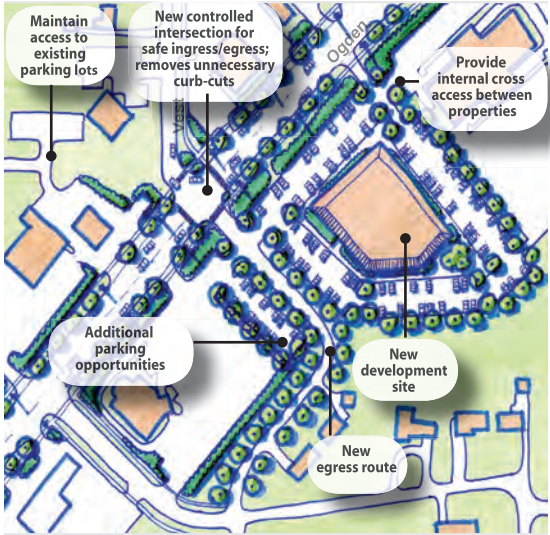
# Organizing Ogden Avenue Businesses

Currently there is no single organized business association that is comprised solely of Ogden Avenue businesses, but one should be created, perhaps as a sub group of the existing Chamber of Commerce. An Ogden Avenue Business Association would improve communication between businesses within the Study Area, as well as communications outside the Corridor, such as Diehl Road businesses, Downtown businesses, or the City. An association should assist with marketing and promoting the area's tenants, mix of uses, special events, sales, and more. The creation of an Ogden Avenue Business Association would also be beneficial in assisting the City with the implementation of the recommendations of the *Ogden Avenue Corridor Enhancement Initiative*, serving as a unified liaison between all business owners and the City of Naperville.

# Parcel Consolidation

Although many sites along the Corridor could be enhanced or redeveloped in their current configuration, there are some key opportunities for parcel consolidation. The benefits of property assembly are numerous, not the least of which is larger buildable development sites. Other advantages include consolidation of access points, ability to redefine confusing or non-existent circulation patterns, relieve on-site traffic congestion and parking issues, increase visibility to businesses by reorienting buildings with a better relationship to highly traveled public streets. In several locations throughout the Corridor, parcel consolidation would improve conditions for businesses and create new opportunities for intensification, expansion and reconfiguration of existing uses. One example is Portillo's and the sites and circulation surrounding this popular restaurant. By consolidating parcels in this area (from willing sellers), there are possibilities of expanding parking and drive through aisles, creating a new development site to the east with a larger footprint, and combining access.

Another area to consider consolidation is the parcels bounded by Naperville/Wheaton Road, Naper Boulevard and Ogden Avenue. Together, the LaSalle Bank, Buona Beef, Hawthorne Credit Union and Fair Oaks Ford encompass a 10-acre triangle at the most prominent intersection in the Corridor. Although each of the current businesses on this catalyst site are active, the redevelopment potential of this highly visible and accessible intersection warrants consideration for this site as an opportunity for encouraging the redevelopment of this parcel to serve as a strong catalyst for the entire Corridor.



A re-aligned and signalized intersection at Vest Avenue can create a commercial node with access to the cross-street rather than direct access to Ogden Avenue. Drives can be consolidated while still maintaining full access to properties.

figure 14 - Ogden Mall Parking Lot Circulation





# COMMERCIAL CASE STUDY

This Commercial Case Study illustrates the importance of updating development codes to foster more attractive and better functioning development. While the commercial business serves as an excellent example of successful redevelopment along the Ogden Avenue Corridor, a more critical review of the site would suggest that the building greets eastbound motorists with a long blank façade. This figure illustrates how minor improvements to landscaping and architecture, in accordance with *Citywide Building Design Guidelines* that have since been adopted, can significantly improve a development's appearance.

Awnings, windows and articulation applied along the entire Ogden Avenue frontage

Awnings, windows and articulation applied along the front areas of the east facade

Foundation landscaping, including native grasses and shrubbery soften the building's appearance



figure 17

prepared by Houseal Lavigne Associates

## Redevelopment Instead of Reuse

The *Ogden Avenue Corridor Enhancement Initiative* promotes the redevelopment of sites within the Corridor, instead of the reuse of existing buildings. A number of vacant and under used properties exist within the Study Area, each with outdated buildings that limit and restrict redevelopment options. Vacancies represent both issues and opportunities in the Corridor. Reasons for vacancies vary, as do the types of parcels that are left unleased or unused. Within the Study Area there are a number of long-standing vacant sites, suffering from outdated buildings and site layouts, poor site design, irregular parcel shapes, and insufficient parking. Aesthetic concerns regarding these properties have also become an issue as a lack of property maintenance on many of these parcels does little to improve the appearance or image of the Corridor. While there are issues surrounding the vacancies of these parcels, these properties also represent opportunities for improvement or redevelopment within the Corridor. The *Ogden Avenue Corridor Enhancement Initiative* recommends that the City actively assist owners and pursue new users or developers for vacant spaces and sites. By engaging in dialogue with owners, a better understanding of redevelopment or occupancy barriers can be understood on a case by case basis. Knowledge of such issues is invaluable in trying to assist progress and forge connections.



### **Small Business Reinvestment**

*Nicky's Redhots*, a local favorite, is in a recently expanded and improved building and site. Not long ago, this business suffered from poor access, appearance and limited seating. By acquiring an adjacent parcel, *Nicky's Redhots* was able to convert a full access curb cut into a right-in/right-out access point, reconfigure its parking, and provide full access at a safer location on the west side of the building. While the parking area was being reconfigured, owners of the restaurant dramatically improved the appearance of both the interior and exterior of the building. Noting this success is important, as there is concern that the recommendations of the *Ogden Avenue Corridor Enhancement Initiative* will be too costly and restrictive, and displace locally owned, sole proprietor businesses.

## Stormwater

Much of the Study Area was developed prior to current stormwater management requirements. At least two of the watershed areas immediately adjacent to the Ogden Avenue Corridor have known flooding issues. Therefore, as new redevelopment occurs, the issue of stormwater management needs to be addressed. How stormwater is handled depends on the size of the parcel and its particular site development proposal. City staff coordinates with landowners and developers to ensure that proper requirements are understood by all parties.

For property less than one acre in area, City Stormwater Ordinances are applied based upon the development/redevelopment scenarios described below:

- If the cumulative impervious footprint expansion is less than 500 square feet, stormwater detention is not required.
- If the cumulative impervious footprint expansion is greater than 500 square feet but less than 20% of the original impervious footprint, incremental stormwater detention shall be provided.
- If the cumulative impervious footprint expansion is 20% or greater of the original impervious footprint or the site undergoes a full redevelopment, 100% of the stormwater detention for the site shall be provided.

For properties greater to or equal to one acre in area, County Stormwater Ordinances apply.

Most likely, new development will utilize underground stormwater detention facilities in order to maximize the developable land, in part due to the limited depth of existing parcels. The City should do their best to require developers to incorporate water quality best management practices, where possible. Such measures include water infiltration/filtration systems and permeable pavement sections or other site improvements that reduce the amount of impervious surface.

The Action Plan also recommends that City Staff coordinate with adjacent property owners to encourage shared stormwater facility locations along common property lines to reduce infrastructure costs and improve stormwater efficiencies. Likewise, recognizing the challenges of establishing collective off-site stormwater management due to the price of land, parcel assembly (or easement) requirements, and the details of cost-sharing agreements, City Staff will coordinate with landowners to help facilitate these consolidated stormwater facility discussions between property owners. Through these efforts, the City is seeking to minimize the number of basins along the corridor to maximize developable space.

## Ogden Mall

The Ogden Mall should be given primary focus and effort due to its strong influence on the Corridor. It is clear that a successful revitalization of the east end will provide a greater impact to the overall Corridor. Of all the planning concepts discussed during the planning process, many participants were most excited about the prospect for big change at the Corridor's east end.

The Plan recommends redevelopment and revitalization of the Ogden Mall and neighboring properties as a top priority. Although the shopping center was once one of only a few commercial destinations in the City of Naperville and surrounding area, it is in need of revitalization or redevelopment. With the development of the IL Route 59 Corridor and the reemergence of Downtown Naperville, the Ogden Mall has struggled with vacancies and long-term tenant leases. A resurgence of anchor tenants would result in an economic boost to the area, and positively affect other nearby parcels. Additionally, the wholesale redevelopment of the entire site should also be considered and encouraged, to provide for a more contemporary style of development and to better reflect the desired character and quality for the Ogden Avenue Corridor.





**Potential Interim Improvement Plan**  
 The Iroquois Center and Ogden Mall may redevelop sometime in the future to better accommodate contemporary business uses. In the meantime a number of upgrades can be made to improve visibility, circulation and access. Improvements such as internal circulation pattern modifications, the addition of landscape and pedestrian amenities, and improved lighting and signage, all would benefit both the private properties and the Corridor on whole. It appears that there is excess parking within the Ogden Mall parking lot that could potentially be used for a park and ride facility.

figure 18 - Ogden Mall Interim Improvements

## Adjacent Residential Areas

As discussed in *Section 3 – Framework Plan & Policies*, single-family and multi-family residential uses surround much of the Study Area. While these neighborhoods are not part of the formal study area, they are not neglected by the recommendations of the *Ogden Avenue Corridor Enhancement Initiative*. The adjacent residential neighborhoods have experienced significant reinvestment in the past few years, and the quality of life these residents enjoy should not be compromised by new plans and development along this stretch of Ogden Avenue. As such, the *Ogden Avenue Corridor Enhancement Initiative* recommends sensitive development adjacent to neighborhoods to ensure impacts are minimized.

Where parcel depths accommodate berms and horizontal landscaping, they should be installed to buffer light, noise and views. However, since most of the Corridor consists of shallow parcels, vertical screening, consisting of solid board-on-board fencing complementary to adjacent residential uses and evergreens, should be utilized for screening. It should also be noted that recommendations for intersection improvements and any business access to side streets will require traffic studies and analysis to minimize impact on adjacent residential areas.

## New Residential Uses Within the Study Area

During the initial public meetings and key person interviews, residents, landowners and other stakeholders were asked to share their ideas about land uses within the Study Area. The Ogden Avenue Corridor has traditionally been a commercial corridor serving adjacent neighborhoods and outlying areas. The vast majority of stakeholder participants, as well as the Ogden Avenue Oversight Advisory Committee, indicated it should continue to function as an economic activity center in the future. It is worth noting that a few individuals in the planning process suggested that residential uses (e.g. multiple family) may be appropriate for the corridor.

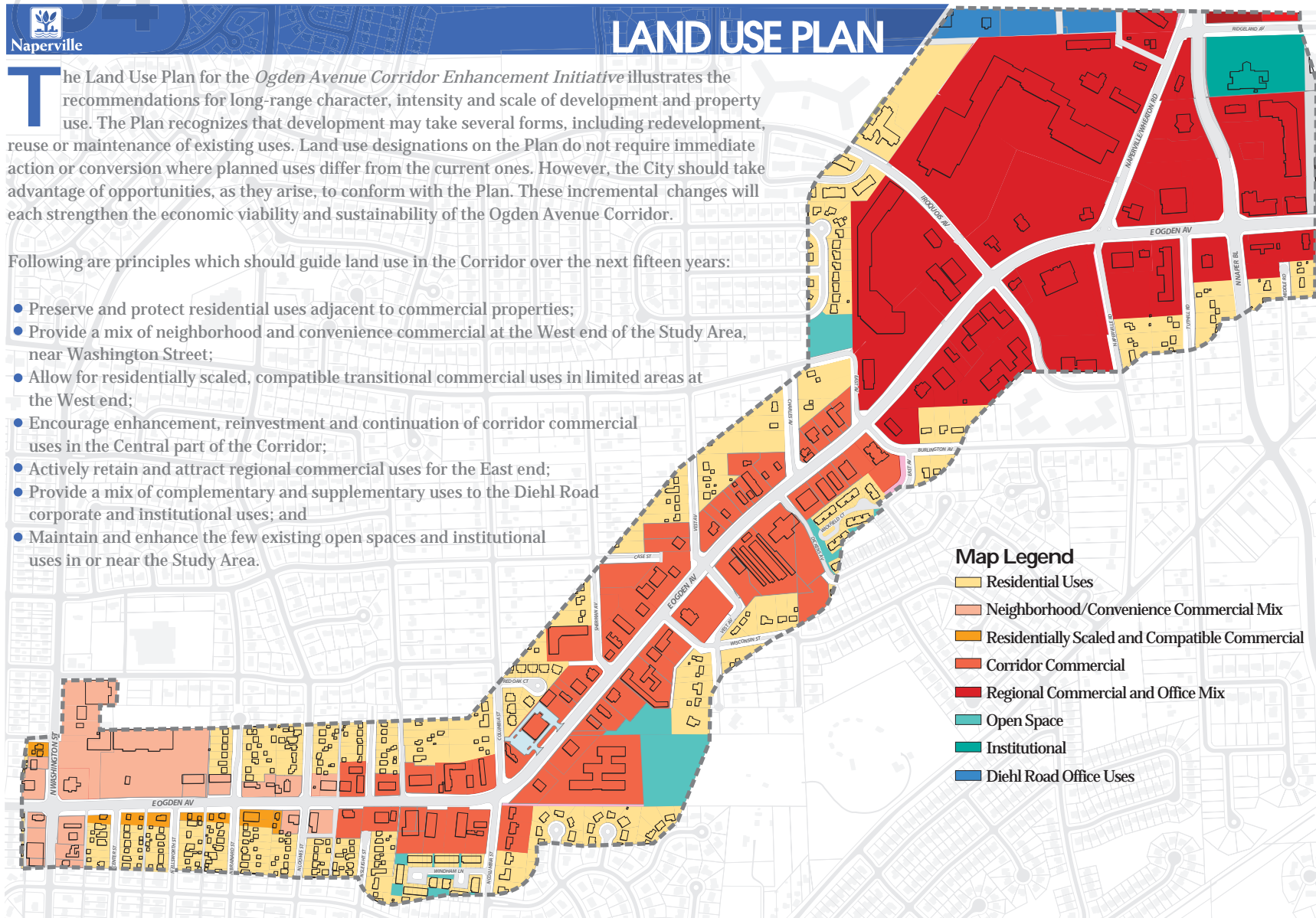
After considering this opportunity, it was determined that East Ogden Avenue is not an appropriate environment for introduction of new residential uses. Given the volume of traffic traveling along Ogden Avenue and the variety of land uses permitted, the desirability of this environment for residential uses was questioned. Moreover, particularly with the central and western portions of the Study Area, smaller parcel sizes would not be able to accommodate required parking for residential uses. If any opportunity for the introduction of new residential uses exists on the corridor, it is on the eastern end, where larger parcels could potentially undergo significant redevelopment, likely using a Planned Unit Development, to include a mix of residential and commercial uses.

# LAND USE PLAN









The Land Use Plan for the *Ogden Avenue Corridor Enhancement Initiative* illustrates the recommendations for long-range character, intensity and scale of development and property use. The Plan recognizes that development may take several forms, including redevelopment, reuse or maintenance of existing uses. Land use designations on the Plan do not require immediate action or conversion where planned uses differ from the current ones. However, the City should take advantage of opportunities, as they arise, to conform with the Plan. These incremental changes will each strengthen the economic viability and sustainability of the Ogden Avenue Corridor.

Following are principles which should guide land use in the Corridor over the next fifteen years:

- Preserve and protect residential uses adjacent to commercial properties;
- Provide a mix of neighborhood and convenience commercial at the West end of the Study Area, near Washington Street;
- Allow for residentially scaled, compatible transitional commercial uses in limited areas at the West end;
- Encourage enhancement, reinvestment and continuation of corridor commercial uses in the Central part of the Corridor;
- Actively retain and attract regional commercial uses for the East end;
- Provide a mix of complementary and supplementary uses to the Diehl Road corporate and institutional uses;
- Maintain and enhance the few existing open spaces and institutional uses in or near the Study Area.



### Map Legend

-  Residential Uses
-  Neighborhood/Convenience Commercial Mix
-  Residentially Scaled and Compatible Commercial
-  Corridor Commercial
-  Regional Commercial and Office Mix
-  Open Space
-  Institutional
-  Diehl Road Office Uses



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# 6 Image & Identity Plan

*Building on the Corridor Appearance Framework established in Section 3, this section describes how an improved image and identity will strengthen the sense of place for Naperville's eastern gateway helping to define a destination for customers. The Ogden Avenue Corridor Enhancement Initiative provides an opportunity for the City of Naperville and private property owners to work together to create something unique and special along Ogden Avenue, distinguishing the Corridor from other areas of the City and neighboring communities. An opportunity also exists for the City of Naperville to serve as a model that other communities can look to for tactics and planning recommendations that provide a climate that foster a climate ripe for redevelopment and reinvestment, ensuring the long-term stability of the Ogden Avenue Corridor.*



*“Enhance the economic viability of the Ogden Avenue Corridor by making it a more attractive and accessible place for conducting business”.*

**- 2006 Ogden Avenue Corridor  
Vision Statement**

*Physical streetscape improvements are one aspect of the Ogden Avenue Corridor Enhancement Initiative that will contribute greatly to achieving this vision.*

## Improvement Overview

The Corridor has developed over time as a drive-to commercial destination and is considered a community gateway based on the high volume of vehicular traffic it carries to, from, and through the City. The Corridor’s close proximity to the Interstate 88 Tollway interchange at Naperville Road, and its placement as an approach to Downtown Naperville, which has in recent years become a significant regional destination, adds to the overall significance of this section of Ogden Avenue.

The physical improvements within the Ogden Avenue right-of-way are limited to basic functional items necessary to provide vehicular access to adjacent businesses and to move traffic through the community. The Corridor is characterized by a wide roadway (2 lanes in each direction plus a center bi-directional turn lane), multiple driveway curb-cuts, utilitarian roadway lighting and turf grass. Basic sidewalks exist in some locations but gaps and misalignments are frequent. The space within the public right-of-way is somewhat limited along the Corridor and the overall image of the Corridor is highly dependant on the quality of adjacent private properties. The majority of structures on these properties face functional and aesthetic obsolescence.

Landscape, signage, parking setbacks and building materials are inconsistent due to the fact that many of the properties were developed before current zoning codes were adopted. The result of these circumstances is that the Corridor lacks character and a sense of place.

Although Ogden Avenue is a public right-of-way within the City of Naperville, it is owned and controlled by the Illinois Department of Transportation (IDOT). It is important to note that any improvements within the right-of-way will be subject to IDOT review and approval. The City of Naperville will likely be required to pay for and maintain any improvements beyond a basic level.

Another important function of the right-of-way is to carry public utilities, many of which are underground in this section of Ogden Avenue, although some electrical power lines are above ground. Streetscape improvements within the right-of-way must be coordinated with the underground utilities through the associated utility providers and/or controlling jurisdictional agencies.

## Corridor Image

Constructing new streetscape elements consistently along the Corridor will go a long way to enhancing Ogden Avenue. However, streetscape elements should be intentionally designed and products selected to create a style that is unique to the Corridor, consistent with the 2006 Ogden Avenue Corridor Vision Statement.

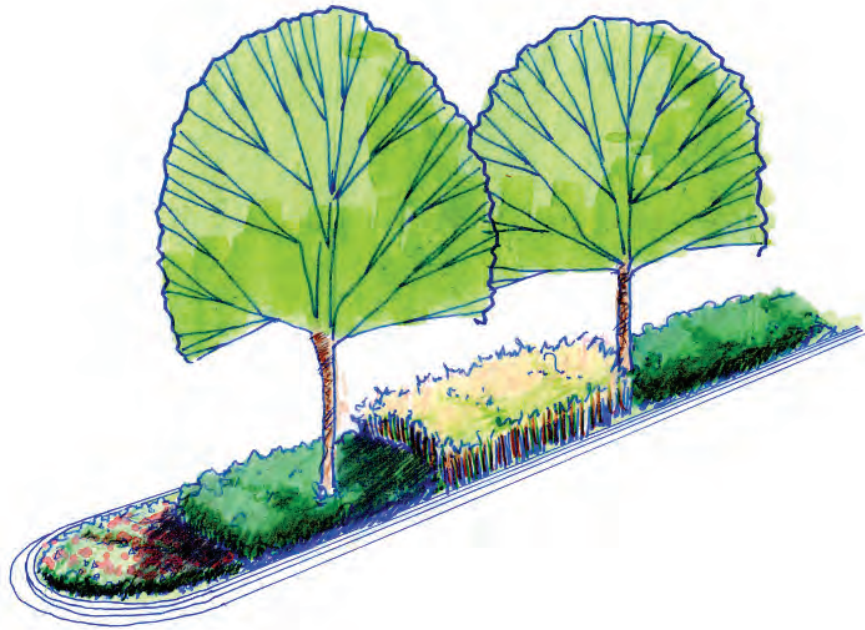
Some might suggest that the standard streetscape style of downtown Naperville should be repeated on Ogden Avenue for consistency. Realistically, because the downtown area is a pedestrian oriented environment and Ogden Avenue is vehicular oriented, the scale, texture and materials will not necessarily translate equally between the two. There was also a strong opinion among stakeholders that Ogden Avenue should not try to duplicate or compete with the downtown, but the two should complement one another. Ultimately, some style elements may be repeated between the two areas, but physical materials and applications will likely be very different.

The streetscape materials for the Corridor should be high quality, simple, and understated. The style should be more contemporary than historical to match the era of the Corridor, and street furnishings and other elements should be selected in dark colors in order to relate timelessly to existing and future property developments in a variety of architectural styles.

Other specialty items such as gateway signage, wayfinding signage, and banners can be designed to reflect the unique features of the community and to help create a memorable sense of place. Seasonal items such as art displays, holiday decorations and special events information can be programmed to further represent the culture of the community.

Because of the limited space within the public right-of-way, the overall image of the Corridor will continue to be highly dependant on the quality of adjacent private properties. Some existing properties may remain as-is for many years to come and other properties will likely redevelop. The City should encourage private property owners to make improvements consistent with the vision set forth in this plan to improve the image of the Corridor.





**Median with Shade Trees & Ornamental Plantings**

*Shade trees combined with accent and ornamental plantings will provide a higher level of visual interest along the Corridor. Eliminating turf grass makes mowing unnecessary however, maintenance effort required may be offset by the increased number of plantings.*

figure 20 - Median Landscaping

## Landscaped Median

A bidirectional turn lane exists throughout most of the Corridor. The center lane allows left hand turns into most properties without disrupting the flow of through traffic. Additionally, the center lane also allows traffic entering Ogden Avenue to accelerate and safely merge into traffic. The bidirectional turn lane presents an excellent opportunity for the installation of a landscaped median, in select areas of the Corridor. Landscaped medians can dramatically change the appearance of the Corridor. They could also significantly restrict turning movements - a benefit in some areas and a hindrance in other areas.

Not all property owners and businesses may welcome additional traffic restrictions resulting from a landscaped median. However, by designing a traffic system with adequate gaps in traffic, left turns and protected u-turns could be accommodated and permitted at key locations to ease transition and access issues. It should be noted that landscaped medians are widely accepted means to assist with traffic calming and speed reduction efforts, in addition to their application in improving appearance.



## Streetscape and the Pedestrian Experience

The Corridor has been developed over time with the automobile at the forefront of its design. While still accommodating the automobile, pedestrians should also feel welcomed. The Corridor provides very few pedestrian amenities, resulting in an uninviting pedestrian experience. Streetscape and pedestrian amenities could dramatically improve the “walkability” of the Corridor, and pedestrian safety in the area. Concept plans of how this might look have been incorporated into the Plan to aid the community in visualizing recommended improvements. Some participants in the process have questioned the desire to walk along the Corridor, because they have a difficult time seeing themselves wanting to be a pedestrian along Ogden Avenue in its current state. Improved pedestrian amenities that increase safety and circulation will create the desire for residents to walk or bike to businesses in the area, as well as improve commutes for those who work in the area and arrive by foot or bicycle. Pedestrian-scaled lighting, benches, directional signage, and other such amenities could instantly create a more attractive, safe, and functional pedestrian environment.



### Sense of Place

*A “quest for community” exists in American culture today. It is that quest that brings downtowns back from decline, walkable “lifestyle” malls into popularity, and newer “urban style” mixed-use developments into existence, even in the suburbs.*

*Creating a sense of place is different than committing to enhance the image of the Corridor; instead it is taking advantage of available opportunities to design destinations along the Corridor. These places are traditionally corner stores and town squares, but can be modern day bookstores and corner cafes. Making business areas “places” by adding human elements and attractive environments, contributes to this effort.*

## Streetscape Improvements

The following is a description of the recommended streetscape improvements for the Study Area. The graphics on the following pages illustrate how these improvements can be applied throughout the Corridor.

### Utilities

The majority of utilities are located underground throughout the Corridor. There are a few locations where overhead utility lines exist. These lines should be buried if possible, or potentially relocated to rear lot alleyway locations.

There are many above ground utility boxes located throughout the Corridor. Although these boxes are a necessity, but specific placement of utility boxes is often left up to the judgment of the utility at the time of construction. The City should coordinate with utility providers and jurisdictional agencies in the future to carefully place utility boxes, consolidate boxes where possible, and standardize materials and color in order to minimize the visual impact of the utility boxes, whenever utilities are modified or upgraded.

The existing traffic signal poles along the Corridor are standard galvanized steel. Ultimately, replacing the existing traffic signal poles with decorative poles would be desirable, but also quite expensive. Another alternative is to paint the existing traffic signals a dark color to match the other light poles and furnishings to improve their aesthetics.

### Pedestrian, Bicycle, Public Transportation Elements

Standard five foot wide concrete sidewalks exist along much of the Corridor, but there are gaps in some locations. Filling these gaps should be a priority. Also sidewalks are misaligned in some locations making pedestrian access difficult. These sidewalk misalignments should be corrected. Sidewalk connections to adjacent private properties and neighborhoods would greatly increase the pedestrian experience along the Corridor. All sidewalks need to meet Americans with Disabilities Act (ADA) standards.

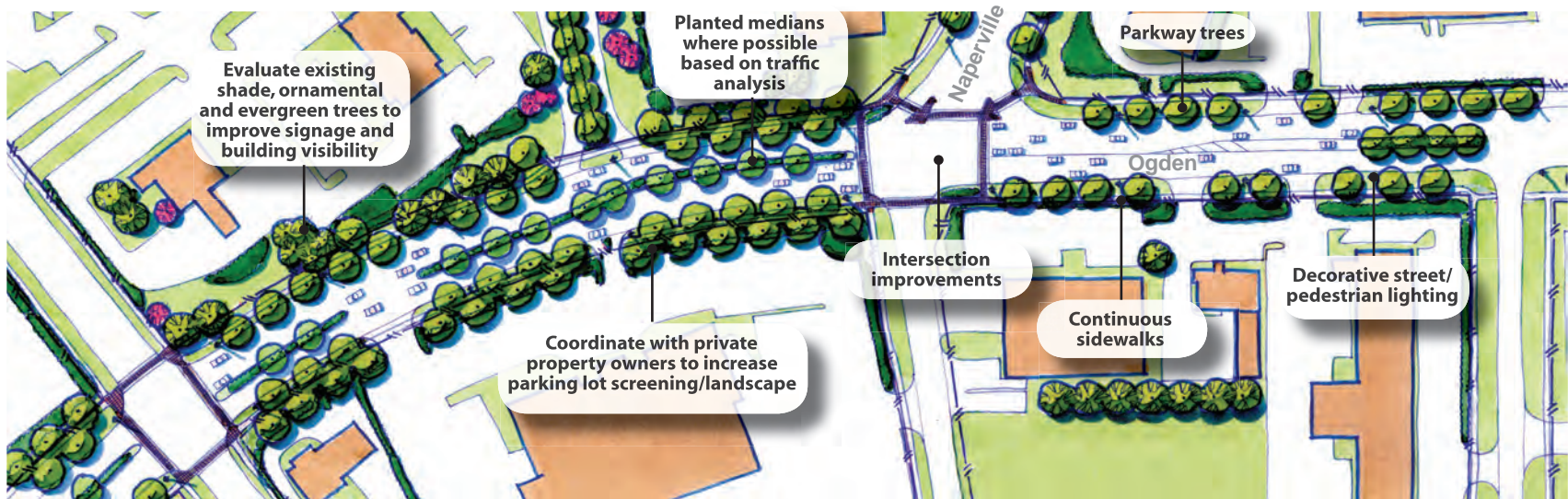
Ogden Avenue is a very busy street and encouraging pedestrian crossing is realistic only at signalized intersections. The crosswalks at these locations should be improved to be highly visible to vehicular traffic. Cross-streets should also have highly visible marked pedestrian crosswalks.

By law, bicycle traffic is subject to the same rules of the road as vehicular traffic. However, due to the high volume of traffic on Ogden Avenue, bicycling is not encouraged on the roadway but is acceptable on sidewalks. Recreational bicyclists will likely avoid Ogden Avenue and travel on less busy neighborhood streets. The anticipated amount of bicycle and pedestrian traffic can easily share the sidewalk along the Corridor. Loomis and Columbia Streets are designated as bicycle routes and these intersections should be designed to accommodate bicycle cross traffic.

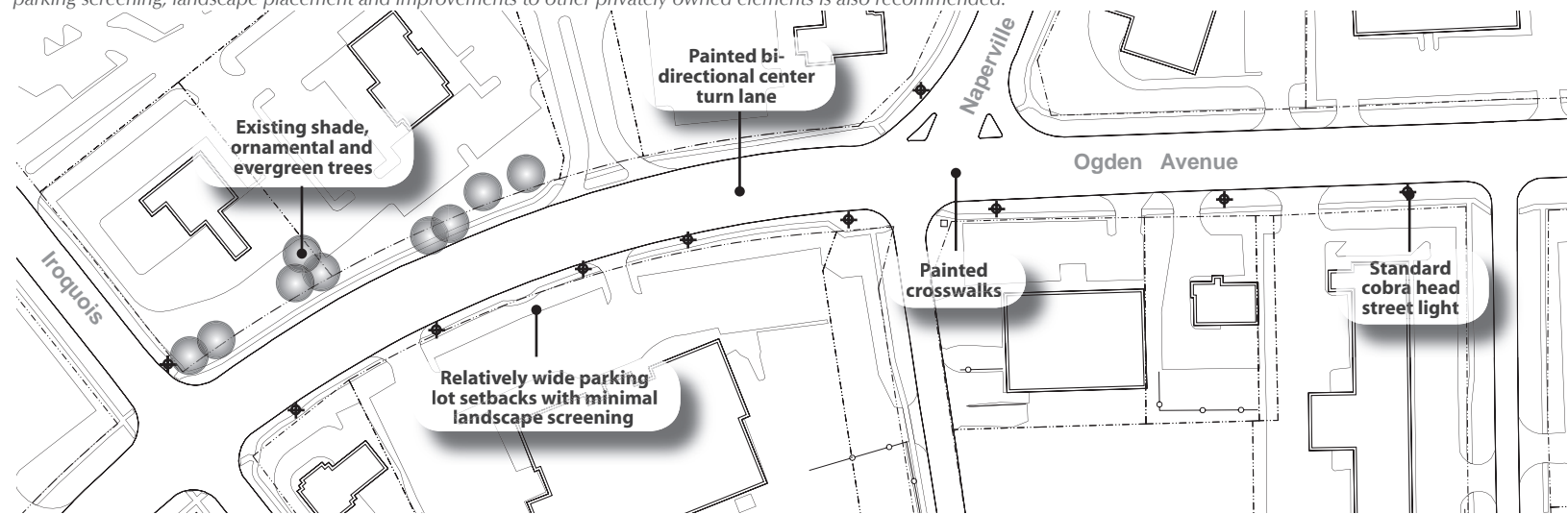
The large number of wide driveway openings create many pedestrian/ bicycle/ vehicular conflicts along the Corridor. Consolidating redundant drive openings and narrowing overly wide drive openings will greatly reduce the number of conflicts along the Corridor. The sidewalk should continue across driveways through the use of distinctive paving in order to alert motorists of the presence of pedestrians or bicyclists.

The City of Naperville is committed to promoting use of public transportation. Bus stops should be improved to include shelters, sidewalk connections, furnishings and other amenities. Park and ride facilities should also include similar elements.

Incorporating these pedestrian, bicycle and public transportation amenities will help to make the Ogden Avenue Corridor a complete street and will not only improve the function and aesthetics, but also will also likely contribute to traffic calming along the Corridor.



**Proposed East Corridor Plan** The Corridor could be greatly improved by providing consistent streetscape elements including parkway trees, decorative roadway and pedestrian lighting, continuous sidewalks, highly visible marked pedestrian crosswalks, and quality street furnishings in areas of heightened pedestrian activity. There are opportunities along the east Corridor to provide a planted center median which would greatly improve the image of the Corridor. Coordination with private property owners to provide better parking screening, landscape placement and improvements to other privately owned elements is also recommended.



**Existing East Corridor** The existing east Corridor is characterized by a wide roadway that carries a large volume of traffic, lined by large commercial properties. Improvements within the right-of-way are limited to standard sidewalks, turf grass, and utilitarian street lighting. There are gaps in the sidewalks and misalignments along with inconsistent parking setbacks and screening. The image of the east Corridor is highly dependant on the adjacent shopping center land uses.

figure 21 - East Corridor Image & Identity Plan

**Stakeholder Input:**

*The streetscape recommendations were developed based on stakeholder input. Stakeholders contributed to development of the overall streetscape image and how it should fit in with the community as a whole, along with suggestions of specific elements that could improve the Corridor streetscape.*



## Landscape

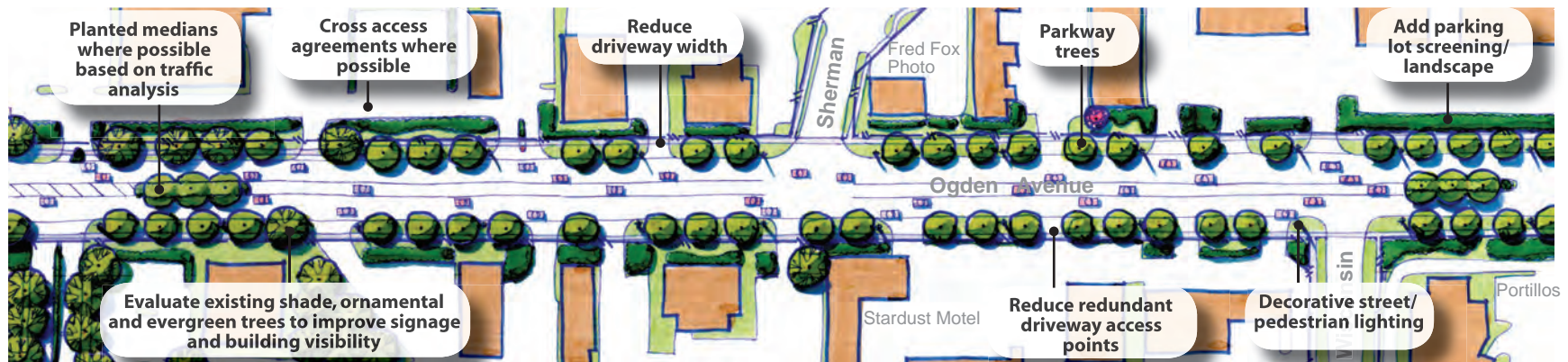
Currently landscape within the right-of-way is limited to turf grass and very few parkway trees. Studies have shown that landscape, particularly large parkway trees, contributes greatly to the perception of a place. Adding parkway trees consistently along the Corridor, spaced no more than 40 feet on center, required by ordinance, would be a significant improvement. Based on preliminary analysis of existing parkways in the Study Area, there is adequate space in the parkway for trees, although specific placement must be coordinated with underground utility locations. Other ornamental plantings such as shrubs, perennials and annuals in the right-of-way should be limited due to harsh conditions and maintenance requirements. These types of plantings may be appropriate at key intersections, gateway and bus stop locations to add visual interest without becoming a burden to maintain. Throughout the planning process, a number of stakeholders suggested adding planted medians in place of the center bi-directional turn lane. This would be highly desirable from an aesthetic standpoint, but perhaps prohibitive because of the multiple driveway access points to private properties. In order to install a planted center median there would need to be agreement that access points may be limited to right-in, right-out movements. This would be highly desirable from an aesthetic standpoint, but prohibitive in some locations because of multiple driveway access points to businesses. In order to install a planted center median, driveway access consolidation, as discussed in Section 4 would need to occur. Additionally, some locations may need to be limited to right-in, right-out turning movements.

## Lighting and Electrical Utilities

Currently, lighting along the Ogden Avenue Corridor is limited to utilitarian roadway lighting. Improving the lighting would have a positive impact on the Corridor. Both the effect of the emitted light and the poles themselves have an impact on the aesthetics of the Corridor, due to the fact that light poles are a highly visible vertical element in the daytime hours. Providing both roadway and pedestrian level lighting is desirable. Upgrading to decorative light fixtures including accessories such as banner arms, flag holders, holiday lighting outlets and potentially artistic icon elements is an opportunity to contribute to the development of a sense of place along the Corridor unique to the City of Naperville. Light poles and fixtures will need to be selected in order to meet IDOT photometric requirements. Accent lighting and power for holiday displays is recommended at gateway locations and potentially in medians and other accent planting locations.

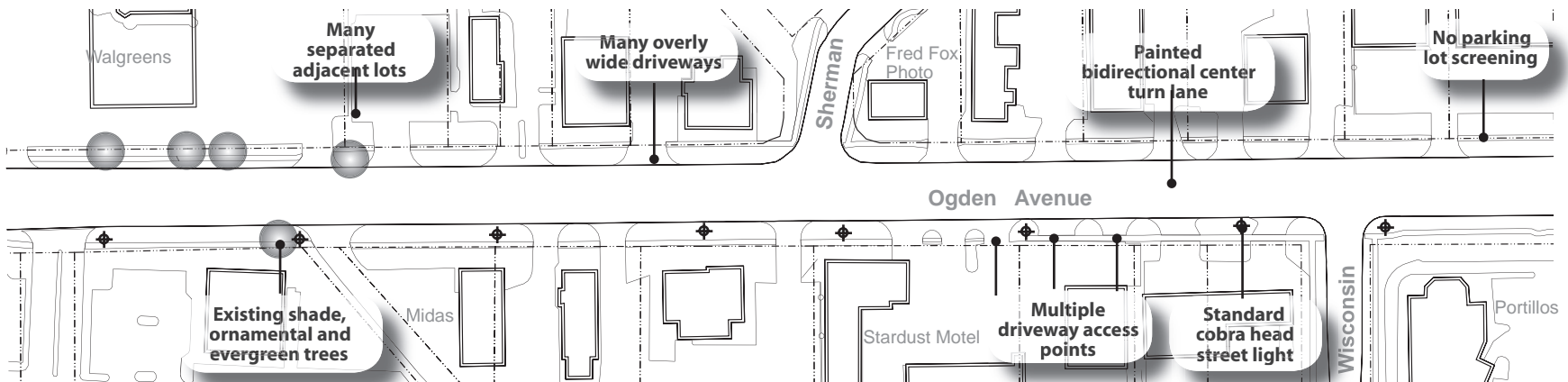
## Sustainability and Maintenance

All of the recommended streetscape items should be carefully chosen and designed to be as sustainable as possible. Quality materials should be selected that will last and not need to be replaced in an unreasonably short period of time or require constant maintenance. Even if the streetscape is designed efficiently, it will require a higher level of maintenance than is currently required. It is unrealistic to expect IDOT or private property owners to maintain the streetscape. Maintenance should be budgeted for and coordinated by the City of Naperville.



**Proposed Central Corridor Plan**

The Corridor could be greatly improved by providing consistent streetscape elements including parkway trees, decorative roadway and pedestrian lighting, continuous sidewalks, and consolidating driveway cuts where cross access agreements can be negotiated. There may be opportunities to provide a planted center median based on consolidation of curb cuts. Coordination with private property owners to provide better parking screening, better landscape placement and improvements to other privately owned elements is also recommended.



**Existing Central Corridor Plan**

The existing central Corridor is characterized by a wide roadway that carries a large volume of traffic, lined by small individual properties with many driveway curb cuts. Improvements within the right-of-way are limited to standard sidewalks, turf grass, and utilitarian street lighting. There are gaps in the sidewalks and misalignments along with inconsistent parking setbacks and screening. The image of the central Corridor is highly dependant on the adjacent small business land uses.

figure 22 - Central Corridor Image & Identity Plan

**Sample Streetscape Amenities**



**Bench - Landscape Forms  
Towne Maine Series**



**Bike Rack**



**Newspaper Boxes**



**Trash Receptacle - Landscape Forms  
Washington Square Series**



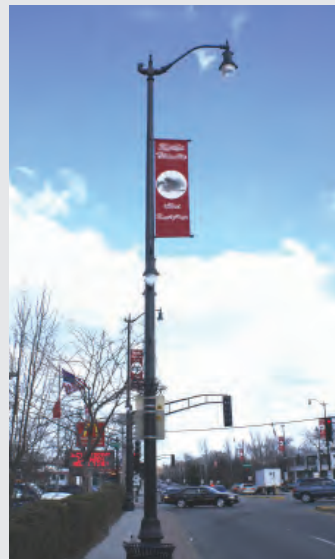
**Movable Planter**



**Decorative Pavers**



**Bus Stop**



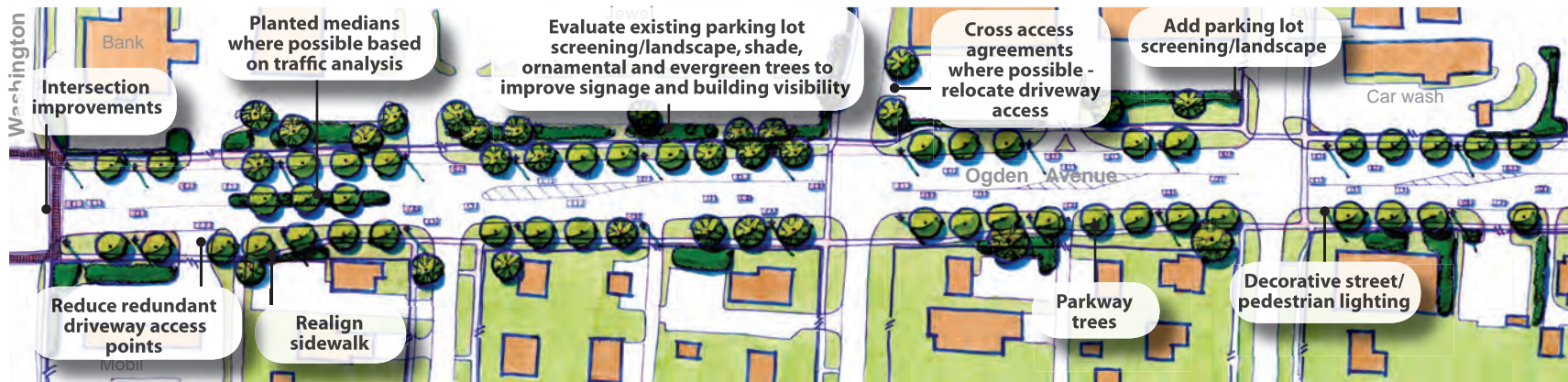
**Street Lighting Example**

*Providing quality furnishings and amenities in areas of heightened pedestrian activity will contribute to the hospitality and aesthetics of the environment. Materials should be high quality, simple and understated. To match the era of the Corridor, the style should be more contemporary than historical and dark colors should be used to relate timelessly to existing and future property developments.*

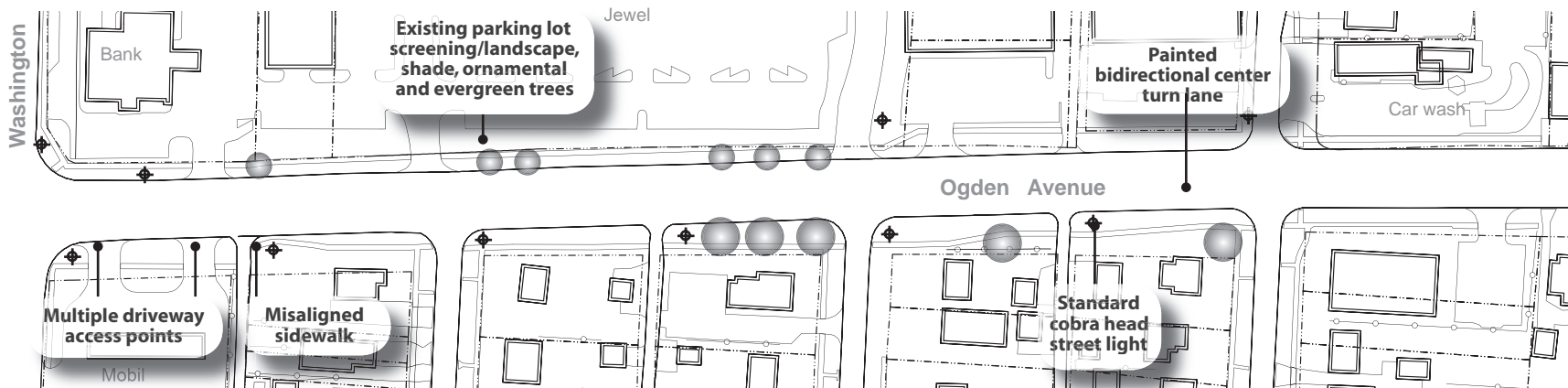
**Furnishings and Amenities**

Ogden Avenue Corridor is likely to remain a drive-to commercial destination for the foreseeable future. However, providing quality pedestrian furnishings and amenities in areas of heightened pedestrian activity will contribute greatly to the hospitality and aesthetics of the environment. Placement of items such as benches, litter receptacles and decorative paving at these locations is recommended. Similarly, including furnishings along with bicycle racks and newspaper boxes at bus stop and park and ride facilities is recommended.

Seasonal items such as movable planters in the summer, holiday displays in the winter and other special event or artistic displays can provide visual interest along the Corridor. Placement of these items should be planned carefully based on vehicular site distances and other site conditions.



**Proposed West Corridor Plan** The Corridor could be greatly improved by providing consistent streetscape elements including parkway trees, decorative roadway and pedestrian lighting and continuous sidewalks. Providing a planted center median would be desirable to improve the west end image, however traffic patterns could make this difficult. Coordination with private property owners to provide better parking screening, better landscape placement and improvements to other privately owned elements is also recommended.



**Existing West Corridor Plan** The existing west Corridor is characterized by a wide roadway that carries a large volume of traffic, lined by a variety of mixed variety of commercial uses and some residential to commercial conversions. Improvements within the right-of-way are limited to standard sidewalks, turf grass, and utilitarian street lighting. There are gaps in the sidewalks and misalignments along with inconsistent parking setbacks and screening. The image of the west Corridor is highly dependant on the mixed adjacent land uses.

figure 23 - West Corridor Image & Identity Plan



## Signage

### Traffic Regulatory Signs

At a basic level there are a number of regulatory signs that are required along the Corridor such as stop signs, street name signs, speed limit, and parking regulation signs. The design of these regulatory signs is standardized by the state; however the number of signs, specific placement, and mounting can be refined. Regulatory signs should be minimized where possible and placed to be visible for motorists, but not in conflict with pedestrian and bicycle routes. The aesthetics of regulatory signs can also be improved by mounting them on more decorative poles and by using matching color brackets and mounting bands.

### Gateway & Corridor Identification Signage

The City of Naperville previously developed a gateway signage concept under a separate study but it was never adopted due to budget concerns. The gateway signage style, developed by a City appointed stakeholder group to represent the desired image of Naperville, still seems valid today. A primary gateway location has been identified at the intersection of Naper Boulevard and Naperville-Wheaton Road, and secondary gateways at the intersections of Washington Street and Ogden Avenue and Naper Boulevard and Ogden Avenue as discussed and illustrated on page 34.

Corridor identification signage may be developed utilizing a similar design theme as

gateway signs. These identification signs could be mounted on light poles throughout the Corridor to further emphasize the sense of place.

### Wayfinding Signage

Finally, developing wayfinding signage indicating the direction to major City landmarks such as downtown, the Riverwalk, and Naper Settlement could further enhance user hospitality. The design of the wayfinding signage should be consistent with the gateway and Corridor identification signage.

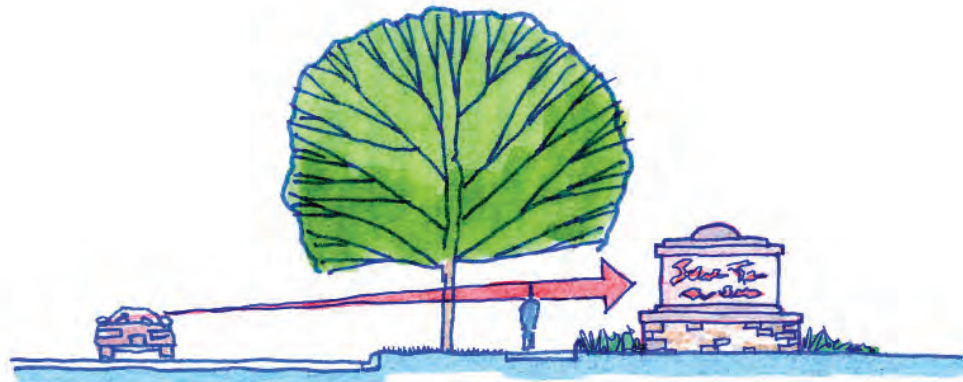
### Business Signage

Business signage is recommended to be low profile monument signage, placed nearer the right-of-way than current regulations permit. See page 38 for a full description of business signage recommendations.

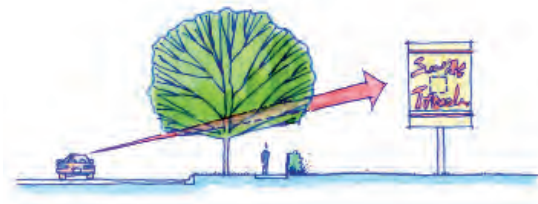
## Visibility and Exposure

Historically, many businesses have located along Ogden Avenue to take advantage of the tremendous visibility and exposure that comes with the high volume of vehicles that traverse Ogden Avenue each day. This is a valuable benefit for businesses in this area. In general, businesses that locate in commercial corridors like Ogden Avenue are not typically considered destination stores, and therefore need to have visibility to attract potential customers that pass by. Visibility is important for each business; however, as each business tries to make their site more noticeable, visibility may actually decline over time. With each large, bright business sign that is erected, the larger, and brighter the next business sign will be. As vehicles travel along Ogden Avenue, the cluttered look of the Corridor makes it difficult to identify or recognize several businesses. The *Ogden Avenue Corridor Enhancement Initiative* provides an opportunity to create a balance between the needs of the businesses, and appropriate visibility and exposure.





*Decreasing sign setbacks and encouraging ground signs can improve visibility from vehicular traffic while at the same time improving the Corridor aesthetics. Ground signs can be quite large for readability and still be attractive in context with landscape and proper site placement. Visibility of motorist should be kept in consideration when siting lower signage.*



*Current sign regulations require large setbacks at the building line and allow tall sign posts based on a perception that higher signs will be more visible. In reality, tall signs with large setbacks are often difficult to see from a vehicle due to views shed conflicts with buildings, trees and other built elements.*

figure 24 - Signage Visibility

## Overhead Utilities

Along Ogden Avenue power lines are highly visible to motorists and pedestrians, providing an unsightly appearance along portions of the Corridor. Parkway landscaping, unique street lights, and street banners may be difficult to implement along the Corridor with these overhead utilities present. Recommendations to screen or relocate overhead utilities is a standard practice (electric/pad-mounted). Utility service is provided by both ComEd and the City of Naperville Electric Utility along the corridor. While those in the right-of-way are ComEd's, Naperville's electric overhead crossings, which intersect the Corridor, are being slowly removed as part of a large multi-year system improvement project. Undergrounding utilities to improve the Corridor's appearance is recommended within the Action Plan provided in Section 7. As they relate to streetscape improvements, utilities are also addressed on page 66.

## Private Property Improvement Recommendations

The quality and image of the Corridor is highly dependant on the adjacent private properties. A number of scenarios are likely to occur related to private properties, each of which can result in improvements to the Corridor.

### ***Properties to Remain “As Is”***

In situations where existing property owners have no immediate plans to upgrade their properties, the City could institute incentive programs to encourage improvements. In certain situations, such as where older properties encroach on the public right-of-way, the City could initiate the improvements or assist with the funding, technical assistance, or financing of private property improvements that would benefit the site as well as the Corridor. The City could also utilize an amortization schedule that would allow existing properties to conform over time, rather than be overburdened by having to comply within an overly restrictive and short time frame.

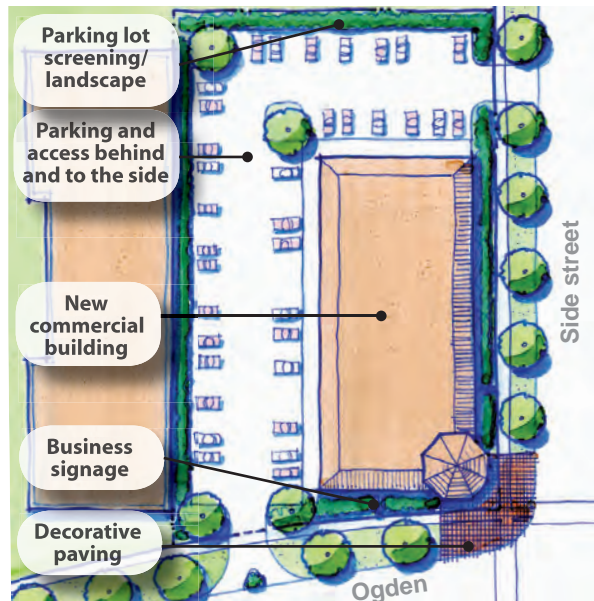
### ***Properties to be Upgraded***

Businesses often change over time and require upgrades to physical properties requiring building permits. This could be a trigger to institute new policies adopted as part of the *Ogden Avenue Corridor Enhancement Initiative*. Improvements and upgrades to the properties can be negotiated between the City and private property owners at the time of the building permit application. The intent would be to improve the properties along the Corridor incrementally, rather than prevent reinvestment by being overly restrictive.

### ***Properties to be Redeveloped***

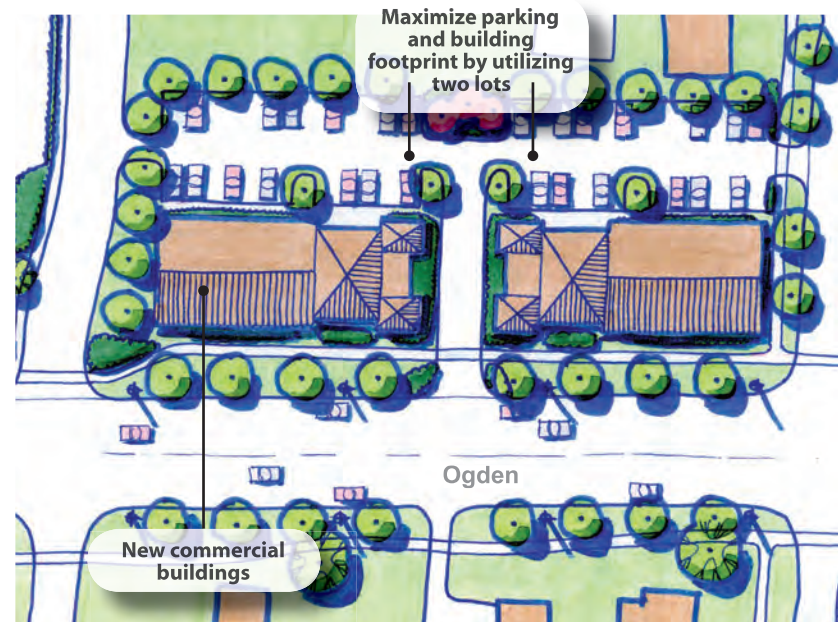
If a private property were to completely redevelop, the improvements would be subject to current zoning codes, design guidelines, and the principles as outlined in the *Ogden Avenue Corridor Enhancement Initiative*. This would result in private property improvements consistent with the desired vision for the Corridor. In each of these scenarios, the City of Naperville does not intend to dictate a specific architectural style, but should apply consistent standards to improve the Corridor. Site and streetscape related items include:

- Building scale and location on site
- Parking lot location and layout
- Driveway curb cut number and location
- Cross access between properties
- Landscape parking buffers
- Placement of landscape improvements related to buildings and signage
- Signage size, height, materials and location
- Sidewalk connections to public sidewalks and adjacent neighborhoods

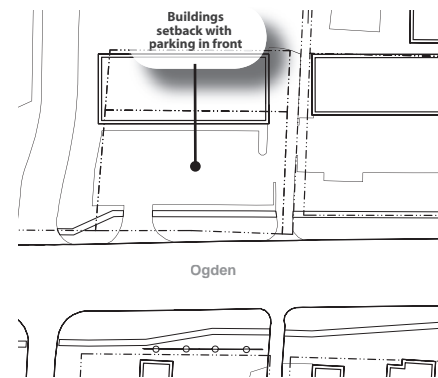


*In some cases, individual commercial buildings are becoming obsolete and will likely redevelop over time. When these properties redevelop, encouraging building placement in closer relationship to the street where possible can improve business visibility and improve the aesthetics of the Corridor. Ample parking can be provided to the side and behind the building with side street and limited Ogden Avenue access. Parking in front can still be accommodated with appropriate landscaping or walls to screen parked cars, where buildings are set back further.*

figure 25 - Private Property Improvements



**Potential Lot Reconfiguration for West End Redevelopment**



**Existing Lot Configuration**

*While stressing the importance of protecting existing residential neighborhoods, individual blocks fronting Ogden Avenue can redevelop on a case-by-case basis. Small individual lots can be combined to accommodate new buildings that maintain the residential character of the area through pitched roofs and window styles. Parking can be located in the rear with appropriate landscape buffers and fencing adjacent residential areas.*



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# 7 Implementation Strategies & Action Plan

*Completion of Naperville's Ogden Avenue Corridor Enhancement Initiative is only the first step, not the last. The Plan sets forth an agreed-upon action plan for the next ten to fifteen years. It is the product of considerable effort on the part of the City Council, Plan Commission, Transportation Advisory Board, Oversight Advisory Committee, City staff, residents and the business community.*

*The City and its leaders have expressed a commitment to implement the Plan to promote economic development and revitalization within the study area. A major, sustained effort will be necessary to take this Plan from ideas to reality. Significant City and property owner/tenant involvement will be required to implement the Plan because of the size of the study area, the diversity of the planning opportunities, the amendments to regulations required, the amount of supporting infrastructure needed, and the multiple property owners involved.*

There are several requirements for effective implementation of the *Ogden Avenue Corridor Enhancement Initiative*. This section highlights the implementation tools available for the City to work towards fulfilling the recommendations of the Plan. Strategies, actions and policies to implement the Plan are described on the following pages organized in the categories listed below:

- Administrative Actions
- Regulatory Actions
- Capital Improvements
- Economic Development
- Review and Update Actions
- Potential Funding Sources

Following these strategies and sources is an Action Plan that will guide the City in taking the next steps to implement the Plan.

## Administrative Actions

The following components require administrative action and/or public policy to implement. These actions do not require a significant allocation of funds and can be completed in a fairly short time frame.

### Plan Related

***Adopt the Plan.*** The *Ogden Avenue Corridor Enhancement Initiative* should become the City of Naperville's official policy guide for improvement and development for East Ogden Avenue. It is essential that the Plan be adopted by City Council for use by City staff, boards, and commissions to review and evaluate all proposals for improvement and development within the Study Area.

***Use the Plan.*** The Plan has been designed with a great deal of emphasis on the use of graphics with the intent of more easily illustrating specific ideas and recommendations. The purpose of this graphic approach is to help to ensure that the Plan is easily understood.

### Communication Related

***Meet with residents and businesses owners.***

Meet with residents, business owners, and others to review the recommendations of the Plan. Meet specifically with representatives of the Ogden Mall and Iroquois Center to review the Plan, and begin discussions about future improvements to begin to work together for a shared future. These and other key property owners should be contacted and engaged in a dialogue which can mutually benefit both the City and owners/developers.

***Make the Plan available.*** The City should post a copy of the Plan on the City's website for download. A hardcopy of the Plan should also be kept at the Naperville Municipal Center for review.

***Promote Communication and Cooperation.***

The City of Naperville should assume the leadership role in implementing the new *Ogden Avenue Corridor Enhancement Initiative*. In addition to carrying out the administrative actions and many of the public improvement projects recommended in the Plan, the City may choose to administer a variety of programs available to local residents, businesses and property owners. In order for the *Ogden Avenue Corridor Enhancement Initiative* to be a success, it must be based on a strong partnership between the City, other public agencies, utility companies, IDOT, various neighborhood groups, local business owners, and residents.

### Development Related

***Ensure Development Plans work with the Plan.***

Review plans and proposals from the development community and utility companies against the recommendations and Plans of this document. Whether new tenant build-out, façade renovation or full redevelopment, the Plan should be used in communicating the vision of the City to business owners and investors.



## Regulatory Actions

Adoption of the new *Ogden Avenue Corridor Enhancement Initiative* should be followed by a review and update of the City's current development controls including zoning, subdivision regulations, and other related codes and ordinances such as the signage ordinance. It is essential that all development controls are consistent with and complement the new *Ogden Avenue Corridor Enhancement Initiative*.

The *Ogden Avenue Corridor Enhancement Initiative* sets forth policies regarding the use of land within the commercial areas and establishes policies for the quality, character, and intensity of new development and redevelopment. The Plan's policies and guidelines should greatly assist the City in creating new zoning and development code regulations that can better reflect the needs and aspirations of the community for this important part of the City.

**Update the City's Land Use Plan.** The City should adopt this Plan as an update to the Comprehensive Master Plan to reflect the new land use designations to be consistent with this Plan.

**Update the City's Zoning Regulations.** Together with the Land Use Plan, the City's Zoning Regulations needs to reflect the recommendations of this Plan. Revise existing zoning regulations to encourage redevelopment and enhancement of properties, while improving the image and character of Ogden

Avenue. Zoning is one of the most powerful tools municipalities have to control, guide, and regulate land use and development. In addition to designating what uses are permitted in what locations, zoning also sets the standards for the physical form and certain aesthetic components of the built environment – height, setbacks, lot coverage, floor area, parking requirements, signage, landscaping, and more.

The existing Naperville Zoning Regulations, while addressing all of the above components, is not effectively encouraging reinvestment in the Corridor.

Building height standards for different districts will also need to be examined, since the planning process identified tolerance to increasing building heights to no more than three stories where parking and other site considerations can be provided for.

Setbacks should also be examined more closely, as suggested by the early implementation initiative already approved by the City Council. Current setback requirements from Ogden Avenue could be considered barriers to redevelopment for many shallow parcels in the Corridor. While established setbacks may be appropriate in some locations, the development potential of other properties may be negatively impacted and may actually prevent the City from realizing some development objectives. Considerations should be given to limiting the amount of parking permitted within



larger building setbacks, in order to showcase businesses and their buildings as positive contributions to the character of the Corridor.

***Promote the streetscape and beautification improvements recommended in this Plan.***

Ensure the *Citywide Building Design Guidelines* are in place to create the image and appearance desired by the community. Past regulations were not delivering the level of control needed to obtain more desirable development; however the new *Citywide Building Design Guidelines* will address those concerns.

***Update the Signage Ordinance.*** Sign regulations should be amended for the Study Area, and possibly beyond those limits on Ogden Avenue. Permanent business signage regulations should require low profile, monument signs, instead of taller pole signs. Development incentives should be designed to encourage grouping and standardizing of freestanding business signage, as well as to eliminate it wherever building signage is adequate for business visibility.

Temporary signage regulations should be reviewed with business input and monitored strictly to keep up the appearance of the Corridor. Temporary sign allowances (duration, size, location) may need to be restricted in order to make a positive visual impact.

Finally, off-site signage, given certain conditions, should be permitted. There are several instances

within the Corridor where grouped signage is not permitted due to parcel configuration, even though businesses seem to be in the same development. This strict adherence to the current regulation prohibits some businesses from having freestanding signage at main shopping center entrances. The mutual benefit to businesses and customers is valuable enough to create a conditional scenario for allowing off-site signage without a variation.

***Update Transportation Policies.*** Consider the development of access control policies and standards to be integrated into an updated Zoning Regulations. The policies should reflect the City's desire to reduce the number of individual driveways along Ogden Avenue in favor of shared access.



## Capital Improvements

The City should continue to maintain a Capital Improvements Program (CIP) to plan and budget for future actions as outlined in this Plan. An important part of the Plan is to integrate planning projects into the City's CIP. The City of Naperville's financial resources will always be limited and public dollars must be spent wisely. The CIP would allow the City to provide the most desirable public improvements, yet stay within budget constraints. The following is a list of potential, major capital improvements identified in the Plan:

## Transportation and Circulation

**Intersection improvements.** Pending further study, secure funds for needed intersection improvements at Washington Street and Ogden Avenue, as well as for Columbia Street improvements and a possible new mid-Corridor signal. Continue to work with IDOT and DuPage County to improve other existing signalized intersections, including their timing, lane configurations, and work toward a practical solution that improves the intersection of Ogden Avenue and Washington Street, even in the short-term.

**Cross access.** The City should begin to work with private landowners to create improved cross access between parcels, as identified in the Plan. Identifying willing volunteers to be aided with some public funding is a good way to implement a prototype in the Corridor to be followed by others.

### ***Pedestrian and Bicycle Improvements.***

Work to secure funds for additional sidewalk connections, bike route connections and other pedestrian amenities.

### Streetscape and Beautification

#### ***Ogden Avenue Streetscape Improvements.***

Work with IDOT to improve the appearance of this area, including improved landscaping, lighting, and gateway signage.

***Public Signage Improvements.*** Design and implement new improvements to street signs, especially at signalized intersections to provide for better navigation throughout the Corridor. More visible address ranges should be included on intersecting street signs and advance warning street signs should be included where possible.

### Utilities

***Burying of overhead utility lines.*** The City should continue to work within its current program but also in coordination with utility companies to bury existing overhead utility lines. The City should also work with utility companies on the placement of future utilities to ensure that they are located in areas that do not detract from the desired appearance and character outlined in the Plan. Additionally, uniform painting of highly visible transformers, switch boxes and the like should be coordinated with the appropriate utilities and agencies.



## Economic Development

New development and redevelopment within the Ogden Avenue Study Area will provide the City with the opportunity of enhanced revenue sources. Throughout the planning process, the community has expressed the desire to redevelop and improve the appearance of the Corridor. Given the importance of the retail, service and office uses located within the Study Area, it is important that the City continue to support existing businesses, while actively pursuing new businesses to locate within the Study Area. Economic development strategies consistent with the recommendations of this Plan include:

**Marketing.** Hold regular meetings with the business, real estate, and development communities to apprise them of active changes and improvements in the City. Providing up-to-date site inventories on properties available for development and participating in Naperville Development Partnership and Chamber of Commerce activities can be useful in making business contacts.

**Business Retention.** Along with promoting new development, the retention of existing businesses should be a priority. The City is aware of the importance of maintaining contact with retail and employment businesses in the community to stay informed of business needs. Much of the City's future economic development will result from improved performance of local retailers and manufacturers, as well as the expansion of these businesses in the community. Continued

support of and cooperation with the Naperville Development Partnership (NDP) is required to maintain these efforts.

**Business Community Involvement.** It will be important to continue to build a strong relationship with the business community. The City makes a high priority of working with the development community, businesses and landowners to realize economic change and physical improvement, as recommended under this Plan. Many recommendations of the Plan involve business interests, and strong partnerships between the City and business community will greatly help to facilitate success in these efforts in the future.

## Review and Update Actions

In order for the Plan to remain as up-to-date as possible, the document needs to be used and reviewed on a constant basis. The Plan is not a static document and as changes in the community occur, especially new or different opinions or ideas, they should be part of the review and update process. These changes can be brought forth to the City at any time, and should be part of the Plan's review process. The following procedures should be used in reviewing and updating the Plan.

### Day-to-Day Monitoring and Administration

To ensure that the City is not alone in the monitoring and review of the Plan it is important for the document to be made available to the public, the Naperville Development Partnership (NDP), the Chamber of Commerce and other agencies. While the Plan Commission and City Council are ultimately responsible for implementing the Plan, the City's Department of Transportation, Engineering and Development (TED) is the most appropriate to carry out the day-to-day plan administration.

Responsibilities would include:

- Day-to-day administration and interpretation of the Plan
- Maintain a list of future amendments, issues or needs which may be added, changed, or removed from the Plan

- Undertake any additional studies recommended in the Plan
- Recommend policy revisions and changes to Plan Commission and the City Council.

### Plan Review and Progress Report

Although a proposal to amend the Plan can be brought forth by petition at any time, the City should regularly undertake a systematic review of the Plan. The City should initiate a full review of the Plan every 5 years. In addition, each year, in conjunction with the development and approval of the annual workplan, the City should monitor accomplishments, successes, outstanding steps, and new issues or opportunities. Preparation of the annual workplan should coincide with the preparation of the annual budget and capital improvement program. Routine examination of the Plan will help to ensure that the document remains relevant and on the City's radar.

## Potential Funding Sources

Several potential funding sources are available for assisting the City in implementing many of the recommendations of this Plan. Local financing tools are necessary for addressing several of the principal recommendations of the *Ogden Avenue Corridor Enhancement Initiative*. Listed below are basic descriptions of programs that the City may want to consider for accomplishing the *Ogden Avenue Corridor Enhancement Initiative* goals.



### Redevelopment and Finance Tools

The City should consider the use of redevelopment and finance tools to encourage appropriate and desirable redevelopment in the Study Area. The use of these tools can assist in both attracting the strongest mix of uses, as well as provide additional control over the scale and physical design of development.

### Tax Increment Financing

Tax Increment Financing (TIF) is a program that allocates future increases in property taxes from a designated area to pay for improvements only within that area. Under TIF, the increases in taxes from new development and redevelopment of existing structures, or increases in taxes due to equalization or rate changes are all allocated to the City. The other districts continue to share the taxes that were being paid prior to creation of the district. All properties in the district are assessed in the same manner as all other properties and are taxed at the same rate. TIF is not an increase in taxes; it is only a re-allocation of how they are used. Increases in property taxes are due to reassessment and rate increases, not TIF. TIF is one of the few funding mechanisms available to local governments and has proven to be very effective in spurring redevelopment and public improvements within communities. There are three general categories of activities that may be supported by tax increment funds under the provisions of the Act:

#### 1) Public Improvements:

- Provision or rehabilitation of public improvements and facilities

- Streets
- Streetscaping
- Other infrastructure
- Parking

#### 2) Development/Redevelopment/Rehabilitation Activities

- Assembly and acquisition of sites, demolition, and site preparation including engineered barriers addressing ground level (or below) contamination.
- Rehabilitation, reconstruction or repair or remodeling of existing public or private buildings or fixtures.
- Relocation costs to the extent that a municipality determines that relocation costs shall be paid or is required to make payment of relocation costs by federal or state law.
- Environmental remediation
- Interest costs incurred related to the construction, renovation or rehabilitation of a redevelopment project (generally up to 30% of interest, but up to 75% of interest costs incurred for rehabilitated or new housing units for low- and very low-income households)
- Costs of the construction of low income housing (up to 50%)

#### 3) Administrative support and financing

- Job training, "Welfare to Work," and related educational programs
- Costs of studies, surveys, development of plans and specifications, implementation and administration of the redevelopment plan
- Financing costs related to the issuance of obligations
- Payments in lieu of taxes

### Special Service Areas (SSA)

A special service area (SSA) is a taxing mechanism that can be used to fund a wide range of special or additional services and/or physical improvements in a defined geographic area within a municipality or jurisdiction. This type of district allows local governments to establish such areas without incurring debt or levying a tax on the entire municipality. In short, an SSA allows local governments to tax for and deliver services to limited geographic areas within their jurisdictions. SSAs are a unique financing tool that can be used to support and implement a wide array of services, physical improvements and other activities. The steps in creating an SSA are not overly complex. However, success depends largely on obtaining the support of property owners and tax payers in the SSA. Among the list of common services and activities provided by SSAs are the following:

## 1) Infrastructure Improvements

## Streetscaping/Landscaping

- Lighting
- Benches
- Trash Receptacles
- Alley Repaving
- Curbs
- Sidewalk Paving
- Street Improvements
- Storm Sewers
- Sanitary Sewers
- Parking Lots or Garages

## 2) Land and Building Improvements

## Redevelopment

- Store Front Improvements, Grants or Loans
- Interior Rehab/Build-out Assistance

## 3) Support Services

- Marketing
- Special Events
- Seasonal Decorations
- Promotion/Advertising
- Tenant Search/Leasing Support
- Transportation (e.g., Trolley)
- Improved Snow & Trash Removal
- Security Improvements/Services
- Improved Parking Enforcement Services
- Maintenance staff/Activities
- Planning/Marketing Consulting
- Program Administration
- Membership Services
- Public Relations Activities
- Store Window Display Assistance
- Stormwater Detention Maintenance

### Illinois Business District Development Act

Illinois Business District Development Act provides a source of revenue for municipalities, in the form of a 1% sales tax and a 1% hotel tax. These taxes are in addition to all existing retail occupation and service taxes and home rule sales taxes. In order to implement the tax, a municipality must determine that the proposed Business Development District is “blighted.” The definition of “blight” is similar to that used for TIF. The municipality must also determine that, unless the Business Development District is established, the area will not experience adequate economic development. Stipulations include a development plan that describes boundaries, estimated project costs, tax rate, and other issues. A public hearing needs to be held.

### Community Development Corporations

Many communities use Special Service Areas or Tax Increment Financing (as appropriate) to fund the start up and/or operation of a Community Development Corporation (CDC) to oversee a range of redevelopment activities for a specific geographic area, particularly commercial areas and central business districts. A CDC is typically an independently chartered organization, often times with not-for-profit status, that is governed by a board of directors. The directors typically bring expertise in real estate or business development along with a demonstrated commitment to the community. CDCs are often funded through public-private partnerships with financial commitments from local financial institutions or businesses

and a public funding source (TIF, SSA, etc.) to provide for both operating expenses and programs, as appropriate. CDCs may undertake traditional chamber of commerce-like activities such as marketing, promotion, workforce development, information management, and technical assistance to small businesses, but may also administer loan programs or acquire and redevelop property in the community. Many communities create CDCs under the umbrella structure of an established chamber of commerce in the community so that missions are complementary and do not overlap. An example of a distinctive CDC activity is the facilitation or administration of a revolving loan fund or a community lending pool capitalized by commitments from local financial institutions to provide low-interest/low-cost loans. Such funds typically target both new and expanding businesses for such redevelopment activities as interior improvements, façade and exterior improvements, building additions, site improvements, etc. Some state and federal small business assistance programs are structured to work in combination with CDC-administered loan programs. Another distinctive activity of a CDC is property acquisition and redevelopment, which is most successful when the organization is mature in both expertise and capacity (particularly if the CDC intends to manage property after redevelopment).

## Transportation and Infrastructure Improvements

A number of state and federal funding sources are potentially available to assist the City in implementing the transportation and infrastructure improvements detailed in the Plan. Several of the funding sources may be committed until the next funding cycle.

Below is a list of possible funding sources that the City should aggressively pursue to be able to fund some of the improvements listed in this plan. The sources listed below have many sub-categories that allow communities to apply for funding for many different types of projects:

**Congestion Mitigation and Air Quality (CMAQ) Improvement Program.** CMAQ is a federally-funded program of surface transportation improvements designed to improve air quality and mitigate congestion. The CMAQ Program was created in 1991 as part of the Intermodal Surface Transportation Efficiency Act (ISTEA). Continuation of the program was authorized by the Transportation Equity Act for the 21st Century (TEA-21) in June 1998 and the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) in August 2005. Each year, the Chicago Metropolitan Agency for Planning (CMAP) solicits applications for CMAQ funding projects. Applicants need to show that the proposed improvements increase the air quality within the project Corridor by decreasing the amount of vehicle emissions. CMAQ funds are 80% federal and require a 20% local match. Improvements at the Washington Street

and Ogden Avenue intersection are a prime candidate for CMAQ funds due to the fact that it is a very heavily traveled intersection, thus making any improvements to traffic flow more significant. The current deficient traffic capacity creates a large amount of vehicle emissions. However, it is very important that the application highlight the emission improvements to improve the overall project ranking in order to be selected for funding.

**Enhancement Funds.** The Illinois Transportation Enhancement Program (ITEP) is a reimbursable program that is funded by a 10% set aside of the Federal Surface Transportation Program. The ITEP provides funding for community based projects that expand travel choices and enhance the transportation experience by improving the cultural, historic, aesthetic and environmental aspects of our transportation infrastructure. Project sponsors may receive up to 80% reimbursement for project costs. The remaining 20% is the responsibility of the project sponsor. In order to qualify for funding, a project must qualify as one of the 12 eligible activities listed below and it must relate to surface transportation. Possible eligible activities for Ogden Avenue are pedestrian and bicycle facilities, landscaping and scenic beautification, and outdoor advertising (signage) control.

**TCSP Funds.** The Transportation, Community, and System Preservation (TCSP) Program is a comprehensive initiative of research and grants to investigate the relationships between transportation, community, and system preservation plans and practices and identify and provide sector-based initiatives to improve

such relationships. States, metropolitan planning organizations, local governments, and tribal governments are eligible for discretionary grants to carry out eligible projects to integrate transportation, community, and system preservation plans and practices that improve the efficiency of the transportation system of the United States, reduce environmental impacts of transportation, reduce the need for costly future public infrastructure investments, ensure efficient access to jobs, services, and centers of trade, examine community development patterns and identify strategies to encourage private sector development patterns and investments that support these goals. TCSP funds do not typically require a local match. TCSP funds for the Ogden Avenue Corridor will need to be coordinated and lobbied for by the City's local representatives in Congress.

**Legislative "Set-Asides".** The City of Naperville should aggressively lobby their local State Representatives to get Ogden Avenue funding via the State Legislature.

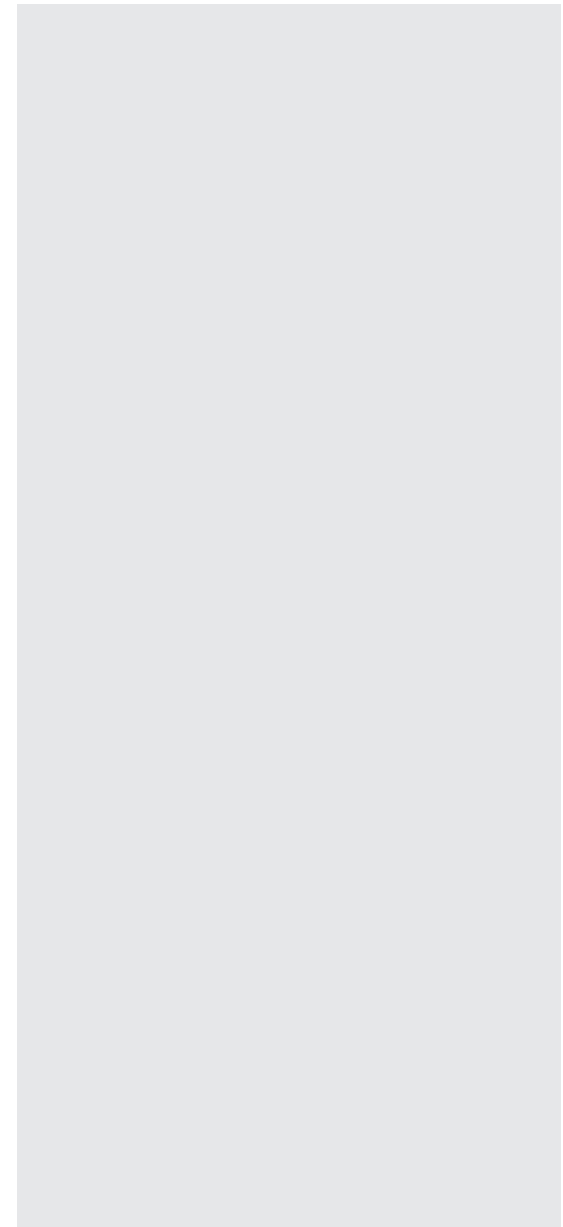
**Surface Transportation Program.** The Surface Transportation Program is a federal program for roadway improvements that is managed by regional Councils throughout Illinois. The DuPage Council of Mayors is in charge of programming monies for any STP project in Naperville. Applications for STP projects are submitted to the DuPage Council of Mayors and are then ranked and programmed for a 5 year period. The Council of Mayors funds projects at 75% (25% local match) for Phase I and Phase II Engineering and Construction. Roadway



improvements to Ogden Avenue could be funded by the STP program.

**Operation GreenLight.** This program is administered through the Illinois Department of Transportation Public Transit Division and provides comprehensive efforts to control and reduce urban congestion. Examples of eligible projects include: traffic signal preemption for transit vehicles, improved vehicular and bicycle access to commuter rail stations, expanded parking at commuter rail stations, pedestrian access enhancements, and commuter rail grade crossing improvements.

**Illinois Tomorrow.** This initiative utilizes a variety of state programs to promote the efficient use of transportation facilities and an improved quality of life. It funds activities that promote the integration of land use, transportation, and infrastructure improvements along major transportation corridors. Eligible projects include bus, rail, and mass transit infrastructure needs; improvements to the state's highways and bridges; inner City passenger service, local rail freight operations and high speed rail; bike paths and pedestrian facilities; and local infrastructure projects.



## Implementation Action Plan

The Implementation Action Plan offers a comprehensive list of all implementation strategies, key policies and recommendations found in Sections 3, 4, 5 and 6. From this Action Plan, each year city staff will present a workplan to City Council, which prioritizes implementation activities to be completed over a three-year horizon. This approach will provide City Council with the ability to approve specific work plan items on an annual basis and evaluate progress on completed implementation strategies.

The Implementation Action Plan is presented in a table format, which offers a brief description of each action/project and highlights the:

- level of priority;
- lead responsibility;
- public cost estimate (if applicable);
- tools, techniques, resources;
- planning category addressed by the strategy; and
- ease of implementation.

**Priority** is assigned taking into account the cost, ease of implementation and importance. Each strategy in the Work Plan is indicated with one of the following:

**Priority 1:** near-term, low-cost, ease of implementation, critical

**Priority 2:** mid-term, essential

**Priority 3:** long-term, desirable

**Lead Responsibility** refers to that stakeholder group/agency which will oversee and facilitate completion of each identified implementation strategy. In addition to those noted in the table, City Council is being asked to consider establishing an Ogden Avenue Corridor Enhancement Initiative Implementation Advisory Committee (OAC). The group would be tasked with meeting quarterly to discuss with a TED-Planning and TED-Engineering staff liaison plan implementation activities. As appropriate, this group may make recommendations related to implementation activities to City Council. This group would also engage in communication and coordination with any established Ogden Avenue Business Association.

**Public Cost Estimate** is represented by a scale ranging from \$ to \$\$\$\$\$. The costs in this column refer only to public costs. Below is a description of the cost scale:

\$ Primarily internal staff time with limited outside funding required

\$\$ Outside consulting services assistance is expected and/or capital expenses are to be more than \$25,000, but less than \$100,000

\$\$\$ Capital improvements greater than \$100,000, but less than \$1,000,000

\$\$\$\$ Multi-million dollar capital project investment

Private investment in improvements is noted in the **Tools, Techniques and Resources** column of the table.

Each strategy fulfills one or more of the following **plan categories**:

**Zoning & Development Regulations** = Z&D

**Traffic & Circulation Improvements** = T&C

**Pedestrian, Cyclist & Transit Accommodations** = PC&T

**Communication & Outreach** = C&O

**Image & Appearance** = I&A

**Ease of Implementation** is indicated by a traditional grade scale from A to F, with A being easiest to implement and F being most difficult to implement. This category is a collective indicator of the anticipated level of effort by staff and landowners, estimated cost, budget opportunities and general stakeholder interest.

## Section 7 Implementation Strategies & Action Plan

#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
<b>CIRCULATION, ACCESS AND PARKING STRATEGIES</b>							
1	Coordinate with local property owners and developers to gain cross access easements between properties as redevelopment occurs to provide more efficient customer access between businesses.	1	TED-Planning Services; Engineering Teams	\$	Staff time	T&C	A
2	Examine and pursue opportunities for driveway consolidation to improve traffic flow and access along Ogden Avenue in favor of controlled access from intersecting streets and internal circulation between businesses (e.g. cross-access).						A
2a	Identify candidate (i.e. best opportunities, critical points) locations for access consolidation.	1	TED-Engineering	\$\$	Staff time to Identify Locations and Coordinate with Landowners; Private Investment in Improvements	T&C	A
2b	Require all new (re)development proposals to eliminate direct duplicate access to Ogden Avenue.						B
2c	Coordinate with existing property owners, who may not otherwise be considering property improvements or changes, about opportunities to consolidate direct duplicate access points onto Ogden Avenue.						D
3	Review parking requirements and investigate opportunities to improve shared parking code provisions using established Urban Land Institute methods which could also address loss of parking caused by new cross access points.	2	TED - Planning Services Team	\$	Staff time to propose code amendments	T&C	B
4	Promote and educate property owners about opportunities and methods to implement shared parking arrangements to make more efficient use of land available for parking.	2	TED - Planning Services Team	\$	Staff time	T&C; C&O	A
5	Seek opportunities to establish right turn lanes at the east end of the corridor through redevelopment processes. As part of this investigation effort, explore cost sharing opportunities between the State (IDOT) and property owners.	2	TED-Engineering	\$	Staff time; Private Investment in Improvements	T&C	C

#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
<b>INTERSECTION STRATEGIES</b>							
6	Investigate the potential for installation of a new mid-corridor signal (between Columbia and Iroquois) and associated driveway consolidation/frontage road system to improve pedestrian access and facilitate left turning movements. Coordinate with IDOT to determine feasibility.	1	TED-Engineering	\$\$	Consulting Services; Staff time;	T&C	C
7	Pending results of the investigation (see Strategy 6), implement recommendations.	3	TED- Engineering	\$\$\$	Staff Time; Consultant Services; Property Owner Participation to Consolidate Access to Support Signal	T&C	D
8	Restripe the south leg of this intersection in conjunction with planned resurfacing in 2008 to create a straighter alignment of the north/south traffic movement.	2	TED- Engineering	\$	In Conjunction with 2008 CIP Resurfacing Project	T&C	A
9	Study the intersection of Columbia Street to identify opportunities for improvement in conjunction with any requests for redevelopment.	2	TED- Engineering	\$	Consulting Services; Staff time	T&C	A
10	Pending the results of the investigation (See Strategy 9), pursue the realignment of this intersection to create a straighter alignment that will ease driver discomfort related to existing geometry of intersection.	3	TED- Engineering	\$\$\$	Consultant Services; Staff Time; Property Acquisition	T&C	F
11	Pursue funding for the improvement of Ogden Avenue, Naperville-Wheaton Road and Naper Boulevard as recommended and detailed by the <i>Naperville Road Phase I Engineering Feasibility Study</i> .	3	TED-Engineering	\$\$\$\$	Federal; State; County; Local; Private	T&C	F
12	Evaluate small-scale, short-term improvements at the Washington Street intersection with Ogden Avenue.	1	TED-Engineering	\$\$	Consulting Services; Staff time	T&C	C
13	Pending results of evaluation (see Strategy 12), implement small-scale improvements	3	TED-Engineering	\$\$\$	Consulting Services; Staff time	T&C	D
14	Consider long-term improvement at the Washington Avenue intersection.	3	TED-Engineering	\$\$\$	State; Local	T&C, PC&T	F
15	Pending results of evaluation (see Strategy 14), implement long-term improvements	3	TED-Engineering	\$\$\$\$	Federal, State, Local; Private	T&C, PC&T	F



## Section 7 Implementation Strategies & Action Plan

#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
<b>ALTERNATIVE TRANSPORTATION STRATEGIES (Walking, Bicycling, and Transit)</b>							
16	In conjunction with Streetscape Improvements (Refer to Strategy 23), enforce regulations to require sidewalk installation across all newly installed, renovated or improved driveways to highlight pedestrian crossings.	1	TED - Planning Services/ Engineering Teams	\$	Streetscape Plan; Staff time	PC&T	A
17	Install sidewalk where gaps exist throughout the Corridor using the City's sidewalk program.	1	TED - Engineering Team	\$\$	Staff time	PC&T	B
18	Locate a park and ride facility at the east end of the corridor (e.g. Ogden Mall). As redevelopment/revitalization plans proceed, city staff should work with PACE and private property owners to establish an area for commuter parking.	2	TED - Transportation	\$	PACE; Local	PC&T	C
19	Establish a local bike route to connect Downtown Naperville to the east end Ogden Avenue shopping centers via local and collector streets.	2	TED - Engineering	\$	Bicycle Implementation Plan; Staff time	PC&T	B
20	Design, engineer and install pedestrian countdown crossing signals at Washington, Loomis, Columbia, Iroquois, Naperville/Wheaton, and Naper intersections with Ogden Avenue.	2	TED- Engineering	\$\$	Consulting Services	PC&T	C
21	In conjunction with the streetscape plan, implement bus stop improvements.	3	TED - Transportation	\$\$	Streetscape Plan; Staff time; PACE	PC&T	C
22	Update site improvement regulations to require clear on-site pedestrian sidewalk connections from the public walk to the front walk of the business. Wherever possible, the route should not cross drive aisles and parking lots.	1	TED - Planning/Engineer Services Teams	\$	Streetscape Plan; Staff time	Z&D	A

#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
<b>STREETSCAPE AND AESTHETIC STRATEGIES</b>							
23	Develop and implement an <i>Ogden Avenue Streetscape Plan</i> , based on recommendations made in the various subarea plans. This plan should include a landscape and gateway improvement component utilizing the city's logo (including installation of monument signage) for areas within the public right-of-way to enhance the streetscape and unify the corridor in accordance with the recommendations of the <i>Ogden Avenue Corridor Enhancement Initiative</i> .	1		\$\$			C
23a	As part of a phased <i>Ogden Avenue Streetscape Plan</i> , install strategic parkway landscaping improvements as "early indicators" of the City's commitment to beautification of the public right-of-way.	2	TED - Planning Services Team & Engineering	\$\$\$	Consulting Services; Staff time	I&A; C&O	B
23b	Plan for landscape medians as part of the Ogden Avenue Streetscape Planning Efforts. Short- and long-term plans for landscaped medians should be prepared. Initial efforts should be aimed at east-end improvements where possibilities for median installation are least impacted by the distances between existing access points.	2		\$\$\$			D
24	Assist local property owners interested in making improvements to their properties through mechanisms that provide city-sponsored financial incentives (i.e. matching funds, grants, low interest loans, permit rebates, etc.) to accomplish site, building and signage improvements.						B
24a	Investigate the establishment of a Site Landscaping Improvement Program.	1	TED - Planning Services Team	\$\$\$	Staff time; General fund	Z&D: I&A	B
24b	Research and consider the creation of a Building Facade Enhancement Program.						B
24c	Consider developing a Signage Replacement and Enhancement Program.						B
25	Utilize <i>Citywide Building Design Guidelines</i> as a tool for reviewing and approving architectural and other site improvements for renovations and redevelopment along Ogden Avenue.	1	TED - Planning Services Team	NA	Staff time	I&A	A



## Section 7 Implementation Strategies & Action Plan

#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
27	In accordance with the <i>Ogden Avenue Streetscape Plan</i> , Amend regulations to require appropriate landscape improvements on private property to coordinate with public streetscape improvements. Requirements may include a particular plant palette and for larger sites, planters, irrigation, and a maintenance plan.	2	TED - Planning Services Team	\$	Streetscape plan; Staff time; Private Investment in Improvements	I&A	A
28	In accordance with the <i>Ogden Avenue Streetscape Plan</i> , amend regulations to require decorative building and site lighting as a requirement for new construction, redevelopment and exterior renovations. A standard should be chosen to coordinate with public streetscape improvements.	2	TED - Planning Services Team	\$	Streetscape plan; Staff time; Private Investment in Improvements	I&A	A
29	Enhance the public wayfinding system by developing a plan to improve block number signage, street name signage and intersection signage. Establish a unified appearance/logo/theme for all way finding signage.	2	Department of Public Works	\$\$	Consulting Services; Staff time	T&C, I&A	A
30	Partner with private property owners to complete the implementation and maintenance of improvements recommended by the <i>Ogden Avenue Streetscape Plan</i> (once completed). This effort shall involve exploration of funding options necessary to complete and maintain improvements within the public right-of-way.	3	TED - Transportation	\$\$	SSA or BID; Staff time	I&A	C



#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
<b>SIGNAGE STRATEGIES</b>							
31	Enforce current temporary sign regulations to improve appearance and indicate commitment to enhancing the Corridor.	1	TED - Code Enforcement	\$	Staff time	I&A	A
32	Require all signage to be reviewed and approved as part of a site plan review in order to ensure that building mounted and free-standing monument signs are incorporated with building design as discussed in the <i>Citywide Building Design Guidelines</i> and that layout does not conflict with vehicle site lines.	1	TED - Code Enforcement	\$	Staff time	I&A; Z&D	A
33	Prepare a strategic update to the sign code to reflect the recommendations of the <i>Ogden Avenue Corridor Enhancement Initiative</i> .						A
33a	Permit only low-profile monument signage with accessory landscaping around the base of such signs. This amended requirement should include a setback that allows signs to be placed between building setback and right of way and provisions to limit the height of ground mounted signage to no more than ten (10) feet. Accommodations should be considered to encourage coordinated building-mounted signage.						A
33b	Consider adopting amortization requirements in conjunction with comprehensive sign code updates recommended by this strategy.	1	TED - Code Enforcement	\$	Staff time	I&A; Z&D	A
33c	More strictly regulate allowances for the type and frequency of temporary signage. Businesses should be limited to no more than 60 days of any type of temporary signage per year and required to take out permits for 15, 30, and 60 day time periods.						A
33d	Adopt regulations for outgoing tenants and owners. Within 30 days of business closure, business names should be removed from the premises. In the case of interchangeable panels, a blank black or white panel must be inserted.						A



## Section 7 Implementation Strategies & Action Plan

#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
<b>LAND USE STRATEGIES</b>							
34	Encourage and assist parcel assembly by private developers.	1	Naperville Development Partnership/ TED	\$	Staff time	C&O	A
35	Require compliance with development regulations and <i>Citywide Building Design Guidelines</i> upon change of land use, owner, tenant build out, building permit require update to current code	1	TED - Planning Services Team	\$	Staff time	Z&D	A
36	Update the zoning ordinance to better accommodate the site constraints and challenges associated with the shallow parcels (< 150 feet in depth) that exist between Washington Street and Sherman Avenue. Create for special setback and landscaping requirements for properties less than 150 feet in depth. 1) Allow required vehicle parking spaces to be located in the rear 10-feet of required 20-foot arterial setback located away from Ogden Avenue. 2) Allow required interior parking lot landscaping requirements to be waived, provided perimeter front and parkway landscaping is provided in the available arterial setback area.	1	TED - Planning Services Team	\$	Staff time	Z&D	A
37	Review and update all transition requirements where non-residential property abuts residential. Ensure that together ordinances regulating setbacks, screening, landscaping, height, light and noise preserve the character of nearby neighborhoods.	1	TED - Planning Services Team	\$	Staff time	Z&D	A
38	Evaluate permitted uses in the B3 districts such as "Warehouse and Storage Facilities", "Nurseries" (as part of "Greenhouses & Nurseries") and "Taxidermists" to promote retail uses within the study area. Give consideration to whether these should be conditional uses in the B3 District.	1	TED - Planning Services Team	\$	Staff time	Z&D	A

Section 7 Implementation Strategies & Action Plan

#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
39	Evaluate Permitted Uses in the B3 District to permit "automobile service stations" and "clubs, lodges & meeting places" only as conditional uses, not as permitted uses.	1	TED - Planning Services Team	\$	Staff time	Z&D	A
40	Update terms in the zoning category uses such as "phonograph," "millinery", and "blueprinting" that can be replaced with current terms and trends. These updates assist property owners in more readily securing tenants since the ordinance more clearly relates to modern uses.	2	TED - Planning Services Team	\$	Staff time	Z&D	A
41	Update development and zoning regulations to prohibit and/or limit the amount, location and screening of vehicles used for business operation and materials and supplies stored outdoors.	2	TED - Planning Services Team	\$	Staff time	Z&D	A
42	Rezone all property that abuts Ogden Avenue between Sleight and Burlington as B3 (at least one is not designated as such) at no cost to the property owner.	3	TED - Planning Services Team	\$	Staff time	Z&D	A
43	Work with the owners of Iroquois Center and Ogden Mall, specifically, to secure anchor tenants and work in coordination to understand issues and identify solutions to maintain a high level of occupancy and attract a national bookstore tenant and other retailers recommended as part of the market analysis.	3	Naperville Development Partnership	\$	NDP Staff	C&O	A
44	Amend the Municipal Code to require the Planned Unit Development (PUD) process for (re)development of any site 5 acres or larger within the study area.	3	TED - Planning Services Team	\$	Staff time	Z&D	B
45	Offer assistance in coordinating neighboring property owners that may desire redevelopment and facilitate possibilities for parcel consolidation in order to foster coordinated plans for larger areas.	3	TED - Planning Services Team	\$	Staff time	C&O	B
46	Review and evaluate ordinance requirements and processes related to home to office conversions permitted for those properties between Washington Street and Ellsworth Street to improve processing efficiencies.	3	TED - Planning Services Team	\$	Staff time	C&O	B



## Section 7 Implementation Strategies & Action Plan

#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
<b>COMMUNICATION STRATEGIES</b>							
47	Undertake marketing activities and outreach to advertise available commercial/retail sites and opportunities, in accordance with the market recommendations contained within the <i>Ogden Avenue Corridor Enhancement Initiative</i> .	1	Naperville Development Partnership / Association (Refer to Strategy #48)	\$	Web; Direct Mailings; Staff time	C&O	B
48	Work with community leaders and businesses to establish and appoint an Ogden Avenue Business Association as a subgroup of the Chamber of Commerce.	2	Chamber / Naperville Development Partnership	\$	NDP Staff	C&O	B
49	Seek input from the Diehl Road corporate and hospitality business and institutions about specific needs that could be met by the Ogden Avenue business corridor.	3	NDP / Association	\$	NDP Staff	C&O	B
50	Host an annual business improvement competition including categories such as Biggest "No Cost" Improvement; Biggest Landscape Improvement; Best Sign Improvement; etc.	3	Association	NA	NA	C&O	B

#	Implementation Strategy	Priority	Lead Responsibility	Public Cost Estimate	Tools, Techniques, Resources	Plan Category	Ease of Implementation
<b>INFRASTRUCTURE STRATEGIES</b>							
51	Continue to relocate utility lines below ground as part of the Citywide program and also as redevelopment occurs.	1	Department of Public Utilities	\$	Staff time; Private Investment in Improvements	I&A	D
52	In conjunction with <i>Ogden Avenue Streetscape Plan</i> recommendations, work with existing sites to voluntarily screen utilities. Provide images and examples of simple improvements that can be installed to upgrade aesthetics.	1	TED - Planning	\$	Streetscape plan; Staff time; Private Investment in Improvements	Z&D	C
53	Encourage property owners to work together to pursue consolidated stormwater facilities to reduce the number of individual stormwater basins along the corridor and individual property owner costs for improvements.	1	TED - Engineering	\$	Staff time; Private Investment in Improvements	Z&D	D
54	The City shall explore ways to create consolidated stormwater detention to help facilitate business.	1	TED - Engineering	\$\$\$\$	Staff time, Possible Recapture Agreements, Plan Category	Z&D	D
55	Research county stormwater regulation provisions that encourage redevelopment and apply them where applicable in the Corridor.	1	TED - Engineering	\$	Staff time; Private Investment in Improvements	Z&D	C
56	Coordinate with IDOT about opportunities to replace existing lighting standards with fixtures that relate better to individual properties and fill gaps in lighting along the corridor.	2	TED - Engineering; Department of Public Works	\$\$\$	Streetscape Plan; Staff time	I&A	C
<b>IMPLEMENTATION STRATEGY SUCCESS TRACKING</b>							
57	Conduct an on-site review of a newly completed project to find items to do better next time, not to criticize developers, owners, tenants, staff, City officials, but to incrementally improve and evaluate the effectiveness of implementation of the plan and its policies.	1	TED - Planning Services Team	\$	Staff time	Z&D	B
58	Consider implementing a visual database including photographs of each property in the Corridor in order to date mark existing signs and other improvements. This can be coordinated with the GIS of the City and used in reviewing whether a change is recent or pre-existing.	3	TED - Planning Services Team	\$\$	Staff time	Z&D	C

