An aerial photograph of a town, likely Winfield, showing a large lake in the upper left, a highway running diagonally across the middle, and various residential and commercial buildings. The text is overlaid on the right side of the image.

Village of Winfield
**Downtown Marketing
and Capacity Study**

December 18, 2008

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S.B. Friedman & Company
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Table of Contents

Section One: Introduction	1
Section Two: Profile of Winfield & the Local Market	7
Section Three: Existing Conditions.	17
Section Four: Planning & Regulatory Framework.	41
Section Five: Community Outreach	53
Section Six: Residential Market Assessment.	65
Section Seven: Commercial Market Assessment	83
Section Eight: Town Center Development	97
Section Nine: Next Steps and Implementation	133

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Section One: Introduction

Purpose of Study

The Village of Winfield is and has been committed to revitalizing its historic downtown, known as the Town Center. In order to establish a foundation for future improvement efforts in the Town Center, it was determined that a study was first needed to better understand the issues, opportunities, community preferences, and potentials for the area. The purpose of the Downtown Marketing and Capacity Study is to provide market analysis for commercial and residential development potential within the Town Center. In addition to the market analysis, the Study also examines land use, transportation and circulation, and parking issues. The Study focuses upon the market demand for retail and urban style residential housing in the Town Center. Urban style residential housing may include townhomes, row homes, and condominiums; retail uses could also include restaurants, mixed-use developments, and more. The Study also focuses upon the demand and feasibility for additional parking facilities for residents, commuters and businesses in the area.

Town Center

Winfield's Town Center is located in the heart of the Village of Winfield and consists of over 100 parcels totaling approximately 48 acres. The Village of Winfield (population 8,718) is located in west central DuPage County, 28 miles west of downtown Chicago. The Town Center has excellent access to the commuter rail service via the Winfield Metra Station and relatively close access to Pace bus service (outside of the Town Center), and close vehicular access to the interstate system (3.5 miles to I-355, and 4 miles to I-88).

Major features within the Town Center include the Winfield Metra Station, various government offices, and Central DuPage Hospital. A variety of residential, commercial and industrial uses are located throughout the Study Area that add to its unique character, distinguishing it from other areas in the Village. A number of parks, open space areas and environmental features are also situated in the Study Area, including the West Branch of the DuPage River, Lion's Park, Springbrook Creek, and Creekside Park.

Study Process

The process undertaken for the Downtown Marketing and Capacity Study incorporated a multi-step work program that includes documenting the Town Center's existing conditions to provide a concise and accurate assessment of issues and opportunities, assessing the local real estate market and redevelopment opportunities, developing alternative concept proposals to facilitate community discussion, and the selection of a preferred concept plan and implementation

strategies. Community outreach activities were emphasized throughout the process and a variety of participation tools and techniques were utilized. The Study provided an excellent opportunity for residents, business owners, and government officials to communicate and work together to help create a common foundation for future Town Center initiatives.

Components of the Study

The Town Center Marketing and Capacity Study contains the following nine sections:

Section One: Introduction – This section describes the purpose of the Study, an overview of the Town Center area, and the process undertaken.

Section Two: Profile of Winfield and the Local Market – This section describes the demographic conditions that establish the overall profile of Winfield and the surrounding local market.

Section Three: Existing Conditions – This section provides an analysis of the existing conditions in the Town Center, including existing land use and development, transportation and circulation, parks and environmental features, community facilities, development activity, and an overview of strengths and weaknesses regarding market potential.

Section Four: Planning and Regulatory Framework – This section provides an overview of the Village's existing zoning districts and regulation, plans, studies, and reports.

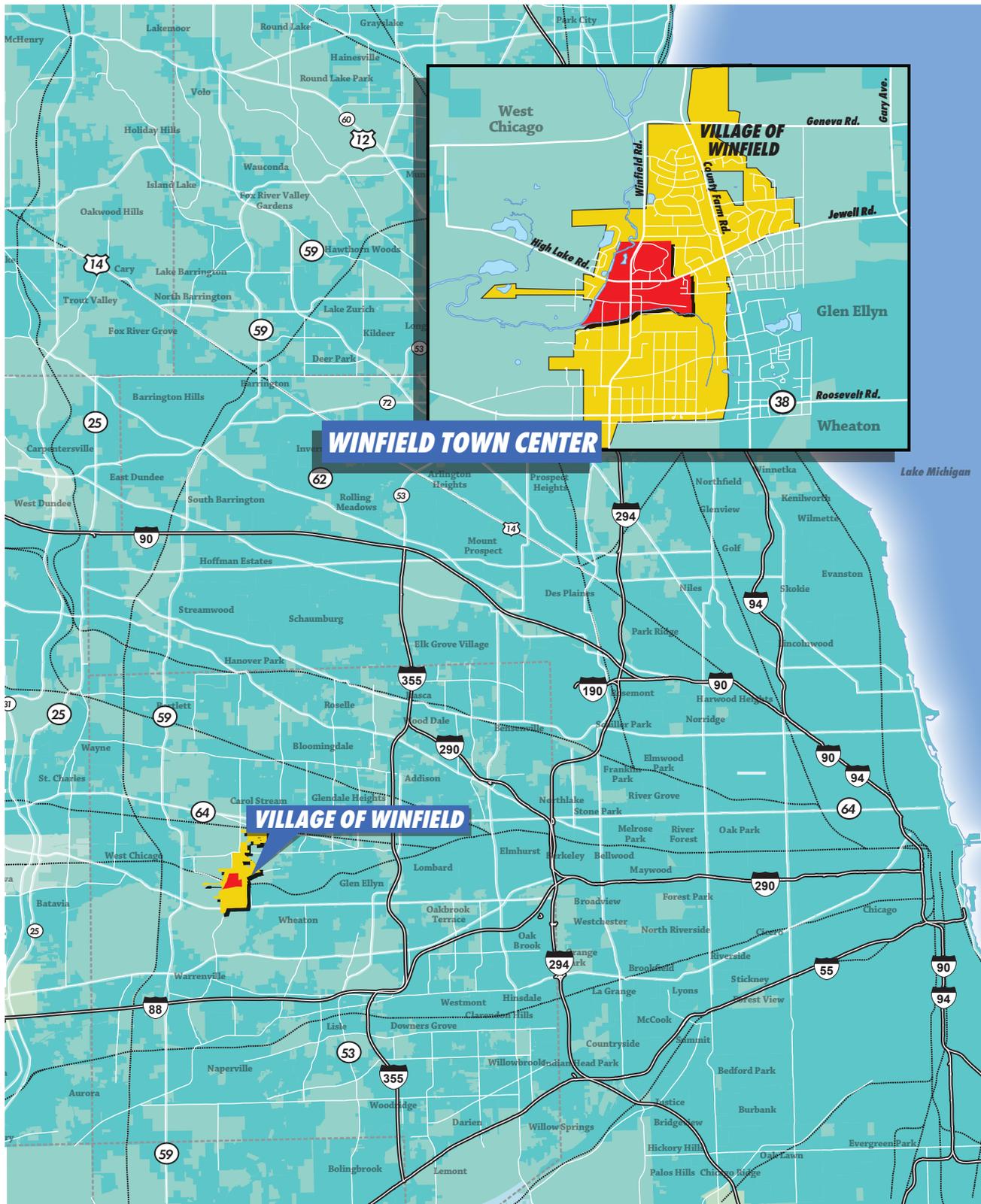
Section Five: Community Outreach – This section summarizes the results of the various community outreach activities conducted in the earlier phases of the Study.

Section Six: Residential Market Assessment – This section provides an analysis of the potential for new residential development in the study area.

Section Seven: Commercial Market Assessment– This section summarizes the competitive marketplace for commercial uses within the study area.

Section Eight: Downtown Center and Summary of Issues and Opportunities– This section summarizes the observations and preliminary conclusions about the competitive position of the study area. It also describes the redevelopment opportunity sites and outlines potential residential and retail development

Figure 11
Village of Winfield
Regional Setting



Village of Winfield Town Center Market & Capacity Study

programs.

Section Nine: Summary of Issues and Opportunities – This section summarizes the issues and opportunities that will affect the next steps of the planning process which is the establishment of alternative concept proposals.

Figure 1.2
*Aerial Photograph of
the Winfield Town Center*



Section Two: Profile of Winfield & the Local Market

The Village of Winfield is located in DuPage County and has a population of approximately 9,400 people. Winfield is a primarily residential community with a small town feel, which residents value and seek to preserve. There are also several natural amenities, including the Illinois Prairie Path; the Timber Ridge and Winfield Mounds Forest Preserves, and Kline Creek Farm; and the DuPage River. It is also home to Central DuPage Hospital (CDH), which Crain's recently named one of the largest hospitals in the Chicago metropolitan region. CDH's campus is prominently located in Downtown Winfield.

Winfield is a relatively small community, surrounded by several larger suburban communities. Because the Village offers very few commercial and service outlets, residents appear to be going to Wheaton, which is located to the east, and other nearby communities to a lesser extent, for most of their every day needs.

Within a 10-mile radius of the Village, there are several activity generators—sites that attract significant volumes of employees and/or visitors on a regular basis. In addition to the hospital and the Illinois Prairie Path, people attend concerts in Cantigny Park, visit the DuPage County Fair and work in nearby West Chicago and Batavia, among other things. The complete list is shown in Table 2-1. In total, these activity generators bring approximately 8,900 employees and generate approximately 1.1 million visits to the Winfield area on a regular basis. The potential for tapping into the employee/visitor traffic generated by these entities is major opportunity for Downtown Winfield.

Because Winfield is a small community, most potential downtown businesses would benefit by drawing from other communities. Therefore, the market area for the purposes of this study includes, in addition to Winfield, the following communities: Carol Stream, Warrenville, West Chicago and Wheaton. Of these, Wheaton and West Chicago have the most active downtowns, with Downtown Wheaton located closest to Winfield. Much like Winfield, Downtown Warrenville is modest in size, with a primary focus on civic uses such as the Village Hall and the library. Carol Stream does not have a traditional downtown area.

Table 2-1: Activity Generators

Site	Location	Employees	Visits	Activities
Central DuPage Hospital	Winfield	4,000	650,000+	Second-largest surgery hospital in Illinois
Cantigny Park & Estate	Wheaton		500,000	Concert series, Arts, Nature. Gardening, Family focus, golf course
DuPage National Technology Park	West Chicago			NA
Fermi National Accelerated Laboratory	Batavia	1,940		Federal research laboratory
DuPage Government Center	Wheaton	2,944		NA
County Fairgrounds	Wheaton		150,000	County fair, concerts
Illinois Prairie Path	Regional		1,175	Nature and bicycle trails
TOTAL		8,884	1,121,175	

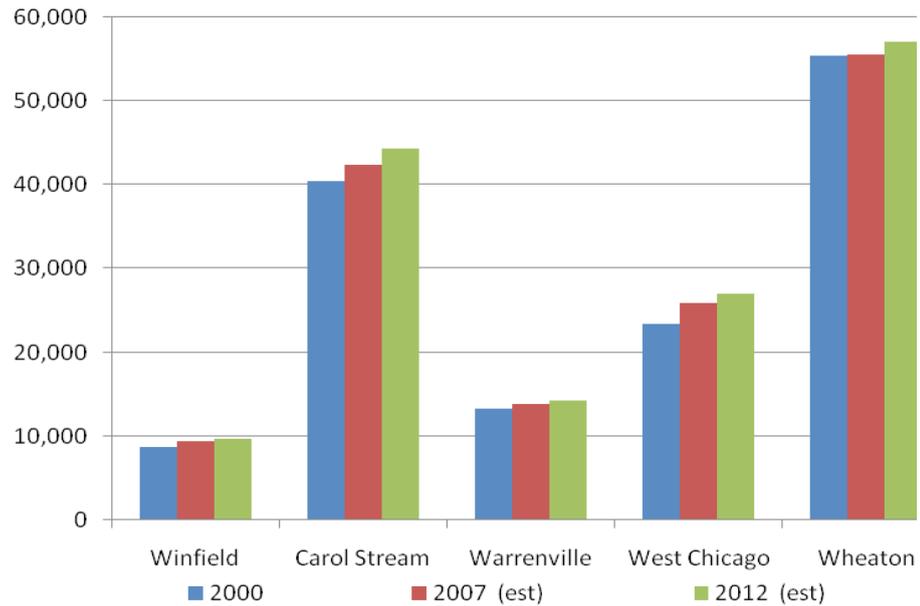
Source: Central DuPage Hospital, DuPage County, DuPage Trail System, SBFCo Interviews

Demographics

As stated previously, Winfield’s population is estimated to be approximately 9,400 for 2007. Figure 2-1 shows that compared to the other communities in the market area, Winfield is the smallest. The largest of the communities, Wheaton, had approximately 56,000 residents for the same year. Projections obtained from ESRI, a nationally recognized demographic data provider, indicate that population is expected to increase across all communities, which will lead to a higher demand for goods and services. West Chicago, which has experienced increased development in recent years, has the highest projected compound annual population growth rate at 1.1 % from 2000 to 2012.

As population has grown, so has the number of households. The percentage of family households ranges from 68% to 81% across the market area (Figure 2-2). Though the number of households, and specifically family households, are projected to increase over the next five years, the family households are expected to compose a smaller share of total households in all communities of the market area. This could indicate a growing desire for higher density housing. However, Winfield is expected to continue to maintain the highest share of family households compared to the other market area communities.

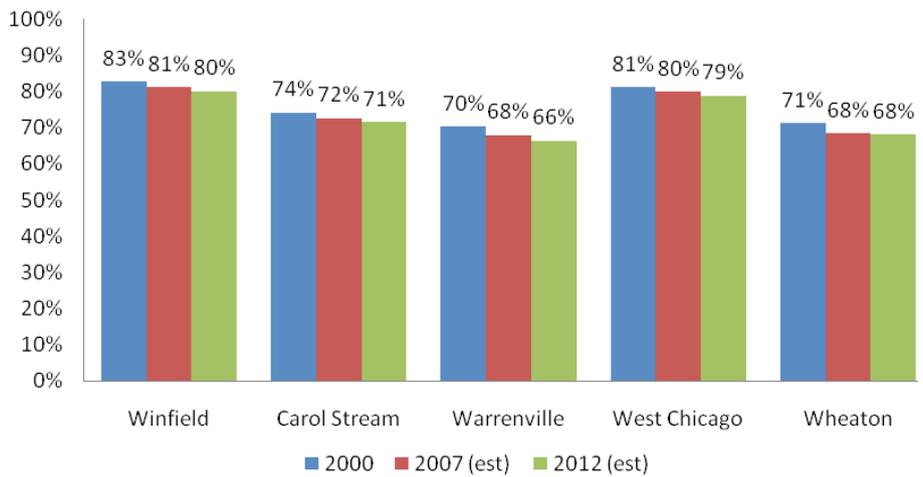
Figure 2-1: Population Trend



Source: US Census Bureau, ESRI

The Chicago Metropolitan Agency for Planning (CMAP) has forecasted growth in population, households and employment through 2030 (Table 2-2). CMAP’s projections continue the trends shown in the ESRI data through 2012 for population and number of households. West Chicago continues to have the largest growth rates in these two areas; the compounded annual growth rate is 1.9% over

Figure 2-2: Family Households



Source: U.S. Census Bureau, ESRI

Village of Winfield Town Center Market & Capacity Study

Table 2-2: Long Term Demographic Forecasts

	Population			Households			Employment		
	2000	2030	CAGR [1]	2000	2030	CAGR [1]	2000	2030	CAGR [1]
Winfield	8,718	15,242	1.88%	2,975	4,847	1.64%	4,666	6,658	1.19%
Carol Stream	40,438	41,604	0.09%	13,872	14,765	0.21%	19,902	25,582	0.84%
Warrenville	13,363	15,007	0.39%	4,931	5,537	0.39%	5,162	12,567	3.01%
West Chicago	23,469	41,632	1.93%	6,379	12,090	2.15%	11,508	36,308	3.90%
Wheaton	55,416	61,960	0.37%	19,377	19,653	0.05%	27,289	28,131	0.10%

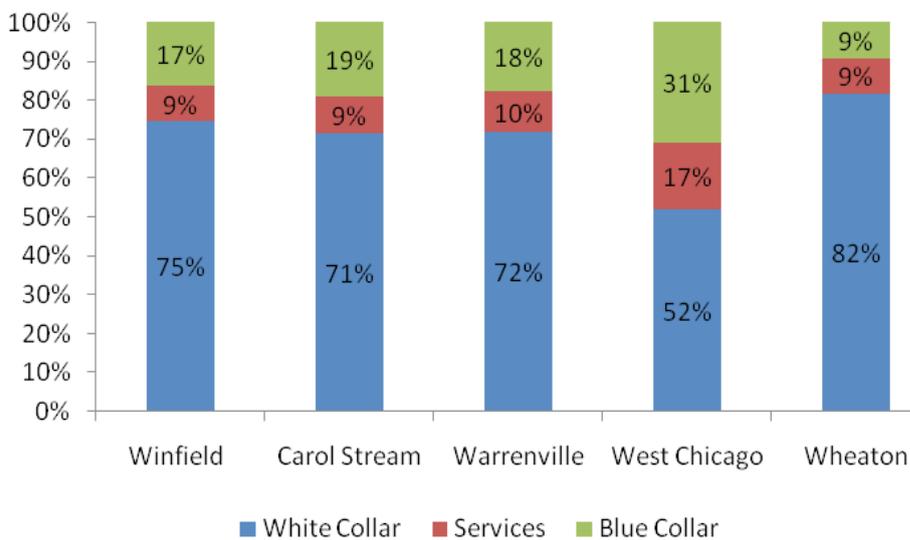
Source: US Census, ESRI

[1] CAGR- Compound Annual Growth Rate

the 30 year period, compared to 1.2% over the 12 year period. Winfield has the second highest growth rates in population and households at 1.9% and 1.6%, respectively.

Looking at employment data by community, Wheaton and Carol Stream are now and will continue to be significant employment centers. Given their large existing job bases, they also show the smallest growth rates in employment levels through 2030. West Chicago is predicted to become a significant employment center as well, surpassing Wheaton in number of employees by 2030 and experiencing the highest rate of growth. Warrenville is also expected to experience significant growth during this period. Winfield is projected to continue as a relatively minor employment

Figure 2-3: Resident Occupation by Sector, 2007



Source: ESRI

Section Two **Profile of Winfield and the Local Market**

Table 2-3: Change in Employment Sectors, 2000-2007

	White Collar	Services	Blue Collar
Winfield	6.62%	46.50%	13.77%
Carol Stream	3.19%	41.07%	2.42%
Warrenville	2.17%	39.90%	6.20%
West Chicago	10.17%	28.10%	4.17%
Wheaton	0.62%	24.42%	-0.63%

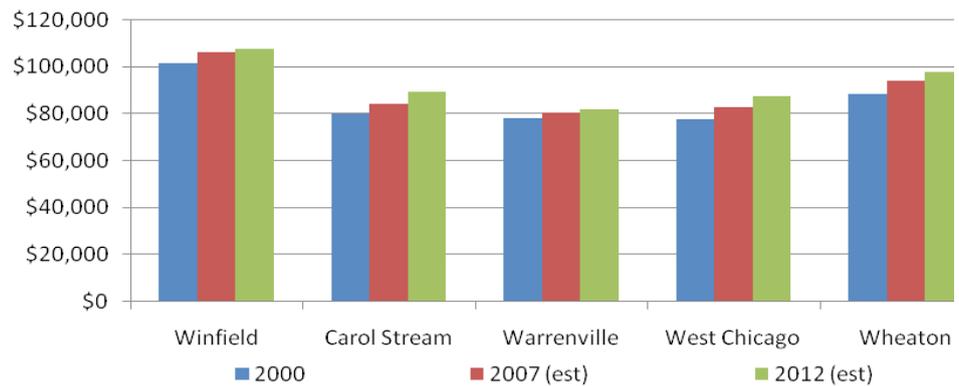
Source: ESRI Business Analyst

center experiencing mid-range growth, with Central DuPage Hospital continuing to represent a considerable portion of its employment base.

All of the market area communities, except for West Chicago, are predominantly white collar communities (Figure 2-3). West Chicago had a significantly larger share of blue collar and service workers than the other communities, with almost 50% of its residents in those occupations. In the market area, growth in the service sector far outpaces that in the white and blue collar fields, indicative of shifts in the larger economy. Between 2000 and 2007, the service sector has grown between 24% and 47%. Although blue collar workers only made up 9% of the labor force in Winfield, this sector grew 14% between 2000 and 2007. This increase is at least two times higher than the neighboring communities. However, the increase only represents an additional 100 workers.

Winfield and Wheaton, the two communities with the largest percentage of white collar workers, also have the highest incomes, as shown in Figure 2-3. In 2007,

Figure 2-4: Median Household Income



Source: U.S. Census Bureau, ESRI
Income in 2002 Dollars

median household income was \$106,349 and \$94,130 in Winfield and Wheaton, respectively. Winfield is expected to maintain the highest household income through 2012. However, the other communities, with the exception of Warrenville, are projected to outpace Winfield in income growth from 2000 to 2012. West Chicago, which starts with the lowest base, is expected to experience the highest rate of income growth through 2012, at approximately 3.5%.

The median age in DuPage County for 2007 was 37. Winfield and Wheaton, which have demonstrated some similar demographic characteristics, have the highest age levels of the group with a median age of 39. West Chicago is the youngest community at 30. While median age is expected to increase through 2012, each community keeps its ranking from the previous period. The age profile of the market area communities could influence housing choices and retail needs.

Table 2-4: Market Area Median Age

Town	2000	2007	2012
Winfield	37	39	40
Carol Stream	32	33	33
Warrenville	33	35	36
West Chicago	29	30	31
Wheaton	36	39	40
DuPage County	35	37	38

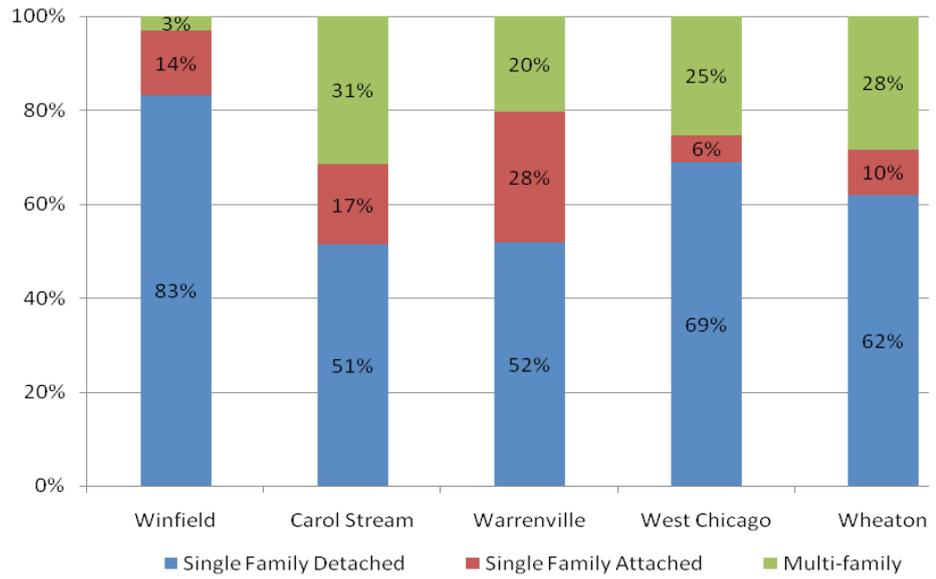
Source: U.S. Census, ESRI

Housing Stock

Single-family detached units make up the overwhelming majority of the housing stock in Winfield. Over the past few years, however, single-family attached housing in the community has increased with the development of new townhome projects, namely Lee Station and Shelburne Farms. While only three percent of Winfield’s housing stock is made up of multi-family housing, all other communities in the market area have at least 20% of their housing stock in multi-family housing (Figure 2-5).

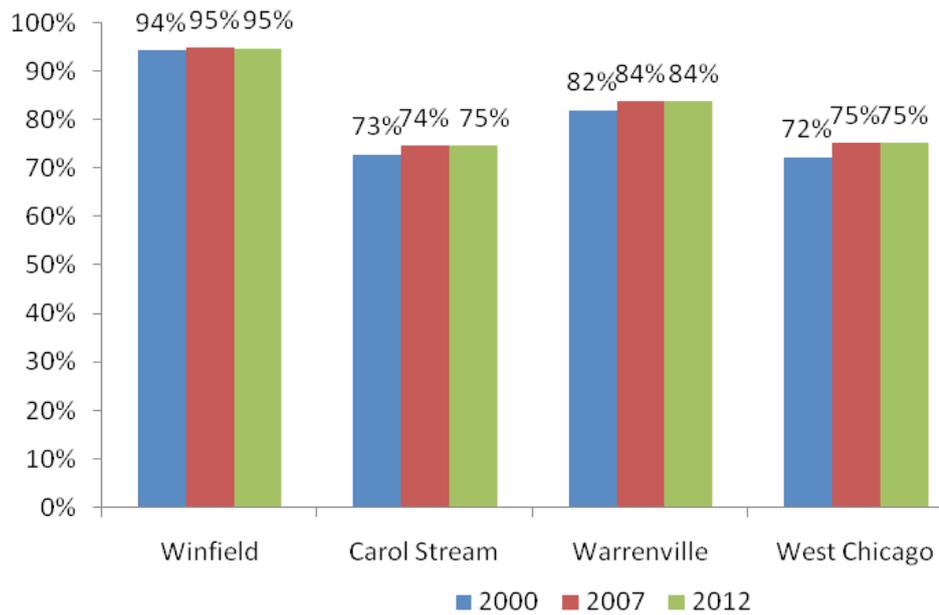
Looking at the tenure of housing units, it is clear that the majority of housing in the market area is owner-occupied, as opposed to renter-occupied. Winfield has the highest rate of owner occupancy in the market area at 95% for 2007 (Figure 2-6). Little change is projected in this figure for the next five years. This is significantly higher than the community with the next highest owner-occupancy rate. The data indicate a strong preference for owner-occupied housing in the market area.

Figure 2-5: Housing Stock Composition



Source: U.S. Census 2000

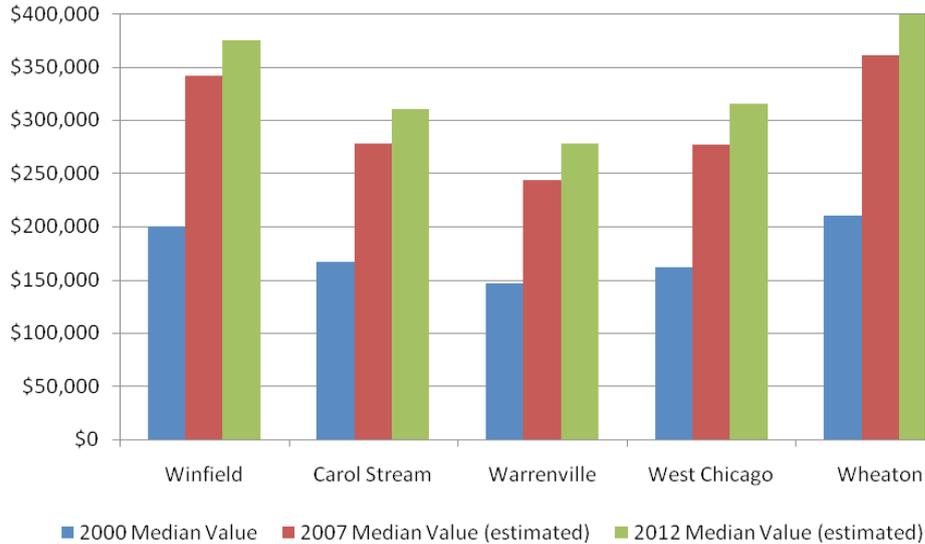
Figure 2-6: Owner Occupancy



Source: U.S. Censu, ESRI

Village of Winfield Town Center Market & Capacity Study

Figure 2-7: Median Value, Owner- Occupied Housing



The value of owner-occupied housing has increased across the market area through 2007 but is projected to slow significantly from 2007 to 2012. In 2007, the median value of owner-occupied housing was approximately \$340,000; Wheaton had the highest value of about \$360,000 (Figure 2-7). Consistent with the current climate in the housing market, between 2007 and 2012, housing values are not expected to increase as quickly as they did in the prior seven years. As shown below in Table 2-5, the annual growth rate from 2000 to 2012 (not adjusted for inflation) is consistent throughout the market area in the mid-five percent range. However, between 2000 and 2007, the growth rate was 7.5 to 8.0% compared to the projection for 2007 to 2012 of 1.9% to 2.6%. Warrenville and West Chicago are expected

Table 2-5: Market Area Housing Value- Owner- Occupied Units

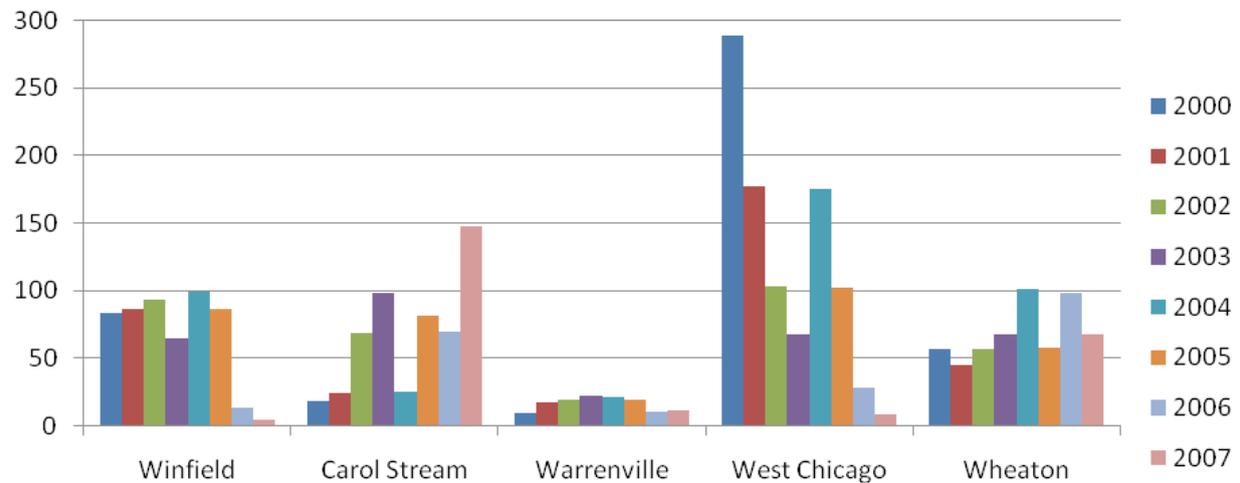
Community	CAGR	CAGR	CAGR
	2000-2007	2007-2012	2000-2012
Winfield	7.93%	1.90%	5.37%
Carol Stream	7.59%	2.21%	5.32%
Warrenville	7.52%	2.67%	5.47%
West Chicago	8.00%	2.60%	5.72%
Wheaton	7.98%	2.05%	5.47%

Source: MLSNI, S.B. Friedman & Company

to maintain the highest growth rates during the next five years, while Winfield is projected for the lowest. The average annual home value increases across the market area are not projected to maintain pace with inflation.

Overall, West Chicago has experienced the most activity in the new construction of single family units (Figure 2-8). We obtained building permit data for all of the market area communities from the U.S. Census Bureau, which reports figures supplied by the communities. Winfield did not report permit figures, so its totals are estimates made by the Bureau. The Census Bureau defines single family units as including both detached and attached (townhome) units. In most of the past eight years, West Chicago had the greatest number of single family permits.

Figure 2-8: Single-Family Permits



Source: U.S. Census Bureau, Village of Winfield, S.B. Friedman & Company

Table 2-6: Multi-Family - Number of Units, 2000-2007

Community	2000	2001	2002	2003	2004	2005	2006	2007
Winfield	0	0	0	36	0	0	0	3
Carol Stream	0	0	0	0	0	0	0	0
Warrenville	0	0	0	0	0	0	0	0
West Chicago	0	0	0	183	16	0	0	0
Wheaton	0	0	2	0	0	0	100	0

Source: U.S. Census Bureau, Village of Winfield, S.B. Friedman & Company

Village of Winfield Town Center Market & Capacity Study

However, that activity has fallen off for the past two years. Winfield maintained a somewhat steady permit level until a drop off in 2006, similar to West Chicago. Warrenville has consistently had the lowest level of single-family residential development.

There has not been much multi-family residential development in the market area communities, as indicated by the number of multi-family permits issued. Only Winfield, West Chicago and Wheaton have issued any multi-family permits in the last seven years. The multi-family development in Winfield was represented by a 36-unit building estimated to have been permitted in 2003 and a three-unit building in 2007. In contrast, West Chicago and Wheaton saw larger scale multi-family projects. In 2003, West Chicago permitted 183 units of multi-family housing distributed across three buildings. Wheaton permitted 100 units of multi-family housing in two buildings in 2006. These trends indicate a strong preference for detached single-family and townhome products, as opposed to condominiums, in Winfield and the other market area communities.

Section Three: Existing Conditions

The existing land use and development within the Town Center have been identified based upon field reconnaissance undertaken by the consultant team in the spring of 2008 (Figure 3.1). The following is a summary of each of the land uses found within the Town Center Area at the time the field reconnaissance was conducted.

Residential. Residential uses in the Town Center consists of a combination of single-family detached homes, and multi-family developments consisting of attached single-family homes and some apartments/condominiums. The Lee Station Residential development is a newer project in the area consisting of two types of residential product: townhomes, and a four story condominium building. The older homes in the area are primarily single-family detached homes located on the periphery of the Town Center area. These homes and neighborhoods are generally well-maintained and appear to be well-buffered from non-residential uses nearby. Some homes however, are in need of improved maintenance and upkeep. Many of the residential streets in the Town Center have rural characteristics with no curbs, gutters, or sidewalks.

Commercial/Mixed-Use. In general, types of existing commercial developments within the Town Center consist of a mix of architectural styles, types, and sizes that do little to create the desired overall theme desired by the community for the Town Center. The Village has a shared vision for the Town Center that is built upon the addition of successful mixed-use developments that will create a vibrant, pedestrian-friendly, and aesthetically pleasing mixed-use area. Through the use of a Tax-Increment Financing (TIF) District, the Village has a newer mixed-use development located at the southwest corner of Winfield Road and Jewell Road. The two-story mixed-use building is in an excellent location and is designed to resemble a traditional downtown; however, at the time of the fieldwork we conducted there were a number of vacancies. Across the street is a second mixed-use building, consisting of John's Restaurant (with a large outdoor patio) and second story offices. Other commercial/retail uses in the Town Center are located in traditional strip centers or older single-family homes that have been converted into retail space.

Public/Civic. A variety of governmental facilities exist in the Town Center including the Village Hall, Fire Department, Public Library (just south of the Study Area), Police Department, and water tower. Fronting Winfield Road, the Village has created a plaza adjacent to Village Hall consisting of decorative streetscaping, banners, and landscaping. Village improvements such as this plaza create an inviting feature in the Town Center, and serve as an example to private developers to create similar features.

Schools. Two schools are located within the Town Center; Winfield Elementary School, and Winfield Middle School. The Village's 2000 Town Center Redevelopment Plan recommends that if these schools are no longer needed by the District that they be converted into mixed-use areas. A third school, St. John the Baptist Elementary School is also located just south of the Town Center Study Area.

Religious Institutions. Two religious institutions are located within the Town Center. These uses add to the social fabric of the community and are expected to remain as a component in the mixed-use Town Center area.

Hospital/Medical Office. Central DuPage Hospital is the largest use in the Town Center and is the Town Center's largest regional draw. A five story parking structure is located at the southern end of the hospital property near High Lake Road. The location of the hospital in Winfield's Town Center has resulted in a high demand, as evidenced by occupancy, for medical offices in the Town Center.

Office. Although the majority of office space in the Town Center can be classified as medical office, other office uses exist. These uses are primarily located in stand-alone office buildings, or in second floor office space above retail uses as part of mixed-use developments.

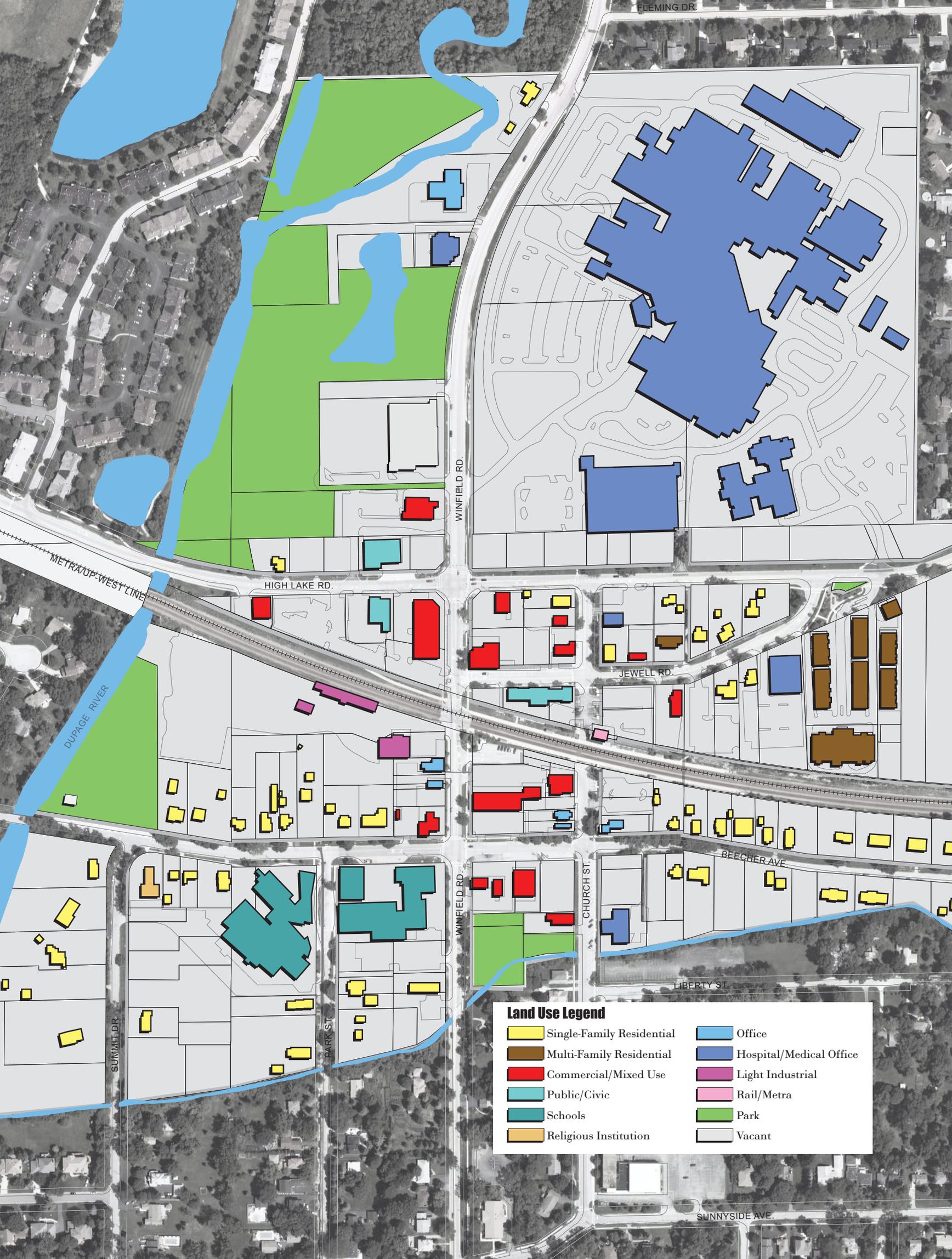
Light Industrial. Two light industrial uses are located within the Town Center. Winfield Fuel and Material Company is located south of the rail line on the west side of Winfield Road. Along its southern property line, it appears to be well buffered with landscaping adjacent to residential uses, however there it provides little landscaping along Winfield Road. The use is one of the largest properties within the Town Center and consists of primarily outdoor storage. At the eastern end of Beecher Avenue, within the residential neighborhood, a single-story light industrial building is located consisting BW Industries and some vacant light industrial space. The building has little architectural interest, contains little landscaping, and has poor access through only the residential neighborhood.

Rail/Metra. The Winfield Metra Station is located in the heart of the Town Center along the Metra/Union Pacific West Line. The central location of the station in the Town Center is seen by residents and businesses as both an advantage and a disadvantage. The blocking of Winfield Road for trains is a major concern expressed thus far in the community outreach activities. Another concern is the amount of commuter parking spaces that are, or will be needed, in the Town Center as ridership increases.

Parks and Open Space. In addition to the natural environmental features, including wooded areas and the DuPage River, the Village and Park District have

a number of parks in the Town Center, including Lions Park, Creekside Park, and Central DuPage Hospital Park.

Vacant Properties and Buildings. Although the Town Center is mostly built-up, there are a number of vacant building space and properties that exist. A concern of the Village is that vacancies are not limited to older developments. New developments also have vacant commercial and office space. Because vacancies are located in key areas at prominent locations in the Town Center (i.e.: along Winfield Road) there are heightened concerns shared by residents and businesses.



Land Use Legend

- | | |
|--|---|
|  Single-Family Residential |  Office |
|  Multi-Family Residential |  Hospital/Medical Office |
|  Commercial/Mixed Use |  Light Industrial |
|  Public/Civic |  Rail/Metra |
|  Schools |  Park |
|  Religious Institution |  Vacant |

Transportation and Circulation

An analysis of existing transportation and parking conditions is summarized in this section. This analysis encompasses the street system, bike and pedestrian facilities, Pace bus operations and service, Metra service and facilities, commuter parking, business and residential parking, and overall access and circulation. Problems, concerns and opportunities for improvement have been identified and are outlined at the end of the section.

Vehicular Transportation

Traffic controls in the Town Center include two signalized traffic signals and the at-grade rail crossing Winfield Road. Signals are located at High Lake Road and Beecher Avenue. Most intersecting streets are local streets; however a collector street (High Lake Road) does run through the Study Area. These street classifications are described below.

Arterial Street

The primary purpose of arterial streets is to move traffic through the community. These streets are generally wider for allowing faster traffic. Winfield Road is the only arterial street in the Town Center, providing access to and from I-88 to the south, and Geneva Road to the north. According to the Illinois Department of Transportation (IDOT), Winfield Road averages 8,000 to 8,900 daily vehicular trips through the Town Center. This is relatively low when compared to the north-south arterials near the community. For example, to the east, County Farm Road has 26,500 daily vehicle trips per day, and to the west, IL Route 59 has 36,800 vehicle trips per day. Also, further east, Main Street in Wheaton has 16,800 vehicle trips per day and Main Street in Glen Ellyn has 9,500 vehicle strips per day.

High Lake Road is also a minor arterial. This arterial runs east and west and becomes Jewell Road as it moves eastward. According to the Illinois Department of Transportation (IDOT), High Lake Road/Jewell Road averages 5,000 to 6,100 vehicle trips per day. This is relatively low when compared to other east-west collectors near the community. To the north, Geneva Road averages 15,000 to 21,300 vehicle trips per day, and to the south, Roosevelt Road averages 21,100 to 32,300 vehicle trips per day.

Local Streets

All other streets within the Study Area are classified as local streets. Local streets serve primarily those vehicle trips generated by uses abutting the street. The majority of local streets in the Study Area are for access to residential

Figure 3.1
Land Use Map

neighborhoods.

Traffic Signals

The two existing signalized intersections in the Town Center are located at High Lake Road and Beecher Avenue. A major concern of residents and business owners is the stopping of traffic flow when the signals at Winfield Road and the Union Pacific Railroad crossing are down for trains. Of particular interest is the extended period of down time when westbound freight traffic is stopped waiting for signal clearance west of the intersection. In speaking with representatives from the Union Pacific Railroad, the existing grade crossing is located at mile post 27.5. Westbound freight trains encounter a signal west of the grade crossing at mile post 28.4. Because most freight trains are longer than 1 mile and the distance to the signal is less than 1 mile, trains that encounter a stop signal back up across the existing grade crossing for long periods of time. The Village has requested that the Union Pacific Railroad study possible solutions to this situation.

Public Transportation

The Town Center is served by public transit at the Winfield Metra Station. At this time there is no Pace bus service in the Town Center. However, Pace has noted that they are currently exploring potential service to the Town Center.

Metra

The Winfield Metra Station is located in the heart of the Town Center, just east of Winfield Road. The Station is served by the Metra/Union Pacific West Line, which runs between Elburn and Ogilvie Transportation Center, in Downtown Chicago. The station is located in Fare Zone F.

According to Metra's 2006 Boarding/Alighting Counts, a total of 503 riders board at the station on a weekday and 373 commuters board inbound trains toward Chicago during the AM peak at the Winfield Metra Station. During the midday, approximately 60 riders board inbound trains and 2 board outbound trains. During the PM peak period, 373 commuters alight outbound trains at the Winfield Metra Station. According to a 1999 Metra Study, on Saturdays 88 riders boarded and 87 alighted, and on Sundays 53 boarded and 50 alighted. Other communities along the Metra/Union Pacific West Line including Wheaton, Glen Ellyn and Elmhurst, have ridership numbers that are approximately triple those of Winfield. Those communities all have developed a significant number of new housing units proximate to the station area in recent years. Table 3-1 illustrates the typical weekday boarding and alighting counts for all stations along the Metra/Union Pacific West Line, as recorded in Metra's 2006 System Boarding/Alighting Count.

Table 3-1: Weekday Boardings and Alightings, Winfield Station - Fall 2006

	Inbound		Outbound	
	On	Off	On	Off
AM Peak	373	5	0	29
Midday	59	0	2	56
PM Peak	32	1	8	373
Evening	28	1	1	50
TOTAL	492	7	11	508

Source: Metra's 2006 System Boarding/Alighting Count

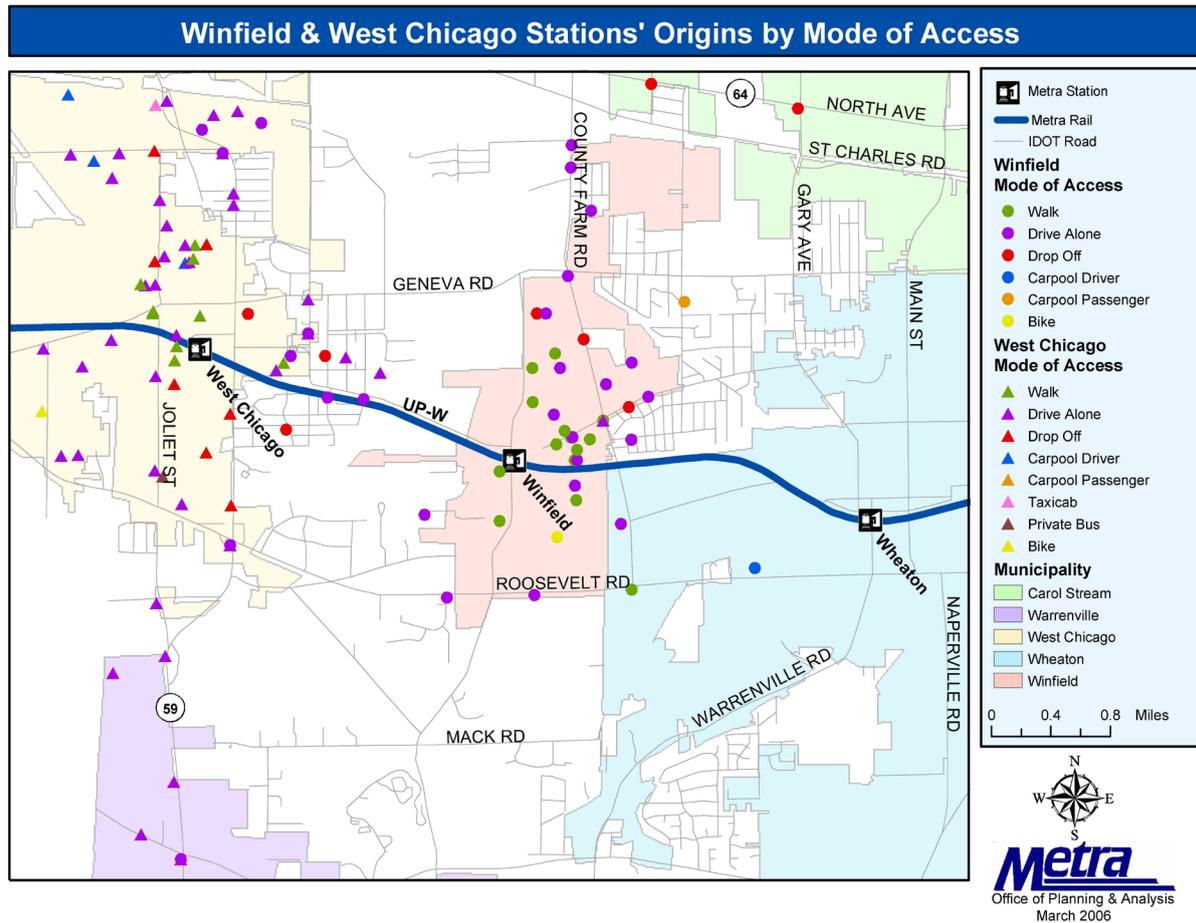
Table 3-2: Origin of Riders, Winfield Station - Fall 2002

Origin City	Weighted Boardings	Percentage of Total
Winfield	188	49.9%
West Chicago	56	14.8%
Carol Stream	48	12.8%
Wheaton	26	6.8%
Warrenville	26	6.8%
St. Charles	4	1.1%
Naperville	3	0.8%
Bloomingtondale	2	0.4%
North Aurora	2	0.4%
Undetermined	24	6.4%
TOTAL	376	100%

Source: Metra's 2002 Origin-Destination Survey

According to Metra's Fall 2002 Origin-Destination Survey, the following is the mode split for riders boarding AM trains at the Winfield Metra Station: 14% walk, 62% drive alone, 2% bike, 3% car pool, and 19% are dropped off. The following are the origins of riders by community using the Winfield Metra Station: 49.9% of the riders reside in Winfield, 14.8% reside in West Chicago, 12.8% reside in Carol Stream, 6.8% reside in Wheaton, 6.8% reside in Warrenville, 1.1% reside in St. Charles, 0.8% reside in Naperville, 0.4% reside in Bloomingtondale, 0.4% reside in North Aurora, and 6.4% reside in other communities.

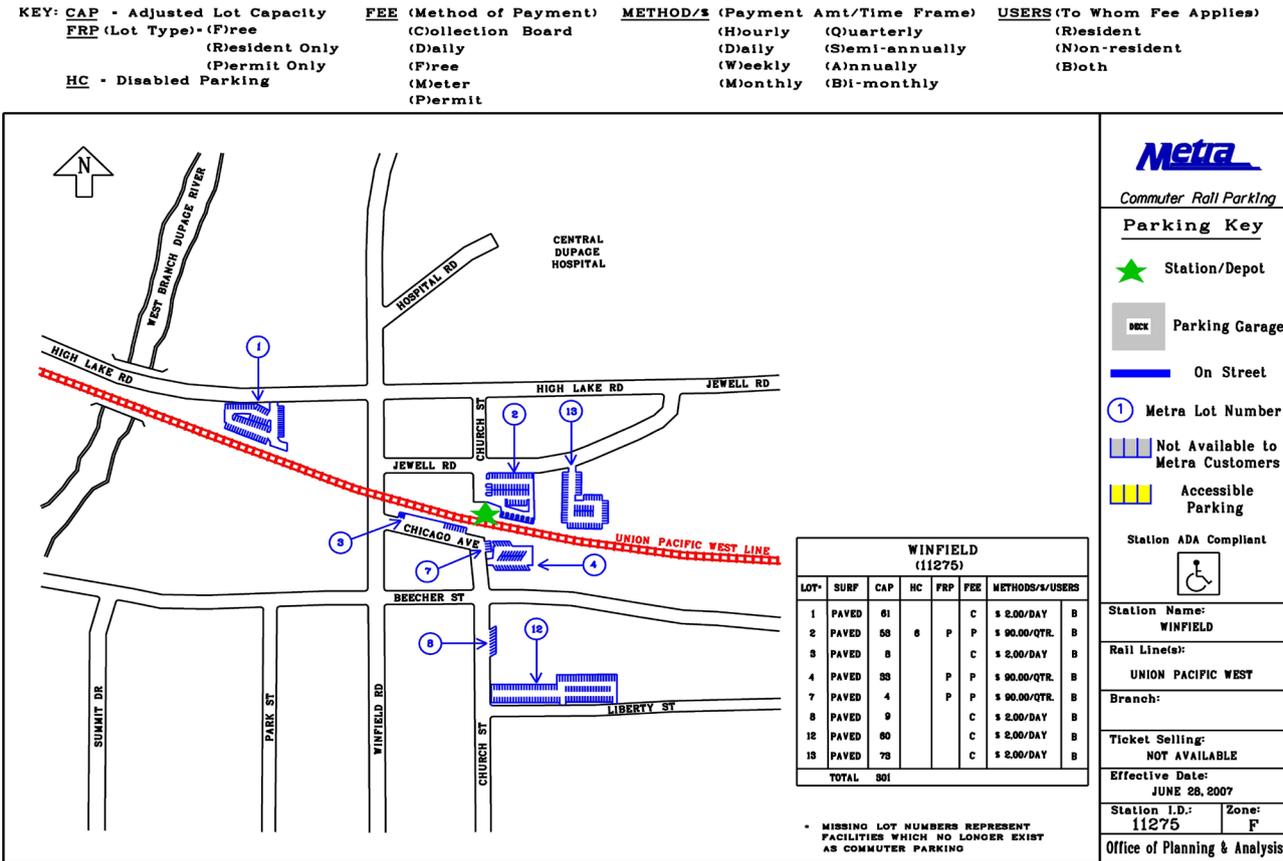
Figure 3-2: Origins of Riders Using the Winfield Station



Metra data collected in June 2007 indicates that there are 307 commuter parking spaces in eight surface parking lots at the Winfield Metra Station (211 daily fee, 90 permit, and 6 handicapped). This data includes both on-street and off-street commuter parking, as shown in Metra’s 2007 Winfield Metra Station Parking Map. These lots have a combined effective utilization of 87%, with 261 of the 301 regular daily fee and permit spaces occupied. Individual lot utilization is shown in Table 3-3. It should be noted that during multiple field checks, the existing commuter lots on the south side of the tracks were less than 50% utilized. This observation differs from Metra’s “effective use” reporting because Metra considers permit spaces as occupied because these spaces are restricted to permit holders only and thereby not available to daily user fees.

Metra is currently pursuing funding under the Federal Transit Administration’s (FTA) New Starts program, allowing them to make significant physical and operating improvements on the Metra/Union Pacific West Line (UP-W). The

Figure3-3: Winfield Commuter Parking Lot Location



Source: Metra

Table 3-3: Winfield Commuter Parking Survey Results

Parking Lot Survey Results: Winfield Station
 June 28, 2007

Lot	Daily		Permit		Employee		Handi		Non-Restricted		% Use
	Cap	Use	Cap	Use	Cap	Use	Cap	Use	Cap	E-Use	
1	61	61	0	0	0	0	0	0	61	61	100.0%
2	0	0	53	46	0	0	6	0	53	53	100.0%
3	8	8	0	0	2	1	0	0	8	8	100.0%
4	0	0	33	18	0	0	0	0	33	33	100.0%
7	0	0	4	4	0	0	0	0	4	4	100.0%
8	9	9	0	0	0	0	0	0	9	9	100.0%
12	60	20	0	0	0	0	0	0	60	20	33.3%
13	73	73	0	0	0	0	0	0	73	73	100.0%
Total	211	171	90	68	2	1	6	0	301	261	86.7%

Effective Use (E-Use): All permits are assumed to be sold.

Source: Metra

Village of Winfield Town Center Market & Capacity Study

project goals are to manage freight congestion and create growth in frequency and efficiencies for the Metra/Union Pacific West Line commuter rail service. Key improvements include triple-tracking a five-mile segment between Elmhurst and River Forest, adding new crossovers, and upgrading the current signal system.

All these improvements could significantly increase capacity to expand the current peak, off-peak, and reverse commuter service and attract more riders. Also included with this project is the relocation and renovation of the so-called A-2 Interlocker on the near west side of Chicago, where the Metra/Union Pacific West Line crosses Metra's Milwaukee District Lines. As in all transportation networks, choke points have continuing and rippling effects on operational performance. A-2 is Metra's equivalent to the "Hillside Strangler", being the busiest at-grade crossing in the region.

Metra recently completed an Alternatives Analysis (AA) study in order to receive approval from the FTA to proceed into Preliminary Engineering. As part of the AA, ridership and parking projections were calculated for the proposed upgrade. It is estimated that approximately 350 spaces would be needed by 2030 at the Winfield Metra Station to meet the demand of the future household and employment growth and the anticipated increase in ridership due to the improved Metra/Union Pacific West Line service. This projection assumes that the existing commuter parking spaces at the Winfield Metra Station remain.

Metra completed the Alternative Analysis (AA) study in September 2007. Metra has begun an Environmental Assessment of the proposed UP-W Upgrade New Starts project and is awaiting federal approval to enter into Preliminary Engineering on the project.

Pace

Pace is the suburban bus division of the Regional Transportation Authority that services the Village of Winfield. There is one Pace bus route that serves the Village of Winfield: Route 709. This route provides service at the eastern end of the Village along Pleasant Hill Road, however, it does not provide service to the Town Center or the Winfield Metra Station. Route 709 - Carol Stream-North Wheaton provides rush hour feeder service from northwest Carol Stream and North Wheaton to the Wheaton Metra Station. Residential areas served include Greenway, Lakehaven, Carol Shire and Klein Creek Apartment complexes, Wheaton Oaks and Klein Creek.

Figure 3.2
Transportation Map

Section Three Existing Conditions Assessment



Commuter Parking Lot Spaces

Lot	Spaces	Lot	Spaces
1	61	7	4
2	53	8	9
3	8	12	60
4	33	13	73

Transportation Legend

- Collector Street
- Arterial Street
- At-Grade Crossing
- Existing Traffic Signal
- Existing Directional Stop
- Existing Stop Sign
- Access Restrictions
- Winfield Metra Station
- Commuter Parking (Lot Number)

Town Center Parking

Within the Town Center Study Area, surface parking is provided in multiple locations. Also, Central DuPage Hospital has a structured parking facility on its property just north of High Lake Road. On-street parking is allowed on Winfield Road, just north of the rail line, and along parts of Beecher Avenue, Church Street, and Jewell Road, but generally is not permitted in the rest of the Town Center. As discussed in the previous section regarding Metra, some public surface parking for non-commuter use lots are located in the Town Center, specifically near the Winfield Metra Station and commercial/office uses.

Transportation and Circulation Summary

Average Daily Traffic (ADT) counts were taken at five locations: 1) Winfield Road south of Geneva Road 2) Winfield Road South of the Metra/Union Pacific West Line crossing 3) Winfield Road south of Beecher Street 4) Jewell Road east of Jewell and High Lake and 5) High Lake Road west of Winfield Road. The ADT on these roads ranges from 7,100 to 11,400 vehicles per day. While the existing roadways are currently able to handle the existing traffic volumes through the Town Center, projected (estimated) traffic for a design year of 2030 would most likely warrant an additional through lane in each direction on Winfield Road. According to the Illinois Department of Transportation, design criteria for Urban Two-Way Arterials require that two lanes in each direction be utilized for roadways carrying more than 12,500 ADT.

The four major intersections within the Town Center were also analyzed using Highway Capacity Software (HCS) to determine the Level of Service (LOS) of each intersection. HCS helps to determine existing deficiencies in operation and geometry of intersections by determining average delays that vehicles experience when trying to travel through an intersection. These delays are expressed in terms of LOS and are graded from A to F. An intersection with a LOS A operates with vehicle delays less than 10.0 seconds per vehicle with most arriving during green phases. An intersection with a LOS F operates with vehicular delays greater than 60.0 seconds and the intersection is completely oversaturated, where arrival rates are greater than intersection capacity.

Two of the four intersections analyzed are one-way stop controlled intersections. The intersection at Sunnyside Avenue and Winfield Road operates at a LOS C. This means that vehicles approaching the intersection from the east experience delays averaging 18.4 seconds. The intersection of Jewell Road at High Lake Road operates at LOS B. This means that vehicles approaching the intersection from the south experience delays averaging 10.3 seconds.

Figure 3.3
Traffic Volumes



Transportation Legend

- AM(PM) 2008 Design Hourly Volume (DHV)
- 10,900 2008 Average Daily Traffic (ADT)
- A 2008 Level of Service (LOS)
- ★ Winfield Metra Station

[Redacted]

7,400

10,900

11,400

C

B

A



41(144)
188(143)
153(112)

16(34)
84(190)
144(207)

279(421)
33(38)

50(49)
10(11)
13(16)

40(52)
12(23)
26(17)

31(80)
467(514)
50(49)

10(25)
526(394)
5(12)

458(568)
58(15)

303(232)
0(2)

2(6)
38(50)

9,200

32(30)
249(314)
28(37)

78(135)
293(296)
221(99)

METRA/UP WEST LINE

HIGH LAKE RD.

WINFIELD RD.

JEWELL RD.

BEECHER AVE.

LIBERTY ST.

CHURCH ST.

SUNNYSIDE AVE.

FLEMING DR.

SUMMIT DR.

PARK ST.

WINFIELD RD.

The other two intersections analyzed are signalized intersections. The intersection of Winfield Road and Beecher Street operates at a LOS A, with the average delay for vehicles approaching the intersection less than 10.0 seconds. The intersection of Winfield Road and High Lake Road currently operates at a LOS C, with the average delay for vehicles approaching the intersection at 26.4 seconds.

It should be noted that vehicular delays at both signalized intersections increase drastically due to the gates being closed for train crossings. These delays would be directly related to the down time for each crossing, which varies greatly depending on commuter vs. freight traffic as well as signals to the west of the at-grade crossing.

Pedestrian traffic patterns throughout the Town Center mostly originate and/or end at the Winfield Metra Station. Morning patterns begin in the commuter parking lots and move toward the station and evening patterns begin at the Winfield Metra Station and move towards the commuter lots. The Winfield Metra Station to Central DuPage Hospital is also a well-traveled pedestrian route. The other major pedestrian movement through the Town Center is the east/west crossing of Winfield Road at Beecher Street due to the school located west of Winfield Road. Approximately 50-70 pedestrians cross the south leg of the intersection during the peak hour of traffic heading west to school.

Community Facilities

Existing community facilities and services add to the image and character of the Village and create a desirable place for people to live, work and play. A number of community facilities are located within the Town Center including: Village Hall, the Post Office, Fire Department, Metra Station, Central DuPage Hospital, parks, schools, and religions institutions. The following is a summary of the existing community facilities in the Town Center.

Central DuPage Hospital (CDH). The primary facility for the Central DuPage Hospital system is the 361-bed hospital in the northern portion of the Town Center study area. Central DuPage Hospital was the first hospital in the country to perform open-heart surgery and is the second busiest surgical center in Illinois (21,000 annual surgeries).

Government. At this time there are no plans for the Village to expand or add to its current inventory of municipal buildings or property in the Town Center. As detailed in the Existing Land Use section, there are a number of government properties in the Town Center including the Village Hall, Post Office (just south of the Study Area), and Fire Department.

Figure 3.4
Community Facilities Map



Community Facilities

- | | |
|-----------------------------------|--|
| 1 Central DuPage Hospital | 6 Lions Park |
| 2 Winfield Fire Department | 7 Shrine Christ the King Church |
| 3 Post Office | 8 Winfield Central School |
| 4 Village Hall | 9 Winfield Elementary School |
| 5 Winfield Metra Station | 10 Creekside Park |

Winfield Metra Station/Commuter Parking. The Winfield Metra Station is a tremendous benefit for the Town Center and should be considered key to the area's revitalization.

Parks and Open Space. The Winfield Park District owns and maintains two park sites in the Town Center, and a third park is owned and operated by Central DuPage Hospital. These parks are summarized in the Environmental Features and Open Space section. At this time there are no plans for additional park space in the Town Center, however, as new redevelopment occurs, especially in PUD, or Mixed-Use developments, the addition of open space, plazas, and gathering areas could be incorporated to expand open space opportunities.

Schools. Winfield Central School and Winfield Elementary School are located in the Town Center. At this time there are no plans to add a new school in the Town Center.

Religious Institutions. The following three religious institutions are located in the Town Center; Shrine Christ the King Church; St. John Youth Ministry; and St. John Baptist Church.

Environmental Features and Open Space

The Town Center consists of a number of natural features and open spaces that add to the unique image and character of the area. The West Branch of the DuPage River runs along the western boundary of the Town Center and a canoe launch at Lions Park provides public access to the river. The following is a summary of the existing parks and environmental features in the Town Center.

West Branch of the DuPage River. One of the key environmental features of the community and the Town Center is the DuPage River. Public agencies such as the Forest Preserve District and the Park District have acquired property along the banks of the river to create and maintain public access. In addition to access, views and vistas to the river are also important.

Mature Trees and Vegetated Areas. Large areas of mature trees and significant vegetated areas are located throughout the Town Center, primarily along the DuPage River and Spring Brook Creek.

Public Open Space

The Winfield Park District, School District 34, and DuPage County Forest Preserve provide a variety of open space in the Town Center.

DuPage County Forest Preserve's Winfield Mounds Forest Preserve. Visitors to the 360 acres Winfield Mounds Forest Preserve have access to fishing along the West Branch of the DuPage River. At this time, however, Winfield Mounds has no parking facilities. The burial mounds for which the preserve is named are believed to be built in the Late Woodland Effigy Mound Tradition, which was common in Illinois from 600-1000 AD. The mounds were built in simple geometric shapes, like Winfield Mounds, which are three dome-shaped mounds set in a triangular pattern. These mounds are the only documented pre-historic burial site in DuPage County.

Winfield Park District. The Winfield Park District owns and maintains two parks in the Town Center. Both parks are well-maintained and are popular parks in the community.

Creekside Park. This 3.5-acre park consists a landscaped pathway, gazebo, and memorial area. This park is used regularly for local wedding ceremonies.

Lions Park. This 3-acre park contains picnic tables, baseball fields, fishing, a canoe launch, and shelters.

Private Open Space

Central DuPage Hospital Park is a private park owned and operated by the hospital that consists of a pond and walking trail adjacent to the DuPage River.

Recent and Anticipated Development Activity

There are several projects either recently completed or planned that continue the Village's efforts of improving and revitalizing the Town Center. These include:

- **Town Center.** This is a two story retail and office space. The first floor has four commercial spaces. Present tenants include Caliendo's Restaurant and ATI Physical Therapy. There are currently two vacant spaces that are being marketed for lease. CDH is currently leasing the second floor. However, it has yet to occupy the space.
- **Lee Station.** This is a townhouse and condominium development located approximately two blocks from the Winfield Metra Station. The 31-unit third phase of the project is currently being marketed. This is an addition to the previous phases that included 20 townhomes and 36 condominium units, which were completed in 2004.
- **Riverwalk.** Winfield's Riverwalk Committee is working to create a series of walkways throughout the Village, combined with cultural, educational and recreational activities that will center on the downtown. The Committee is also exploring the idea of locating a concert pavilion that would be the site of free music events.
- **Pedestrian Underpass.** The Village has been considering the possibility of constructing a pedestrian underpass that would allow people to safely navigate across the railroad tracks that run through the town center. The decision whether to pursue this improvement, as well as its location and configuration, is still being studied by the Village Board.
- **Central DuPage Hospital.** CDH has several recent and planned developments. The hospital has developed a retention pond and park, located across Winfield Road from the hospital. The hospital also has started construction of a new parking deck this year. In February 2009, CDH will begin the construction of a new pavilion at the southwest corner of its campus. The pavilion will include approximately 200 private rooms, an auditorium and a medical library.

Influences on Market Potential

The Consultant Team examined selected characteristics of the downtown study area based on their influence on the market potential of the area and the location preferences of retailers and developers. This analysis is intended to supplement the physical, land use, and transportation analysis that was also undertaken.

Traffic Counts

Traffic count data obtained from the Illinois Department of Transportation website show average daily traffic between 13,000 and 15,000 vehicles per day passing through the intersection of Winfield and High Lake Roads. Traffic is slightly higher on Winfield Road than on High Lake Road. This traffic volume is lower than is typically sought by retailers in a suburban environment, with most national and regional chains usually seeking daily traffic counts of at least 25,000 vehicles per day. Both County Farm Road and IL Route 59, the two nearest north-south arterial roads, have average daily vehicle trips of 26,500 and 36,800, respectively.

This traffic volume may influence the type and scale of retail development that could be attracted to the downtown. Traffic volume alone is not the only factor considered by downtown-type retailers, which also look for historic character, a pleasant pedestrian environment, and the presence of complementary businesses. Wheaton and Glen Ellyn boast active downtown districts with comparable or lower traffic counts. Main Street in Wheaton averages 16,800 vehicles per day, while Main Street in Glen Ellyn averages 9,500 vehicles per day. However, the lack of a “critical mass” of businesses and activities in Downtown Winfield in comparison to these districts may lead retailers to require a higher volume of vehicle traffic passing by a location in order to generate sufficient customer traffic at their stores.

Rail Traffic and Transit Service

The 2002 Town Center Development Plan estimated that over 90 trains, 52 of which were Metra commuter trains, crossed Winfield Road each weekday. Metra 2008 data show that 22 inbound and 23 outbound commuter trains stop each weekday at the Winfield Station. Ten inbound and ten outbound Saturday trains, as well as nine inbound and eight outbound Sunday trains, also stop at the station. Winfield residents and business owners have identified the volume of train traffic as a major inconvenience and challenge to promoting activity in the downtown. The Winfield Metra Station is located in the center of downtown. Travel time to Chicago takes approximately 50 minutes to an hour.

As shown in Table 3-1, approximately 500 passengers use the Winfield Metra Station each weekday. These commuters are part of the consumer base for goods

Village of Winfield Town Center Market & Capacity Study

and services for current and potential businesses downtown. Approximately 85% of riders drive to or are dropped off at the train station. Only half of the riders who use the Winfield station are residents of the Village. The other half live in neighboring communities, with almost 30% coming from West Chicago and Carol Stream.

Downtown Business Inventory

An inventory conducted by the Consultant Team in January 2008 found 28 businesses located in Downtown Winfield. Medical and office space are approximately 36% of the active business establishments in the downtown area. Other uses include auto related services, hair salons, convenience stores and restaurants. While Winfield residents can address some of their basic needs by going downtown, there are others, such as grocery and clothes shopping, that require them to patronize businesses elsewhere.

Section Three Existing Conditions Assessment

Table 3-4: Mode of Access to Winfield Metra Station (AM Riders) - Fall 2002

Station	Walk	Bike	Drive Alone	Car Pool	Dropped Off	Other
Glen Ellyn	25%	1%	42%	3%	22%	7%
College Avenue	27%	2%	52%	2%	15%	2%
Wheaton	22%	1%	51%	3%	20%	4%
Winfield	14%	2%	62%	3%	19%	1%
West Chicago	5%	0%	78%	3%	12%	2%

Source: Metra's 2002 Origin-Destination Survey

Table 3-5: Winfield Downtown Business Inventory

Business Type	Number
Medical	6
Office Space	4
Auto Service	3
Hair Salon	3
Convenience Store	2
Restaurant (Sit Down)	2
Flower Shop	2
Post Office	1
Catering	1
Bank	1
Dry Cleaners	1
Antiques	1
Outdoor & Garden Supply	1
TOTAL	28

Source: S.B. Friedman & Company

Study Area Strengths and Weaknesses

Based on our assessment of selected characteristics of the downtown study area, we prepared a compilation of the strengths and weaknesses of Downtown Winfield.

Based on an assessment of selected characteristics of the downtown study area, the Consultant Team prepared a compilation of the strengths and weaknesses of the Winfield Town Center that have a direct impact on the overall development potential.

Strengths

- Civic anchors, such as the Village Hall, post office, and library, are all located in the downtown, reinforcing the downtown's status as the heart of the community and generating traffic in the area from regular visits.
- The compact size of the study area makes it easy to navigate on foot and amenable to pedestrian-oriented buildings and storefronts.
- The open space and natural amenities that give Winfield a strong sense of identity and make it an attractive place to live can be reflected in the downtown area, through efforts such as the planned riverwalk project.
- Central DuPage Hospital is a regional activity generator and major employer, bringing over 4,000 employees, 470,000 patients, and over 180,000 visitors to Winfield each year. The downtown can potentially attract these employees and visitors for shopping, dining, and other activities.
- Other activity generators located near the downtown bring substantial numbers of employees and visitors close to the downtown on a regular basis.
- The presence of Metra service makes the downtown easily accessible to Downtown Chicago and other communities, and provides a basis for implementing transit-oriented development (TOD).
- Several parcels or blocks of undeveloped/underdeveloped land are present in the downtowns which provide opportunities for new development.

Weaknesses

- There is only one railroad crossing in Winfield, creating long delays and traffic backups during peak hours due to the volume of trains passing through the community.
- Layout of the Central DuPage Hospital campus makes connection and “synergy” with the rest of the downtown area difficult.
- The downtown area currently does not have very much existing retail building space. The limited amount of occupied space makes it difficult for the downtown to achieve a critical mass of activity that would attract new development.
- Winfield is surrounded by extensive Forest Preserve properties and other large tracts of undeveloped land. While greatly valued for its natural qualities this land produces lower population and income densities on average in the area that would support new retail development.
- The downtown’s distance from the interstate makes it more difficult to attract shoppers and visitors who are not Winfield residents or otherwise familiar with the area, since the downtown currently does not have a critical mass of retail stores and other activities that would attract non-residents and encourage repeated or regular shopping trips.

Section Four: Planning and Regulatory Framework

The Village's previously prepared plans and studies having an influence on the new Downtown Winfield Marketing and Capacity Study have been assembled and reviewed, including, but not limited to, the Village's Zoning Map, the Village's General Plan, the Town Center Development Plan, and the Winfield Town Center Redevelopment Plan & Program. Collectively, these documents comprise the existing planning and regulatory framework for the Town Center.

Village's General Plan

In 2001, the Village adopted the General Development Plan Update (an update from the 1994 Plan). The update was undertaken because of the increase in the Village population since 1994 and the Village wanted to ensure there was a plan to address new growth pressures in the Village and the outlying areas. The results of a January 2000 Strategic Planning Session also ranked updating the Comprehensive Plan as the top priority for the Village. The updated plan created recommendations for the Village including land use, development, and design guidelines. The Town Center Commercial land use category identified in the Plan is the original downtown commercial core of the Village. The land use category was created with the intent to strengthen the retail and civic function of the Town Center. The plan also recommends residential uses above ground floor commercial uses in the Town Center.

Village's Zoning Code

The Village of Winfield's Zoning Ordinance contains 20 zoning classifications including 13 residential classifications and 4 business classifications. Within the Town Center the number of districts is reduced, however there are still 4 residential districts, 3 business districts, and a limited industrial district in the Town Center. Existing zoning in the Town Center includes:

Residence

- R-1 Single-family residence district
- R-3 Single-family residence district
- R-4A Single-family residence district
- R-5 PUD Single-family attached residence district

Business

- TC Town center district
- B-2 General services district
- B-2A Health services district
- L-1 Limited industrial district

Residential Districts

R-1 Single-family residence district. This zoning classification is generally located in the southwestern portion of the Study Area. The following is a summary of the key requirements for this district in the Village's Zoning Code.

- The following uses are permitted in the R-1 District:
 - Group care homes, with six (6) to eight (8) occupants and not located within one thousand feet (1,000') of another group care home.
- Home daycare facilities.
 - Recreation facility, public.
 - Single-family detached dwelling, including permitted home occupations
- Not more than twenty five percent (25%) of the lot area may be occupied by buildings and structures, including accessory buildings.
- Nonresidential permitted uses and special uses, not to exceed three-tenths (0.3).
- No building or structure shall exceed a height of thirty-five feet (35') or two and one-half (2 1/2) stories, whichever is lower.
- For nonresidential permitted uses and special uses the maximum height may be increased by up to five feet (5') if an increase in the front, side and rear yard depths by a distance of two feet (2') for each additional one foot (1') of building height over thirty five feet (35') is provided.

R-3 Single-family residence district. The majority of properties in this zoning classification are the two school sites. The following is a summary of the key requirements for this district in the Village's Zoning Code.

- The following uses are permitted in the R3 District:
 - Any of the primary or accessory uses permitted within the R-1 Single-Family Residence District.
 - Group care home, with six (6) to eight (8) occupants and not located within seven hundred feet (700') of another group care home property.
- Not more than thirty percent (30%) of the lot area may be occupied by buildings and structures including accessory buildings.
- Nonresidential permitted uses and special uses, not to exceed four-tenths (0.4).
- No building shall exceed a height of thirty-five feet (35') or two and one-

half (2 1/2) stories, whichever is lower.

- For nonresidential permitted uses and special uses the maximum height may be increased by up to five feet (5') if an increase in the front, side and rear yard depths by a distance of two feet (2') for each additional one foot (1') of building height over thirty five feet (35') is provided.

R-4A Single-family residence district. This zoning classification encompasses the eastern end of Beecher Avenue. The following is a summary of the key requirements for this district in the Village's Zoning Code.

- The following uses are permitted in the R-4A District:
 - Any of the primary or accessory uses permitted within the R-1 Single-Family Residence District.
 - Group care home, with six (6) to eight (8) occupants and not located within five hundred feet (500') of another group care home property.
- Not more than forty percent (40%) of the lot area may be occupied by buildings and structures, including accessory buildings.
- Nonresidential permitted uses and special uses, not to exceed four-tenths (0.4).
- No building shall exceed a height of thirty-five feet (35') or two and one-half (2 1/2) stories, whichever is lower.
- For nonresidential permitted uses and special uses the maximum height may be increased by up to five feet (5') if an increase in the front, side and rear yard depths by a distance of two feet (2') for each additional one foot (1') of building height over thirty five feet (35') is provided.

R-5 PUD Single-family attached residence district. This is the only PUD classification in the Town Center Area. The following is a summary of the key requirements for this district in the Village's Zoning Code.

- The following uses are permitted in the R-5 District:
 - Any of the primary or accessory uses permitted in the R-1 Single-Family Residence District.
 - Group care home, with six (6) to eight (8) occupants and not located within five hundred feet (500') of another group care home property.

- Single-family attached dwellings
- Not more than forty percent (40%) of the lot area may be occupied by buildings and structures, including accessory buildings.
- Nonresidential permitted uses and special uses, not to exceed three-tenths (0.3).
- No building shall exceed a height of thirty-five feet (35') or two and one-half (2 1/2) stories, whichever is lower.
- For nonresidential permitted uses and special uses the maximum height may be increased by up to five feet (5') if an increase in the front, side and rear yard depths by a distance of two feet (2') for each additional one foot (1') of building height over thirty five feet (35') is provided.

Business Districts

TC Town center district. The following is a summary of the key requirements for this district in the Village's Zoning Code.

- All uses allowed in the Town Center District as a permitted or special use shall be subject to the following conditions:
 - All ground floor uses permitted in the retail corridor subarea use designation of the town center plan shall be retail and service establishments dealing directly with consumers.
 - Establishments of the "drive-in" type, offering goods or services directly to customers waiting in motor vehicles, other than banks and savings and loans, are not permitted.
 - No manufacturing, processing or treatment of products other than that which is clearly incidental and essential to the retail business and office uses conducted on the same premises.
 - Uses, operation or products shall not be objectionable due to odor, dust, smoke, noise, vibration or other similar causes.
 - From and after March 1, 2002, all uses in this district shall be allowed only as a special use planned development when introduced as part of a new development or as an addition to an existing structure.
 - From and after March 1, 2002, no new building, structure or addition shall be constructed in the town center district nor shall the facade of any existing building or structure therein be renovated unless the following terms and conditions have been met:
 1. Detailed architectural and site plans for the new or renovated building or structure, in accordance with the early 1900's commercial architecture

of the district, shall be submitted to the plan commission.

2. The plans for the new or renovated building or structure shall be consistent with and shall meet the standards and requirements of the town center plan.

3. The plans for the new or renovated building or structure shall comply with the design guidelines of the town center plan for the particular subarea in which the building or structure will be located.

4. The use proposed for the new or renovated building or structure shall comply with the town center plan subarea use designation for the property on which the building or structure will be located.

5. The applicant shall have the burden of demonstrating that the new or renovated building or structure meets the requirements of the code.

6. The new or renovated building or structure shall only be constructed in accordance with the detailed architectural plan and site plan

- The height of any structure shall not exceed three (3) stories or thirty-five feet (35').

B-2 General services district. This zoning district is located west of the Central DuPage Hospital, capitalizing on its location. The following is a summary of the key requirements for this district in the Village's Zoning Code.

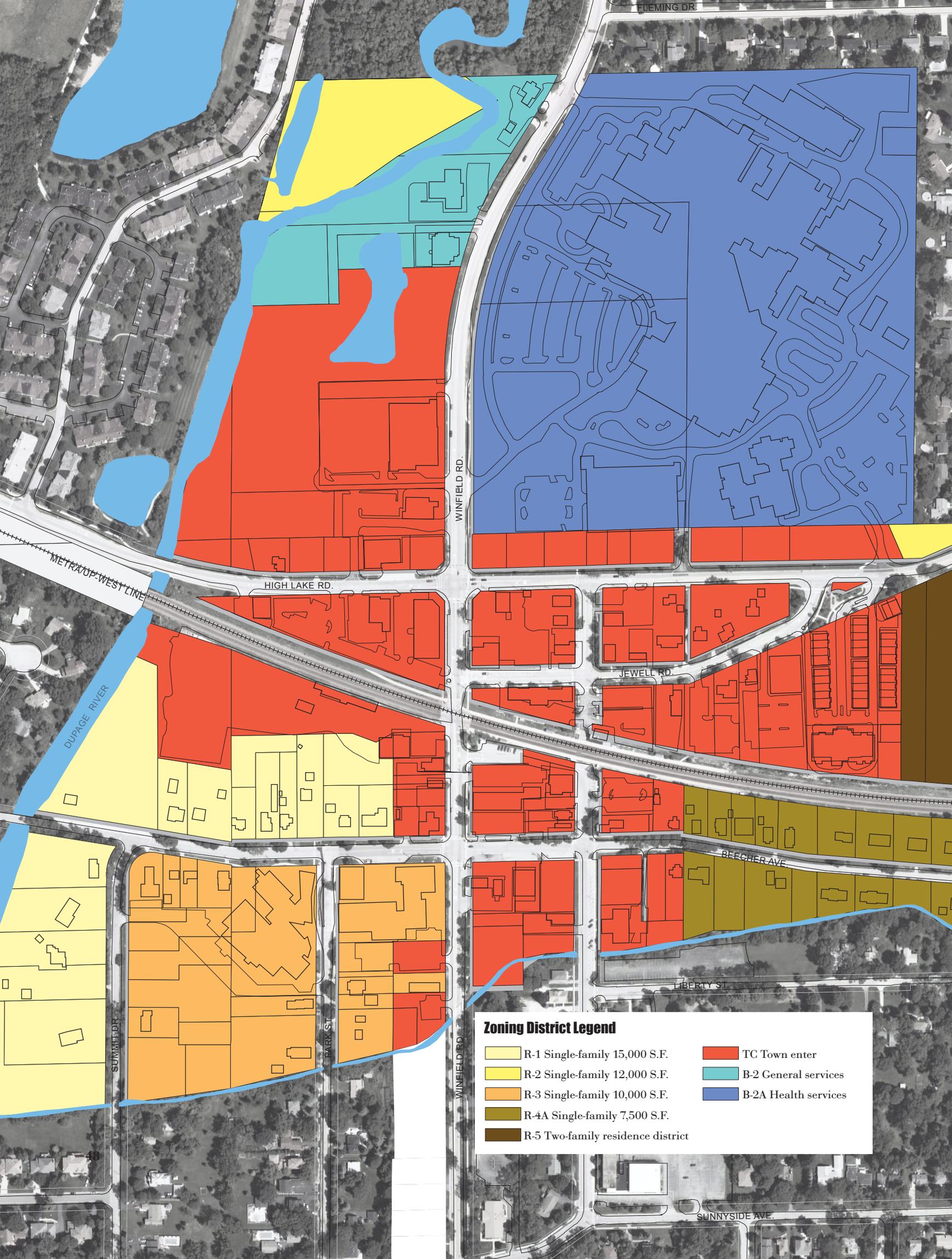
- The B-2 District is established to provide support uses for the B-2A District; support for a human health center complex including any allied uses which may be located in this District and in separate buildings or on individual parcels of land within this District.
- The height of any structure shall not exceed three (3) stories, nor shall it exceed forty-five feet (45'), except as provided herein.

B-2A Health services district. Central DuPage Hospital is the only use in this District. The following is a summary of the key requirements for this district in the Village's Zoning Code.

- The B-2A District is established to provide for a human health center complex, including various facilities therein and any allied uses which may be located in this District and in separate buildings or on individual parcels of land within this District.
- The following uses are permitted:
- Any of the primary or accessory uses permitted within the B-2 General Services District, excluding bed and breakfasts.
- Restaurants/cafeterias, as incidental uses to a hospital use only.
- The height of any structure shall not exceed the following:
 - Building additions attached to the main building will not exceed the height of the existing building on a horizontal plane.
 - Freestanding buildings in the permitted use category shall not exceed sixty-five feet (65') in height.
 - Any permitted use building over fifty feet (50') in height shall be set back from the applicable setback line one additional foot for each one foot (1') that said building exceeds fifty feet (50').
 - Freestanding accessory use buildings shall not exceed forty-eight feet (48') in height.
 - Accessory use buildings within a transitional yard abutting a residential district between twenty feet (20') and fifty feet (50') from the property line shall not exceed thirty feet (30') in height; except, that parking structures between twenty feet (20') and thirty feet (30') shall not exceed seventeen feet (17') in height, and parking structures between thirty feet (30') and fifty feet (50') shall not exceed twenty four feet (24') in height.
 - No parking structure shall exceed forty-eight feet (48') in height, and in buildings combining parking and other permitted uses, the parking component of said building shall not exceed forty eight feet (48') in height.
 - No parking structure between fifty feet (50') and one hundred feet (100') from the property line of a transitional yard abutting a residential district shall exceed thirty-six feet (36') in height.

Limited Industrial. The industrial property at the eastern end of Beecher Avenue is the Town Center's only limited industrial area. As discussed later in this Report, the location and access to this use is a concern. The following is a summary of the key requirements for this district in the Village's Zoning Code.

- Permitted accessory uses in the Limited Industrial District include:
 - Automobile repair, major or minor.
 - Blueprinting and photocopying establishments.
 - Kennel, commercial.
 - Light machinery production; appliances, business machines, etc.
 - Offices.
 - Printing and publishing establishments.
 - Research laboratories.
 - Schools, including commercial or trade.
 - Telephone exchanges.
- The Village Board, upon recommendation of the Plan Commission, may grant a special permit to allow light manufacturing establishments, warehouses and wholesale establishments which meet the performance standards, and which it finds to be compatible with any residential uses in the area, and also which it finds will not cause automobile or truck traffic in proportions detrimental to residences in the area. Additional permitted special uses include the following:
 - Planned developments.
 - Recreation facility; commercial, institutional, or public.
 - Utility and other public service uses limited to the following:
 - Electric substations and distribution centers.
 - Fire and police stations.
 - Gas regulator stations.
 - Libraries, public.
 - Telephone exchanges, microwave relay towers and telephone transmission equipment buildings.
 - Wells, pumping stations, water reservoirs, and water towers.
- The maximum height in this district is not more than two (2) stories or forty feet (40'), whichever is lower.



Zoning District Legend

- R-1 Single-family 15,000 S.F.
- R-2 Single-family 12,000 S.F.
- R-3 Single-family 10,000 S.F.
- R-4A Single-family 7,500 S.F.
- R-5 Two-family residence district
- TC Town enter
- B-2 General services
- B-2A Health services

The Town Center Development Plan

In October 2000, the Village of Winfield adopted the Town Center Development Plan and amended it in February 2002. The intent of the Town Center Development Plan was to create a future vision for Downtown Winfield and to build consensus for a Plan that would revitalize the Town Center. The Plan provides a long-term guide for reviewing and promoting development opportunities and proposals. In addition to a number of recommended land use changes and other improvements, the following are eight development priorities of the Plan:

- 1) New post office
- 2) Façade improvement program
- 3) Elementary school redevelopment
- 4) Middle school redevelopment
- 5) Scheffler's Greenhouse redevelopment
- 6) Re-evaluation of the Beecher Avenue single family residential block
- 7) Kiss and Ride
- 8) CDH Retention Pond Park

After the adoption of the Town Center Development Plan, the Village realized that many of these development goals and the future vision for the area would not be possible without municipal financial assistance. The Village identified a potential Tax Increment Financing (TIF) District of approximately 100 parcels and a feasibility study was conducted in 2003 to see if the potential TIF District would meet the TIF requirements. Later that year, the results showed that the area met the statutory requirements for eligibility and the Village began to create a Redevelopment Plan and Program.

Winfield Town Center Redevelopment Plan and Program

On April 16, 2004, the Village adopted the Winfield Town Center Redevelopment Project Area Redevelopment Plan and Program. The purpose of the Plan and Program was to promote the health, safety, morals, and welfare of the general public by removing and alleviating adverse conditions, improving existing public utilities, and enhancing the overall quality of the Village. The Plan was seen as the next step for the Village to move towards the implementation of the revitalization plan created in the Town Center Plan. Using the creation of the area as a TIF District, the Plan and Program provides even more recommendations for revitalizing the Town Center as a vibrant mixed-use urban center. A number of redevelopment plan objectives and detailed analysis of redevelopment opportunity

Figure 4.1
Zoning District Map

sites are also presented within the Plan.

Town Center Design Guidelines

On February 7, 2002, the Village Board adopted the Town Center Design Guidelines. Main Street Winfield led the creation of these guidelines, which are intended to preserve the historical character, architecture and charm of the Village, while improving the appearance and image of the area. Guidelines such as these are important to ensure that new developments in the Town Center are aesthetically pleasing and that they create the desired character for the area.

Section Five: Community Outreach

To be successful, the Downtown Marketing and Capacity Study has to be the product of the community. To serve as a foundation for future decision-making and Village initiatives, the Study must examine both the market viability of different uses in the Town Center and the community preferences for the types of uses that are deemed desirable and undesirable. It is the merging of both of these contributing components that will allow the Village to sufficiently understand the opportunities that exist for successfully revitalizing the Town Center. This section summarizes the community outreach efforts undertaken throughout the course of the Study.

Initiation Workshop

The Downtown Marketing and Capacity Study process was initiated with the Steering Committee on October 22, 2007. The purpose and importance of undertaking the study was discussed and then an Initiation Workshop was held with members of the Steering Committee, including elected officials and representatives from Metra, RTA and Pace.

The group listed many issues and concerns about the Downtown area, foremost being the congestion and desired customer traffic through the area's single railroad crossing at Winfield Road. Also among top concerns were the need for certain desired businesses including a grocery and a bakery. The participants explained that due to these issues, traffic and desire for business, the study is needed to assist in identifying the appropriate and sustainable businesses, locations and market niche in order for the Downtown to succeed.

The group discussed the dynamics of Central DuPage Hospital, its draw of daytime population, and potential customer base for Downtown businesses. Comments about additional expansion of the hospital were focused around the concern that this major landowner in the area may use potential retail areas for parking, offices and other facilities.

Other issues or concerns that were noted included: connecting Downtown with new development areas west of town and to area forest preserves, bike paths and the future riverwalk; diminishing train interruptions of vehicular and pedestrian circulation; sales tax generation potential of Downtown retail area; availability of convenient parking; creating a retail/restaurant destination and draw; the need for workforce housing and affordable housing for seniors; and the desire for medium and low density housing.

The group identified many projects and actions to be undertaken within Downtown, including: development of urban housing; studying and understating

Village of Winfield Town Center Market & Capacity Study

the local market for retail uses; installation of a parking garage; installing a pedestrian underpass; attraction of more stores and restaurants; and active use of the second story of the building at the southwest corner of Winfield Road and High Lake Road.

Participants listed many desirable downtown uses and developments, including:

- Restaurants
- Retail shops, destination
- Upscale housing
- Medium Density residential uses consistent with the 2001 Comprehensive Plan
- Commercial development that generates sales tax revenues
- Amphitheater
- Outdoor Entertainment
- Park Benches
- Planters
- Extended stay hotels catering to hospital visitors
- Senior Housing/Retirement Center

Undesirable uses included any new or expansion of existing tax exempt and non-profit businesses and institutions as the area has plenty, including the hospital, schools, fire station, Village Hall and Police station, the library and several churches. High-rise development of 10-stories is not desired either and high density residential development was also mentioned as undesirable.

Agency representatives explained their goals for the area to the Steering Committee, noting they are seeking pedestrian friendly environments of more urban density that protect existing transit facilities and parking needs.

Community Workshop

A Community Workshop was the second community outreach activity undertaken in the Downtown Marketing and Capacity Study process. The Community Workshop was conducted to solicit residents' input on a range of community and Town Center issues and concerns in order to provide a better foundation of understanding and community priorities moving forward. The Community

Workshop was conducted with the public on January 10, 2008 at Village Hall. There were over twenty-three people that attended the workshop, including representatives from the resident and business community, as well as Metra and RTA. The summary below reflects the opinions and comments stated during the workshop, and includes the participants' responses to the workshop questionnaire.

1. Identify five (5) issues or concerns confronting Winfield's Downtown.

The top issues or concerns listed by respondents were:

- ***Lack of Businesses***

Many respondents commented about the lack of businesses, such as grocery store, hardware store, and restaurants in the Downtown. They also expressed an interest in having a meeting room or a banquet facility. Respondents mentioned the need to preserve the current businesses that are located in the Downtown. Several respondents also listed Central DuPage Hospital as an issue as many want to put a hold on any future expansion of the hospital while further cooperation from the hospital is needed. Many stated that the hospital was too dominant. Some noted they would like to see the hospital's name changed. Attendees expressed desire to attract quality, community-oriented developers. They also discussed that funding, planning and marketing the Downtown is an issue.

- ***Train and Vehicular Traffic***

Many workshop attendees spoke about the traffic congestion on Winfield Road and High Lake Road, especially around the post office and the railroad crossing. The trains that stop and block traffic on Winfield Road make it difficult for people to drive through the area, and cause people to avoid the area altogether, especially since the County Farm Road grade separation was completed. The train crossing poses an additional safety issue to pedestrians. Many respondents feel there needs to be a safer pedestrian crossing such as an underpass. Also related to traffic, respondents feel that the Downtown lacks adequate parking spaces. They would prefer development of a new parking garage.

- ***Plans and Implementation***

There was some discussion at the workshop of the need for meaningful action and implementation. Participants noted there have been several plans and studies of Winfield but that overall they see very few concrete results of these. While the Village of Winfield has experienced some growth and redevelopment in recent years, several respondents see the need for a growth plan or a strategy plan for redevelopment.

- ***Utilize Creek and Open Space***

The creek has the potential to become a great asset to the Village. Respondents are supportive of efforts to creatively utilize the creek and open space. Respondents also discussed the need for a youth activity center. The amount and location of floodplain within the Downtown is also cited as an issue since it could limit or prohibit the feasibility of some development plans.

Other issues or concerns that were not as widely held included lack of streetscape and façade improvements; the poor location of the current post office; the need to relocate the fire station out of the TIF and Downtown retail area; and the limited geographical size of the Downtown.

2. List, in order of importance, the three (3) most important issues discussed thus far.

The top issue responses were:

- Lack of Businesses
- Central DuPage Hospital
- Traffic and Congestion

The middle issue responses were:

- Central DuPage Hospital
- Crossing Railroad Tracks
- Lack of Businesses

The bottom issue responses were:

- Lack of Businesses
- No Study/Project Implementation
- Maintain Post Office Location

3. Identify three (3) specific projects or actions that you would like to see undertaken within the Downtown Area.

The following are the top three projects or actions respondents would like to see

undertaken within the Downtown Area:

- Commercial Development and Marketing
- Train, Automobile and Pedestrian Traffic
- Central DuPage Hospital

The following is a complete listing of the remaining projects or actions that respondents noted for this question:

- Streetscape
- Need more resident pride
- Need planning professional
- More school
- Teardown or buy out property
- Floodplain

4. What are the primary strengths and assets of Winfield's Downtown?

Top strengths and assets responses were:

- ***Recreational and Environmental***

Several respondents identified the bike trail was a primary asset of Winfield's Downtown. There are a number of scenic routes while driving around the Village. Participants also listed the river, parks and forest preserve as an asset.

- ***Community Character***

Many participants feel that the small town atmosphere and character of the Village is a primary strength. Several enjoy the walkable and beautiful downtown. Respondents feel that the Village's Downtown is well maintained and safe.

- ***Transportation***

Respondents listed Metra commuter service as a strength for Winfield and its Downtown since it provides alternate transportation to Chicago and other inner suburbs. Several respondents feel that the major arterial roads and "Main Street" are strengths of the Downtown.

Other top strengths and assets noted included strong resident/local pride; the

location of Winfield's Downtown; the density of Downtown development; and the Post Office. Participants discussed the concept of building upon the existing recreational assets and natural beauty of the community.

Town Center Business Workshop

On March 13th, 2008 a Business Workshop was held at Village Hall with local businesses. The purpose of the meeting was to inform businesses about the project and the process being used to conduct the Study. The meeting was also designed to receive input and comments directly from business owners concerning the Town Center. Business owners were asked for their top issues and concerns that they currently have for the Town Center. They were also asked how they would improve the Town Center, and at the end of the workshop they were asked what were the strengths of the Town Center.

When asked what issues and concerns exist in the Town Center most businesses cited transportation and circulation as the top concerns. Business owners shared concern over the fact that Winfield Road is obstructed by trains several times a day. Business owners suggested that a warning system and necessary infrastructure such as a traffic light and turning lane be installed to enable a bypass along Manchester Road when Winfield Road is blocked by a train. Other transportation concerns include a lack of employee and customer parking spaces in the Town Center.

Other issues and concerns include: too many political issues slowing down progress and creating negative publicity; the negative appearance of the area, a lack of desirable demographics to support retail; the Town Center is not seen as a destination; and, the number of vacant stores give the impression of a declining commercial area.

Business owners were then asked how they would improve the Town Center. Most business owners wanted to see the Village government improved. Specific improvements included the Village conducting conflict resolution training for Village employees; the government working together to look for win-win approaches; consider changing the form of government to allow aldermen to run from districts instead of being at large; improving communication with the public; and, being more pro-development. Other improvements focused upon improving Village codes and ordinances in the Town Center to allow taller buildings, to provide more open space, and to allow commercial uses on the first floor of residential developments. Business owners also suggested that the Village work with Union Pacific and Metra to reduce the number of closings on Winfield Road caused by trains (grade separation).

The following are strengths of the Town Center stated by business owners at the workshop.

- Public officials that listen to residents and property owners
- Character of the Town Center including it is safe, quiet, and quaint including parks, natural resources and historic buildings
- Restaurants
- Elementary schools
- Nice, friendly shops
- Potential
- High traffic volume
- Strong sense of pride
- Central DuPage Hospital
- Residents
- Metra Station

Key Person Interviews

In order to gain a further understanding of local issues, perceptions and goals, the Consultant conducted 18 confidential key person interviews with Downtown stakeholders. The list of interviewees prepared by the Steering Committee and Village Staff included individuals with a range of interests and knowledge of and about Downtown Winfield. This included, business/property owners, elected/appointed officials and other community representatives. While many interviewed have a long history of living or working in Winfield, some have been in the community for less than ten years. Although each key person contributed differently, all noted similar strengths and concerns and a desire to see the Town Center succeed.

According to those interviewed, most residents leave the Town Center to shop and dine. Most cited that they do their grocery shopping at the Jewel and Dominick's grocery stores in Wheaton. Day-to-day shopping occurs primarily in West Chicago, Wheaton, and Glen Ellyn. When asked which mall they most frequently visit interviewees mentioned Geneva Commons, Danada Square, Fox Valley Mall, Stratford Mall, Oakbrook Center, and Charlestown Mall. Overall, interviewees primarily dine out in Wheaton, Downtown Naperville, West Chicago, St. Charles, and Hinsdale.

Village of Winfield Town Center Market & Capacity Study

When asked what was lacking in the Town Center, most reflected on the overall lack of businesses. The following specific businesses were mentioned by interviewees as being needed in the Town Center: a specialty grocery store (such as Trader Joes), a hardware store, a coffee shop, an ice cream store, and a sit-down restaurant.

Most interviewees stated that a variety of housing types in the Town Center would be acceptable as long as it was appropriately scaled and of high quality architecture and design. Many of those interviewed added that in order for existing and future businesses to succeed, the number of residents in the Town Center area would need to increase.

Interviewees were asked what they felt were the biggest disadvantages of the Town Center. Most stated that the lack of a “draw” for the area was hurting redevelopment, as was the high volume of train traffic that blocks Winfield Road. Other disadvantages mentioned include a lack of customer base, the difficulty in implementing previous plans for the Town Center, the underpass issue, and the feeling that Winfield is only a bedroom community.

Interviewees were also asked to highlight the Town Center’s assets and advantages. Positive attributes cited included: Central Du Page Hospital, the Winfield Metra Station, schools, residents, and the character of the community.

Community Workshop

A Community Workshop was conducted with the public to present alternative development concepts for the Downtown Marketing and Capacity Study. The Community Workshop was held from 1:00 to 3:00 p.m. on Saturday, September 13, 2008 at Village Hall.

Two alternative concepts (D and E) were presented. These concepts were based upon a real estate market analysis of the Downtown and both represented the development potential and recommendations to the issues and concerns gathered during previous community outreach components.

To clarify, Development Concepts A through C were previously reviewed by the Steering Committee formed for this assignment that includes appointed and elected officials, Village Staff, business owners and residents. After reviewing the concepts, the Steering Committee gave the Consultant Team direction to create these two refined options.

The feedback received during the Workshop was used in conjunction with other

steps in the planning process to create a final concept that best captures the Vision, Goals, and Objectives for the Downtown expressed by the community.

Questions and Comments from the Public

After the two Development Concepts were presented, the Consultant Team asked attendees to provide their comments and ask questions at that time.

There was excellent attendance and participation at the meeting, and the comments provided by the public were incorporated into the Draft Downtown Capacity and Marketing Study.

Overall, the majority of attendees appeared to like both Development Concepts. There was no major disagreement with any of the recommendations included in either concept. Many expressed their desire to see “something” happen in the Downtown and were anxious to see something implemented. The majority of the comments and questions stated by the public related to larger, bigger picture issues that were not specifically related to either of the Concepts.

The following is a summary of the questions and comments given at the meeting:

- There were questions regarding the TIF District, and the effect that this Capacity Study would have on the TIF District.
- There seemed to be consensus that the intersection of High Lake Road and Winfield road be the best opportunity to create a “strong intersection” consisting of four built up corners.
- The Riverwalk concept was expressed by some as a nice feature to include in the long range plans of the Downtown.
- Some attendees questioned what type of businesses would locate in Downtown Winfield and what would be their reasons for doing so?
- Attendees discussed the idea of include multi-family residential development within Downtown. It appeared that attendees felt that to increase the likelihood of commercial surviving in the Downtown that additional residents would be needed.
- With the added number of expected cars in this area, attendees wanted to make sure there was safety for children walking (i.e.: along Beecher by the school).
- Why did the Study Area not extend south? Consideration should be given to extend the study area to the Library.

Village of Winfield Town Center Market & Capacity Study

- The Village should relook at the B2 zoning classification.
- There should be a phased approach to providing parking in Metra does not do it.
- Providing stormwater under the parking areas is a good idea.
- There were concerns that Metra may move the Metra Station east.
- A grade crossing is needed.
- Consideration should be given to an underpass. Some in attendance seemed to be for such an infrastructure project, while other appeared to be against an underpass, while others disagreed about its location and whether it should be for vehicles, or pedestrians, or for both.
- What will be the impact on the schools with new residents added?
- What will be the residential rental absorption? There is currently a lack of rental units in the area.
- If the Village wanted to hold a large scale festival, where would it fit in the Downtown?
- Don't clear cut the trees by the river.
- Consideration should be given to turning Chicago Avenue into a pedestrian only street.
- Is there the potential of a grocery store in Downtown? Will it be large (i.e.: Jewel), or small (i.e.: Trader Joe's).
- In order to create larger developable parcels, consideration should be given to vacate Jewel Road and Chicago Avenue.
- Downtown Winfield could be marketed as a resort destination with health and beauty shops and spas.
- Use "green" technology.

Written Comments

The following are summaries of the comments written down and returned to the Consultant Team for both Concepts.

Development Concept D:

- I prefer D but don't do parking garage. There is too much parking being provided.
- I prefer D over E.
- I like the riverwalk
- Consideration should be given to sound from the outdoor performing area at the riverwalk, across the river to the existing homes.
- We should have more open space.
- Why do we need a new Village Hall?
- Development will bring more traffic into the Downtown.
- Keep the flowershop.
- Housing south of the tracks is preferred.
- Why does the CDH need a bigger parking garage?
- What is the market reality for this town?
- I like the new Village Hall and public space at High Lake and Jewell Road.
- I like the idea of turning the existing Village Hall into a Transit Hub.
- Trees need to stay along River.
- Why is there a road access into the Riverwalk?
- Suggest coming to an agreement on public use of ground level with CDH at northeast corner of intersection.
- Building should face Highlake for visibility (building 18).
- Need a lighting plan.
- New library should go at Beecher and Winfield Road.
- Village Hall should be replaced.

Village of Winfield Town Center Market & Capacity Study

Development Concept E:

- Too much parking.
- We need gas station to remain.
- Village Hall is only 10 years old, why replace it?
- We don't want to be Naperville.
- Parking on the roof is desirable.
- The break in the building along Winfield Road is preferred.
- I like the retail on Winfield Road, south of the tracks, west of Winfield Road.
- There should be open space at High Lake and Jewell Roads.

Section Six: Residential Market Assessment

New residential development is an important element of downtown growth and revitalization. Adding new residents to a downtown enlarges the “constituency” of people who are interested in the area and have a stake in its improvement. These people add activity to the area and provide key support for downtown businesses, both existing and new. While new downtown residents alone are not usually a large enough group to be the sole or even primary support for downtown retailers, their presence can enhance the marketability of the area to merchants as they make their location decisions.

In this chapter we analyze the potential for new residential development in Downtown Winfield. In it we focus on higher density housing types, namely attached townhomes and multi-family condominiums, which are most commonly found in walkable downtown areas. As the previous demographic analysis showed, Winfield’s existing housing stock is made up primarily of single-family detached homes. Adding attached units in the downtown can expand the housing opportunities in the Village, as well as add activity to the downtown. We also focused on for-sale housing product, which attracts longer term residents looking to make an investment in the downtown area.

We analyze conditions in the local resale market first, and then summarize our inventory of the new construction market. The chapter concludes with a projection of future demand.

Resale Market

The resale housing market in and around Winfield has not been immune to the current downturn in the housing market that is taking place across the nation. After several years of increasing prices and sales volume, we see the market going through a cyclical downturn in 2007 and 2008, with recovery potentially beginning sometime in 2009. Disruption in the credit markets and with lending institutions adds a somewhat unpredictable element to what would otherwise be a typical slowdown after years of strong growth. While an analysis of the broader housing market is beyond the scope of this study, current and near term conditions will influence the financial capacities and decisions of both developers and home buyers.

S. B. Friedman & Company is a member of the Multiple Listing Service of Northern Illinois (MLSNI), and as such has access to active listings and historical sales data maintained in the MLS database. We obtained data for Winfield and the other market area communities for two different time periods in order to highlight the market shift that has occurred in recent months. For a recent snapshot of the local market, we assembled information on closed home sales that occurred between

Village of Winfield **Town Center Market & Capacity Study**

April 2007 and March 2008. For a historical perspective, we obtained similar data on sales that occurred in 2005. The later months of 2005 are generally considered by many market observers to be the point where the Chicago regional market peaked, although the cyclical downturn would not become fully evident until months afterward.

It should be noted that while homes sold through the MLS primarily are resale homes, some new construction units also are sold through Realtors and thus listed on the system. These homes most often are offered by smaller builders that do not employ in-house sales and marketing staff. Units in new construction projects by larger builders typically are not listed on the MLS system.

Sales data were obtained for single-family detached homes and for attached homes (which includes both townhomes and condominiums). The change in the number of sales between the two time periods illustrates the extent of the downturn.

Table: 6-1 Resale Market Sales Trends

	Detached Sales			Attached Sales		
	2005	Apr 07 - Mar 08	% Change	2005	Apr 07 - Mar 08	% Change
Winfield	166	88	-47%	76	46	-39%
Carol Stream	347	168	-52%	345	185	-46%
Warrenville	148	66	-55%	170	26	-85%
West Chicago	408	151	-63%	62	33	-47%
Wheaton	652	355	-46%	76	46	-39%

Source: MLSNI and S.B. Friedman & Company

Winfield has experienced a 47% decrease in detached sales from 2005 to 2007-08, and a 39% decrease in attached sales. These declines are actually among the lowest of the market area communities. Many have seen decreases of 50% or more in both product categories.

While market conditions will eventually stabilize and improve, current conditions will have an impact on the outlook of developers and their assessment of potential opportunities for new projects. The sales prices and selling times of existing homes also will influence the ability and confidence of individual buyers to make

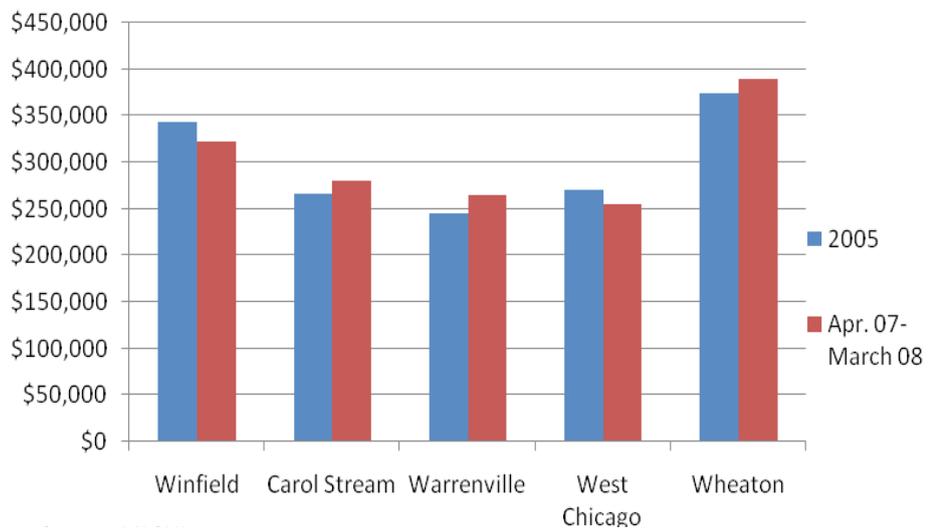
purchase decisions. We conducted a deeper analysis of the local detached and attached resale markets in order to explore the dynamics that will affect potential residential projects in Downtown Winfield.

Single-Family Detached Market

Besides contributing to the general perceptions of the housing market in a community, market conditions in single-family detached homes play an indirect but important role in the short term market potential of new higher density housing development. One of the primary buyer segments for such housing, particularly condominiums, is empty-nester households that are at or near retirement age. Since these buyers typically have existing detached homes to sell in order to move to new units, their ability to sell those homes and the prices they can command will affect these buyers' decisions.

Sales prices of detached homes in the local market area have painted a mixed picture from 2005 to the past 12 months, as shown in the graph below. Winfield and West Chicago have each seen a decrease of 6% in median sales price. Over the same period, the median price in Wheaton and Carol Stream has increased 4% to 5%, and in Warrenville it has increased 8%. Median price levels may have fluctuated up and down from quarter to quarter in each community over the past three years, but the change in median sales prices between the two selected 12-month periods is shown in Figure 4-1 on the previous page.

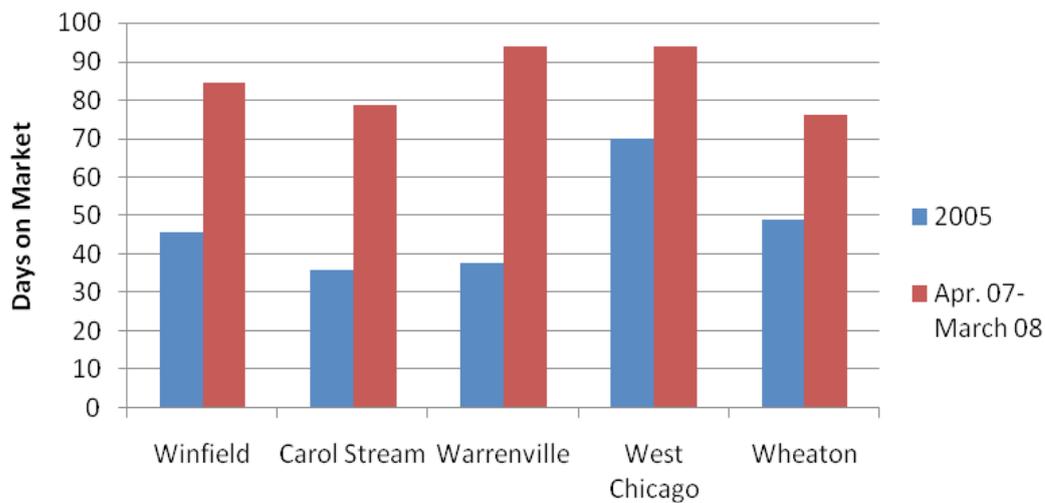
Figure 6-1: Median Sales Price, Detached Units



Source: MLSNI

The price increases in some of the communities are not necessarily surprising, since in many cases resale home prices can be slow to adjust in the early stages of a cyclical downturn. These prices are set by thousands of individual seller and buyer decisions, and do not change all at one time and in one group. To get a complete picture of current market conditions, it is necessary to also look at the number of sales and the typical time on market needed to sell a home.

Figure 6-2: Median Market Time, Detached Units



Source: MLSNI

The substantial decrease in home sales in the market area was already highlighted earlier in this chapter. Such a decrease typically produces longer selling times for homes on the market. As the above chart shows, the median time needed to sell a detached home in the local market has increased dramatically from 2005 to 2007-08. In the case of Winfield, the median time has increased by 86%. In Carol Stream and Warrenville it has more than doubled. In the current market, it can take up to three months or more to sell a detached home in one of the market area communities. In the near term, this will affect the ability of empty-nesters (or others with an existing home to sell) to move into a new higher density unit.

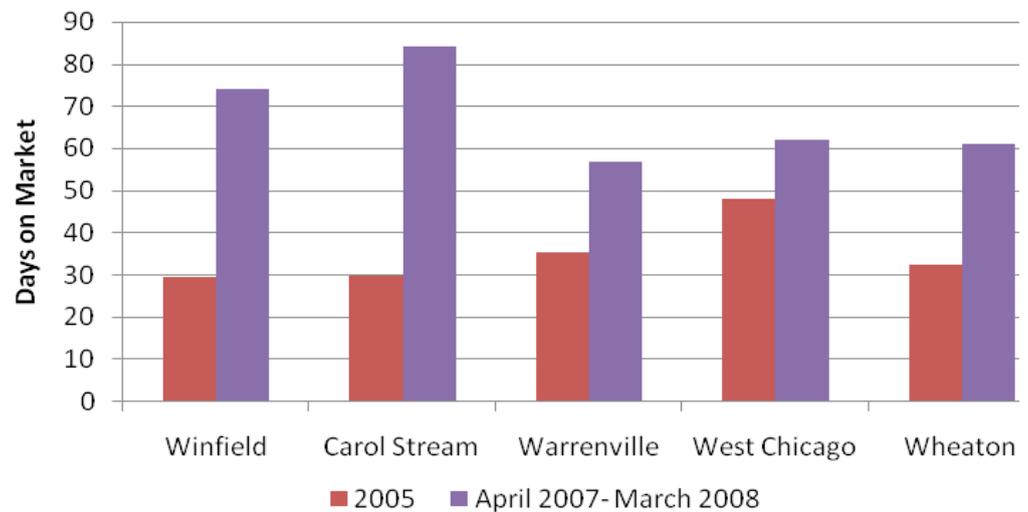
While the resale housing market is unlikely to return to its exceptional strength of recent years due to expected changes in lending practices and overall economic conditions, sales prices and marketing times will eventually stabilize and improve over the next 12 to 18 months. Given the recent experience of several communities in the market area, sales prices may reset at somewhat lower levels, or may even

increase, depending on the community. Recent data indicate that the median prices across the market area range from the mid \$200,000s to the mid \$300,000s, which (generally speaking) is likely to be enough for many buyers to afford a new construction townhome or condo. Depending on the price of the existing home and a buyer’s individual financial situation, some or all of the sales proceeds can go toward a down payment, or in some cases be used to purchase a new unit outright (with no mortgage needed).

Single-Family Attached Market

The local market for single-family attached units (townhomes and condominiums) has shown trends similar to the detached market in recent months. The number of sales has decreased and market times have increased across all of the market area communities, including Winfield. Attached sales in Winfield have decreased 39% from 2005 to 2007-08, while the median market time has increased 151% from 30 days to 75 days. The trend varies across the other communities, with some seeing smaller increases in market time than Winfield.

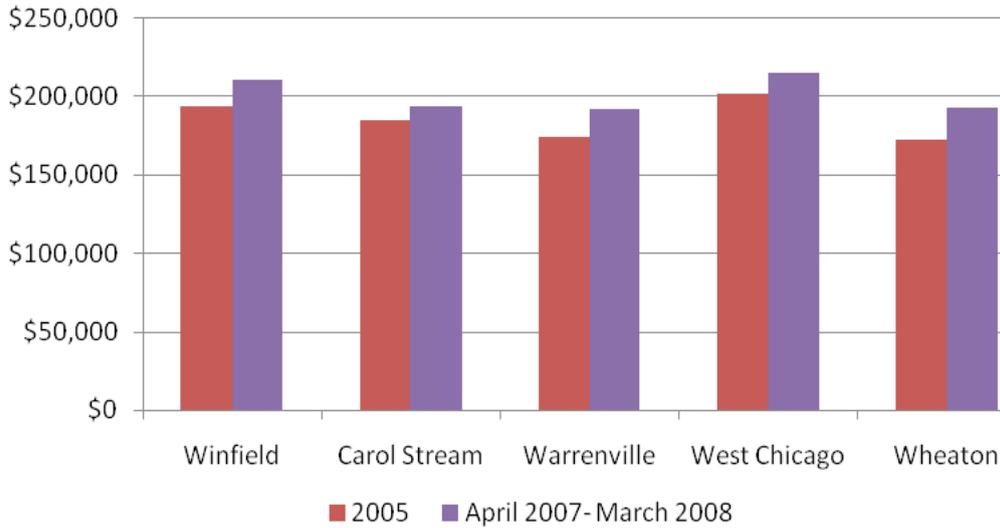
Figure 6-3: Median Market Time, Attached Units



Source: MLSNI

Sales prices for resale attached units in the market area, however, have not decreased over the same period, and have actually increased by a significant amount.

Figure 6-4: Median Sales Price, Attached Units



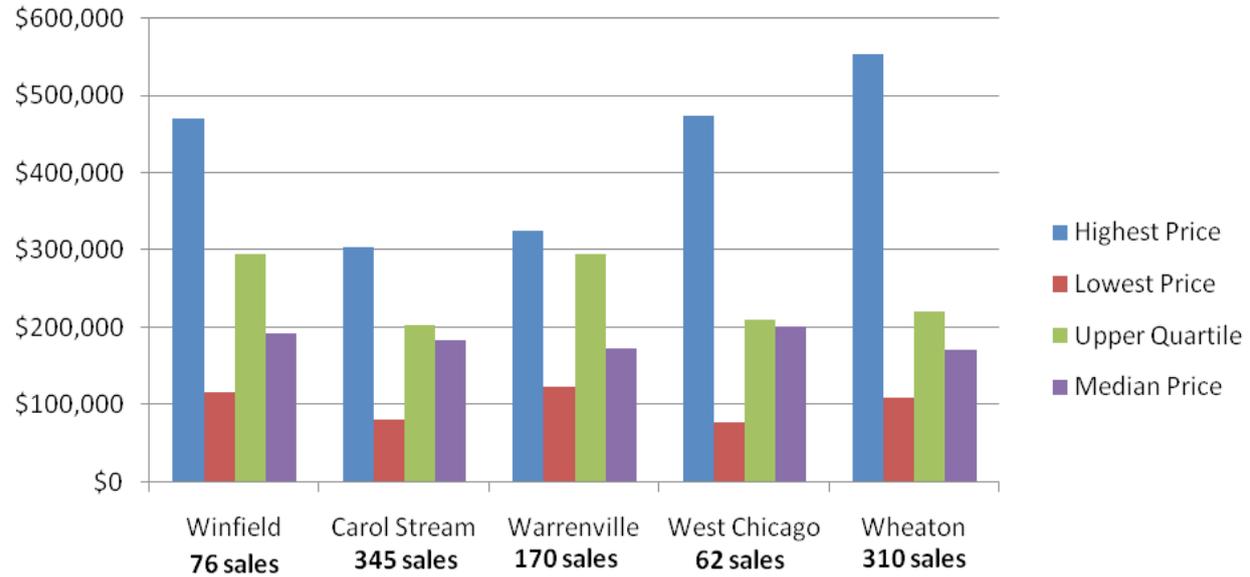
Source: MLSNI

The median attached sales price in Winfield increased by 9% from 2005 to 2007-08, going from \$193,500 to \$210,000. Warrenville and Wheaton experienced even larger increases. The reason for these increases is difficult to determine without extensive further study that is beyond the scope of this report. However, the substantial decrease in units sold means that a smaller sample of homes is contributing to the statistics. Given the relatively modest number of attached units sold annually even back in 2005, a significant change in the makeup of the sample can have a major impact on the median price statistic. Even with the increases, the median price of a resale attached unit in the market area has remained under \$200,000 in most of the communities, with Winfield and West Chicago the two exceptions.

Characteristics of the Local Attached Resale Market

Since higher density (attached) housing is the focus of our analysis of the downtown's residential development potential, we performed a more detailed analysis of pricing trends in the local attached market. For the 2005 and 2007-08 periods, we plotted the lowest and highest prices of attached units sold in order to illustrate the range of price points achieved in each community. We also examined the median price and the upper quartile price of attached units sold. The median price represents the 50% point in the sample, where half of the units are below this price and the other half are above it. The upper quartile price marks the low end of the top 25% most expensive units sold. The upper price quartile of resale units

Figure 6-5: Attached Unit Pricing, 2005



Source: MLSNI

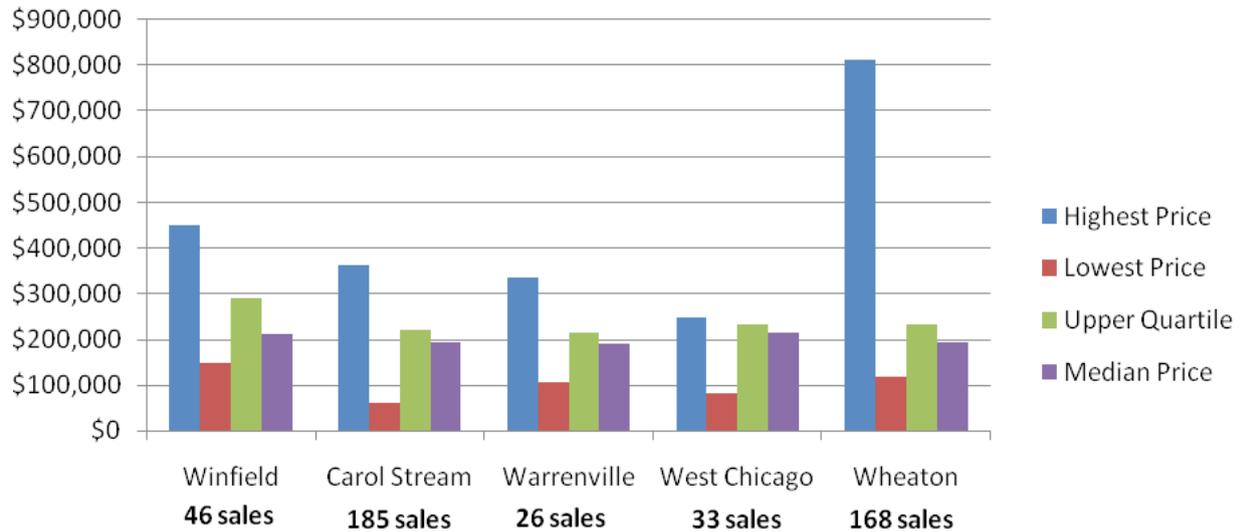
should typically represent the resale units that would be most competitive with new construction projects, since new homes usually command a price premium over existing homes in most markets.

We plotted these price statistics, along with annual sales figures, for resale attached units in the market area communities. Both the 2005 and 2007-08 periods were examined.

In 2005, the primary centers of attached unit sales in the market area were Carol Stream and Wheaton, which each had over 300 sales. Warrenville fell into the middle of the group, with 170 sales. Winfield and West Chicago had only modest levels of attached unit sales, with 76 and 62, respectively. Given the makeup of Winfield’s existing housing stock, discussed earlier in this report, this modest level of attached sales is to be expected.

All of the market area communities had a wide spread between lowest and highest prices achieved, reflecting a wide variety of unit characteristics and quality levels available in the market. However, some communities had a wider spread than others between their median prices and upper quartile prices. A wider spread indicates a broader range of unit prices sold at the higher price points in the market. A narrower spread means that the price level at the 50% point of the sample is closer to that at the 75% point, indicating a smaller range of prices.

Figure 6-6: Attached Unit Pricing, Past 12 months



Source: MLSNI

Warrenville and Winfield had the widest spreads between median and upper quartile prices in 2005 – over \$100,000 each – indicating a broad range of prices available. In contrast, West Chicago and Carol Stream had the narrowest spreads, \$8,800 and \$20,000, respectively, which indicate a smaller price range and generally a shallower market.

In 2007-08, sales volume in attached units decreased as would be expected given overall market conditions, but the previous trends generally held true. Carol Stream and Wheaton remained the primary centers of attached sales, with over 150 sales each. Warrenville saw a substantial decrease, dropping down to a modest sales volume similar to that seen in Winfield and West Chicago.

Winfield maintained a substantial spread of \$81,000 between its median price and upper quartile price over the past 12 months. Warrenville, the other previous leader in this category, saw its spread shrink to \$23,250, in line with Carol Stream and West Chicago. Wheaton remained in the middle of the group, similar to the 2005 period, although it again achieved the highest sales price in the market area.

New Construction Market

We conducted an inventory of actively marketing and planned new construction residential projects in the local market area. Besides Winfield and the other communities analyzed in the Resale Market section above, we also examined new projects in Glen Ellyn. Given its proximity and similar demographic profile to Wheaton, and active downtown area, we believe that projects in Glen Ellyn could potentially attract buyers from the market area communities. We focused only on townhome and condominium developments.

The competitive projects that we identified are shown in the map and table on the following pages. We identified 13 townhome projects and four condominium projects, and surveyed the builders to obtain pricing, sales information, and unit characteristics.

Townhome Projects

Of the 13 competitive townhome projects surveyed, nine are located in either Wheaton or Glen Ellyn. Many of those are located within or near those communities' active downtown areas. Two of the projects are located in Winfield.

The 13 projects collectively contain 720 planned or completed units. Only two projects contain more than 100 units. Project size ranges from eight units up to 270 units. After excluding the two large outliers, which are built on land parcels of a size that would not be available in Downtown Winfield, the average project size is about 30 units.

The units offered for sale are generally larger, high end townhomes that typically appeal to the affluent empty-nester market segment. The average unit price in the surveyed projects is \$472,445, with a total range from \$295,000 to \$998,000. The lowest project average price observed is \$313,500. The average unit size offered for sale is 2,281 square feet, with a total range from 1,719 to 3,397 square feet. Many of the townhomes being offered are comparable to single-family detached homes in terms of square footage.

We were unable to obtain sales and absorption data for most of the projects. We have found that many homebuilders are hesitant to disclose such information during difficult market conditions. Based on the few projects which did provide information, published reports examining new home sales trends at the regional level, and our own experience in the market, it seems safe to assume that most projects are experiencing substantial slowdowns in the pace of sales. Visual observation of the projects confirms that many have a significant inventory of unsold units. The builder of one project (Shelburne Farms) recently filed for bankruptcy, making its future uncertain.

Condominium Projects

We identified and surveyed four competitive condominium projects. Two of the projects are located in Downtown Wheaton, while the others are located in West Chicago and Glen Ellyn. Winfield does not have any active condominium projects.

The four projects collectively contain 467 units. The two Wheaton projects are large, multi-building developments that each contain close to 200 units. The other two projects are much smaller, containing around 40 to 50 units each.

Unit pricing differs between the larger projects in Wheaton and the smaller projects in other communities. The Wheaton projects are generally priced from the mid to upper \$200,000s on the low end, up to the mid to upper \$500,000s on the high end. The smaller projects are priced at a lower level, both generally in the mid \$200,000s. The unit sizes offered at the more expensive projects are generally larger than those at the less expensive projects, and the range of sizes offered is also larger. The average unit size at the more expensive projects is around 1,300 to 1,400 square feet, and units as large as 1,700 to 1,900 square feet are available. At the less expensive projects, the average unit size is around 1,100 to 1,200 square feet, and the range of unit sizes that are available is not very large.

Again, we found it difficult to obtain sales and absorption data for the active projects. Limited information that we were able to collect suggests that condominium projects are likely selling at one unit per month or less, which indicates a very slow market.

Profile of Downtown Winfield Projects

Two higher density residential projects have been developed in or near Downtown Winfield. We examined their characteristics and experience more closely since they would be most directly competitive with new residential development in the downtown area.

- Lee Station is a townhome and condominium development located approximately two blocks from the Winfield Metra Station. The 31-unit third phase, which is currently marketing, is an addition to the existing 20-unit townhomes and 36 condominium units, completed in 2004. Phase III is planned east of the existing development, and is planned to have a similar appearance. Lee Station townhome units are three stories, with two living units over a rear loaded garage space. Units are arranged in six groups of five or six units. Townhomes sold in the first phase sold at a rate of 0.7 units per month, priced at approximately \$290,000. Condominiums sold at a rate of 1.4 units per month, in the range of \$240,000. We were

unable to obtain current pricing or sales information from the developer of Phase III.

- Shelburne Farms is a townhome development located just west of Downtown Winfield on High Lake Road. Currently, 71 townhome units are being marketed with an additional 64 condominium and 56 townhome units planned for future phases. Base pricing for the townhomes ranges from \$295,000 to \$351,000, and the units are approximately 1,995 to 2,130 square feet in size. Units have been selling at a rate of approximately 1.5 per month. The builder of Shelburne Farms recently filed for Chapter 11 bankruptcy protection, so the future of the project is uncertain. At the time of our survey, a salesperson at the project indicated that the builder was unlikely to proceed with the condominium portion of the project due to unfavorable market conditions.

Unlike established downtowns such as Wheaton and Glen Ellyn, Downtown Winfield does not have a long track record of experience with higher density residential development. The townhomes and condominiums at Lee Station sold at modest rates of absorption in the earlier phases. The current phase offers similar townhome product, but the ongoing market downturn makes it difficult to evaluate its performance. Shelburne Farms has also sold at only a modest rate, and the builder's financial difficulties may not make this a good comparable for future development. A new residential project in Downtown Winfield in some respects will be a pioneering effort.

Residential Demand Analysis

The market for higher density residential typically divides between two groups: young professionals and empty-nesters. Although the two groups can often be found in the same developments, they have very different demands and consider very different factors in their purchase decisions.

Given the demographic profile of Winfield and size of redevelopment parcels potentially available in the downtown area, this study focuses on the demand for townhomes and condominiums. These two product types are the most common forms of for-sale higher density residential development.

Household Age and Income Analysis

In order to estimate the future demand for higher density residential in Downtown Winfield, we began by analyzing projections of households by age and income in the five market area communities (Winfield, Carol Stream, Warrenville, West Chicago, and Wheaton) and the unincorporated area bounded by these

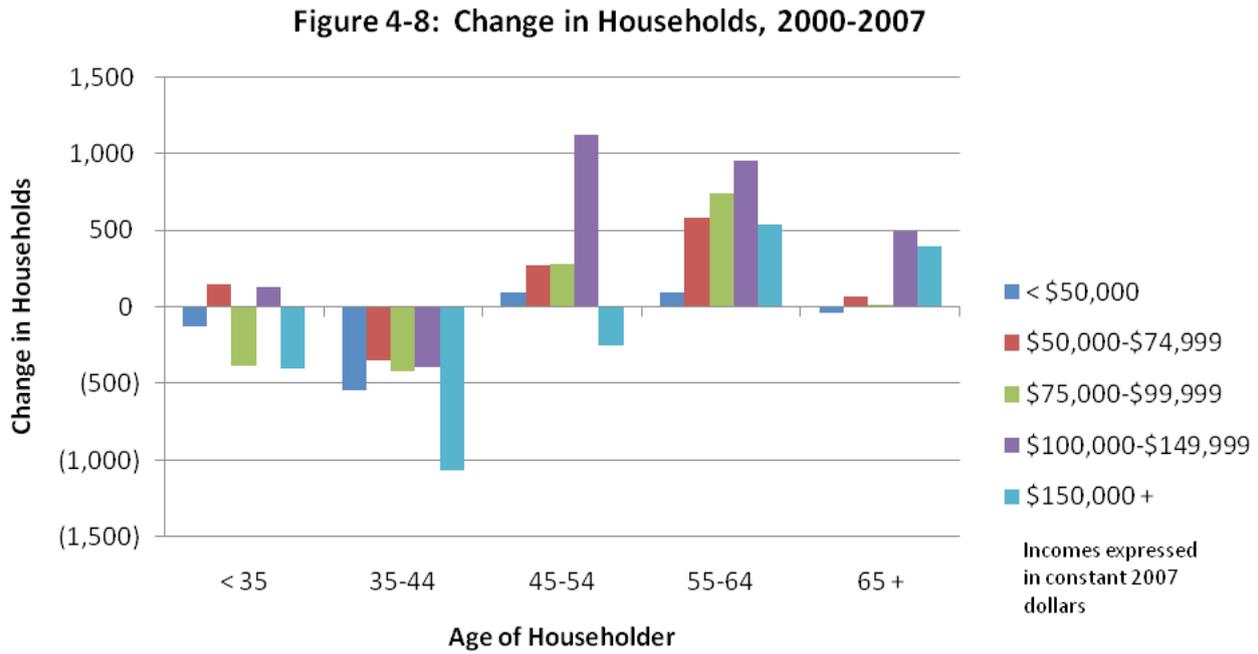
Table 6-2: Typical Buyer Profiles for Higher Density Housing

	Young Professionals	Empty-Nesters
Buyer Profile	<ul style="list-style-type: none"> • Singles or couples • Childless or very young child (no need for a yard) 	<ul style="list-style-type: none"> • No children • Retired, semi-retired, or close • Still physically active
Factors Driving Location	<ul style="list-style-type: none"> • Job location • Unit price • Schools 	<ul style="list-style-type: none"> • Hometown location • Proximity to current life • Amenities • Maintenance-free living
Lifestyle Drivers	<ul style="list-style-type: none"> • Shopping • Entertainment • Convenience (short commute) 	<ul style="list-style-type: none"> • Keeping ties to the community • May be splitting time with a warmer climate
Typical Product	<ul style="list-style-type: none"> • Townhomes • Smaller, lower priced condos • Rental apartments 	<ul style="list-style-type: none"> • Larger condos • Ranch townhomes • Cluster villas and duplexes

communities. The residential market area was shown in the previous competitive projects map. We obtained figures from the 2000 Census, and 2007 estimates and 2012 projections from ESRI, a national provider of geographic and demographic data.

The 2000 Census figures and 2012 projections were then adjusted for future inflation to put them into current year (2007) dollars. This adjustment allows us to directly compare the age and income categories of the three measurement years since the buying power of current and projected households are equal. Without this adjustment, for example, the 2012 projections would suggest stronger growth in high income households than is actually the case, since future dollars are worth less in current terms.

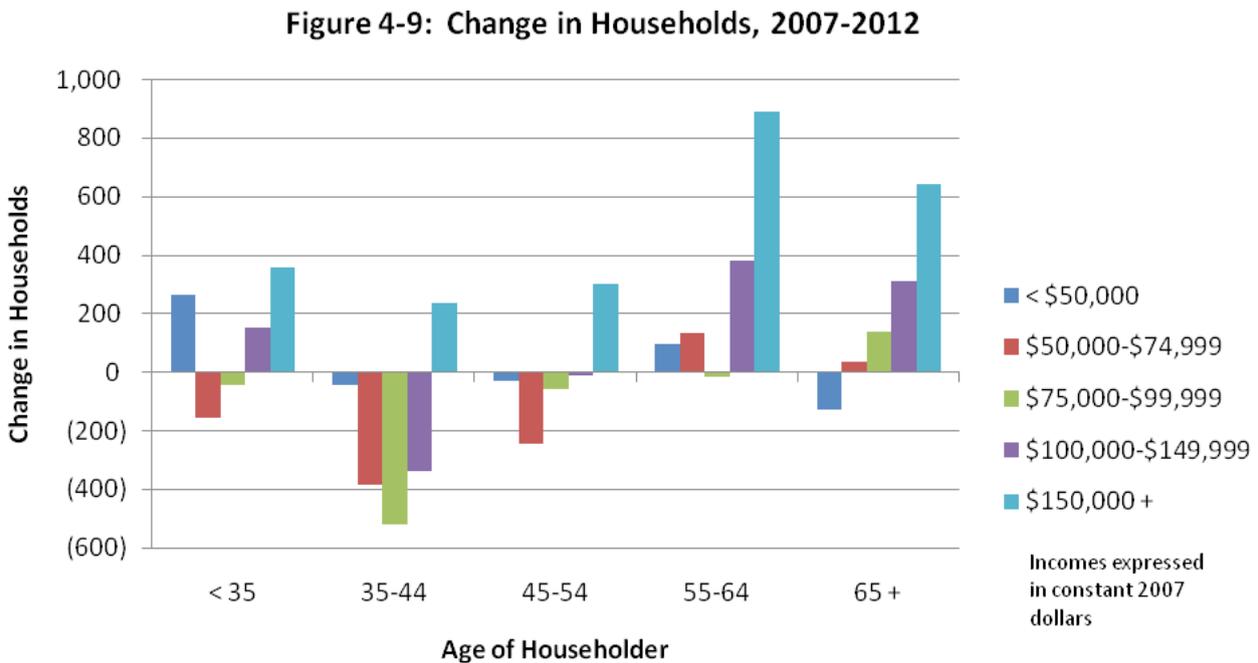
Figure 6-7: Change in Households, 2000-2007



Sources: ESRI and S. B. Friedman & Company

Source: ESRI and S.B. Friedman & Company

Figure 6-7: Change in Households, 2007-2012



Sources: ESRI and S. B. Friedman & Company

Source: ESRI and S.B. Friedman & Company

Village of Winfield Town Center Market & Capacity Study

Overall, household growth in the market area from 2000 to 2007 was basically flat, increasing at only 0.67% per year on a compound annual basis. This growth rate is projected to remain roughly identical from 2007 to 2012. Even with flat overall growth, the distribution of households by age and income changes. The historical change in households by age and income from 2000 to 2007 and the projected change from 2007 to 2012 are shown in the following two figures. Income is expressed in constant 2007 dollars.

Key observations include:

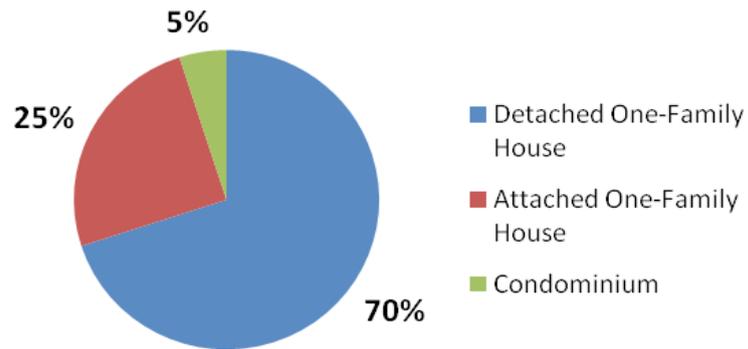
- The Under 35 age category, which includes young professionals, is projected to grow over the next five years. This growth is concentrated at both higher income levels (\$100,000+) and lower income levels (less than \$50,000), while the middle income levels decrease.
- The 35-44 age category, which typically represents families with younger children, has decreased across all income levels in the past decade, and is projected to continue to decrease from 2007 to 2012. The lone exception is the \$150,000+ income level, which is projected to see growth of approximately 234 households. Even with this growth, the net decrease in this age category is projected at just over 1,000 households over the next five years.
- The 45-54 age category grew strongly from 2000 to 2007, but that growth is projected to stall out and be flat from 2007 to 2012. However, the \$150,000 income level is projected to increase by around 300 households.
- The 55-64 age category, which is experiencing the impact of the baby boom generation, has grown over all income levels since 2000. From 2007 to 2012, this age category will add almost 1,500 households, most of which will be found in the \$100,000+ income levels.
- The 65+ age group also will continue to grow over the next five years, primarily in the upper income levels.

Estimated Demand

We estimate future demand for higher density housing in the market area using detailed sample data from the U.S. Census Bureau, historical building permit trends in the market area communities, and five-year projections of households by age and income in the market area prepared by ESRI.

We obtained detailed sample data on households' propensity to purchase detached, attached, and condominium housing by age group. The sample was limited to households purchasing new construction units from 2000 to 2006. Renter households were excluded. This information was used to construct a profile of

Figure 6-8: New Home Buyer Profile



Source: U.S. Census and S.B. Friedman & Company

home buyers in the market area, shown below.

This buyer profile was applied to the historical annual building permit trends in the market area (screening out known rental projects) to estimate historical home sales by age group and housing type. Using ESRI's estimate of households by age of householder over this period, we calculated an annual ratio of sales to households by housing type. The average of this ratio was applied to ESRI's projection of households from 2007 to 2012 to produce a base estimate of annual demand for attached homes (townhomes) and condominiums in the market area.

Based on the buyer profile and projected household growth in the market area, we estimated an average annual demand for townhomes and condominiums through 2012. The estimate was adjusted downward by 20% for 2008 to account for disruptions in the financing markets and negative consumer sentiment that are likely to depress new home sales below what demographic projections alone would predict. Our estimates of future demand in the market area are:

- **Townhomes:** Approximately 80 units per year in 2008; 100 units per year in subsequent years
- **Condominiums:** Approximately 15 units per year in 2008; 20 units per year in subsequent years

These estimates represent the projected annual demand for higher density residential in the entire market area (all five communities). It is still necessary to estimate the share of this demand that could potentially be captured by Downtown Winfield.

Potential Capture by Downtown Winfield

The share of projected demand for higher density residential that could potentially be captured by a project in Downtown Winfield is a factor of the downtown's relative "presence" in the marketplace when compared to other competing locations, combined with the marketing effectiveness, price level, and product desirability of the specific project being developed. All else being equal, a project in Downtown Winfield may not be able to capture its theoretical "fair share" of market area demand due to the downtown's (and the community's) small size and limited track record in higher density housing. Wheaton and Glen Ellyn are established locations for such housing, and West Chicago is in the early stages of building a track record. A new townhome or condominium project in Downtown Winfield will have to compete effectively to overcome the lack of familiarity of some buyers.

Townhomes are the predominant form of new construction attached housing available in the five market area communities plus Glen Ellyn. Our competitive inventory found 13 active projects that are currently marketing, two of which are located in Winfield. Weighting the Glen Ellyn projects slightly less since they also will draw buyers from outside of Winfield's market area, we estimate that over the next five years, there could be approximately ten active townhome projects on the market in various stages of completion. Given this hypothetical competitive environment, and considering Downtown Winfield's profile and track record, it could expect to capture 10% to 20% of the projected annual townhome demand.

Condominiums are much less prevalent in the market area, but other communities have established themselves as locations for multi-family development, while Winfield at this time has not done so. Based on our assessment of the project and contact with its sales staff, the condominiums planned for Shelburne Farms are not likely to be developed, either at all or at least not over the next few years while the market's cyclical downturn resolves and the builder's financial issues are addressed. Downtown Wheaton has two major multi-phase condominium projects already marketing that are likely to dominate the attention of the relatively small existing pool of condo buyers in the market area. Glen Ellyn also may attract some buyers from this area. However, a new condo project in Winfield could attract a small niche of buyers, particularly current residents, for whom living in the Village of Winfield is a priority. For this reason, Downtown Winfield could potentially be expected to capture 20% to 30% of the projected annual condominium demand.

These capture estimates assume that supply conditions remain somewhat similar to those known today, and that no significant directly competitive projects are introduced in close proximity to the downtown study area. Furthermore, capture rates are dependent on the ability to physically accommodate housing product within the downtown area that is competitively priced and configured.

Table 6-3: Estimated Residential Demand in Downtown Winfield

Product Type	Estimated Capture	No. of Units (Over Five Years)	No. of Units (Annually)
Townhomes	10-20%	50-100	10-20
Condominiums	20-30%	20-30	4-6

The table above summarizes the capture potential for Downtown Winfield in the current market environment and assuming its existing competitive position.

The estimated annual demand for higher density housing in Downtown Winfield is relatively modest, in particular for condominiums. However, this estimate is based on the downtown's existing competitive position that is reflective of a marginal condominium location with fairly modest development activity. Our assessment of the study area's characteristics and market area demographic trends suggests that there may be an opportunity to shift Downtown Winfield's competitive position for higher density housing to offer greater development potential. The basis for this opportunity will be discussed in the final chapter of this report.

Village of Winfield Town Center Market & Capacity Study

Section Seven: Commercial Market Assessment

Commercial development, both retail and office uses, is the backbone of an active downtown area. Although many suburban downtowns are no longer the primary business districts in their communities due to the shift in development patterns to auto-oriented shopping centers and office parks, they still can function as multi-use centers that offer shopping, dining, entertainment, and civic activities.

In this chapter we focus primarily on retail and restaurant uses, which are the businesses that define the identity of a downtown. After an overview of Downtown Winfield's site characteristics for retail development and its market area demographics, we summarize the competitive marketplace within which it operates. The retail section concludes with an overview of gaps and opportunities in the market upon which Downtown Winfield could potentially capitalize. An overview of the local market for office space, which is a secondary but complementary use in many downtowns, is also provided.

Retail Assessment

We analyzed the retail development potential of Downtown Winfield, including assessment of the following elements:

- Site characteristics typically desired by retailers
- Demographics of a defined market area
- Inventory of competitive retail destinations in Winfield and surrounding communities
- Identification of retail segments or store types that are not being served or are under served in the local marketplace, or which otherwise could have potential in Downtown Winfield

Each element contributes to the overall retail potential of the downtown area.

Downtown Site Characteristics

We conducted a reconnaissance of the downtown study area to examine the basic layout, mix of land uses, traffic patterns, and general character present in the area. This examination was performed from the perspective of a retail user or developer who might be evaluating a site for potential development. Some of these elements were noted in the Site Assessment chapter earlier in this report. Based on the reconnaissance, we summarized the following key characteristics of the study area that are typically considered by retailers:

Village of Winfield Town Center Market & Capacity Study

- **Parcel Size and Configuration.** The downtown primarily contains small blocks that would be appropriate for traditional pedestrian-oriented retail or mixed-use development. Most blocks are not likely to have the capacity to support much or any on-site parking. The exception is the area northwest of the Winfield Road/High Lake Road intersection. The blocks located along Jewell Road, especially between Jewell and the railroad tracks, have irregular shapes which could pose complications for site planning and building configuration.
- **Visibility.** The downtown area is relatively small in size and is located at the intersection of two arterial roads. Most blocks and parcels have good visibility to Winfield and/or High Lake Roads.
- **Access.** Although basic vehicular and pedestrian access in the downtown is good, traffic interaction with the at-grade railroad crossing at Winfield Road is problematic. A high volume of train traffic passes through the downtown on a daily basis, cutting off access across the tracks (and between the north and south halves of the downtown) for significant periods of time. Winfield Road is the only crossing point for several miles in each direction, which makes it a major through traffic route and leads to significant backups during peak traffic periods.
- **Traffic Counts.** Traffic counts obtained from the IDOT web site indicate that Winfield Road has an average daily traffic (ADT) of 8,000 to 9,000 vehicles per day through the downtown area. ADT on High Lake Road is between 5,000 and 6,000 vehicles per day. This total ADT of 13,000 to 15,000 per day is below the typical levels sought by most retailers in suburban auto-oriented settings.
- **Retail Mix/Synergy.** Many retailers seek to locate in areas where there is a complementary mix of other stores and destinations to drive customer traffic and achieve a “critical mass” of activity. As shown in the earlier Site Assessment chapter, the current business inventory of Downtown Winfield is relatively modest, with limited shopping and dining opportunities available in the study area.

Market Area Demographics

We defined a market area for Downtown Winfield that consists of Winfield and the surrounding communities of Carol Stream, Warrenville, West Chicago, and Wheaton, as well as the unincorporated areas within this boundary. Roughly speaking, the area is generally bounded by North Avenue on the north, the Wheaton corporate boundary on the east, I-88 on the south, and IL Route 59 on the west. This boundary generally reflects the area from which the bulk of retail spending in the downtown study area would be drawn. Map 5-1 on the following page shows the market area and the regional context.

Residents of this area are those most likely to be familiar with Winfield and the downtown study area. The geographical extent of this area is influenced by several other factors:

- The presence of Fermilab to the west and extensive Forest Preserve land in and around Winfield limits the number of households within easy travel distance of the downtown. This factor is often considered by retailers, who typically seek locations with certain numbers of “rooftops” within a certain radius.
- Interstate 88 appears to be a barrier to traffic from the south.
- Extensive competition exists for day-to-day and larger ticket shopping, particularly in Wheaton to the east (Danada area), Bloomingdale to the northeast (Stratford Square Mall area), and St. Charles to the west (Charlestowne Mall area). Also, the established downtown districts of Wheaton and Glen Ellyn create competition for specialty shopping, restaurants, and other main street-style retail.

We obtained demographic data for the market area from ESRI, a nationally recognized provider of geographic and demographic data. The **Retail Market Area Demographics Table (Appendix 4)** summarizes pertinent elements of the market area demographics that are typically considered by retailers and developers. Key observations are discussed below.

- **Population.** The market area population grew by 4.9% over the seven years from 2000 to 2007, for a compound annual rate of 0.68%. This modest growth rate is projected to be maintained from 2007 to 2012, during which the population will grow only by 3.7% over five years, or 0.72% on a compound annual basis.
- **Households.** The market area gained about 2,195 households between 2000 and 2007, a compound annual increase of 0.56% per year. From 2007 to 2012, the market area is projected to add 2,030 households,

or 0.70% per year. The market area population growth rate exceeded its household growth rate from 2000 to 2007, indicating the average household size was increasing. This spread is projected to decrease significantly from 2007 to 2012, suggesting that average household size will remain roughly the same.

- **Household Type.** Family households, particularly married-couple families, made up the majority of market area households in 2000. Although current year estimates are not available, the trend in average household size and the preponderance of single-family detached homes in the market area communities (discussed in Chapter 3) suggest that this fact has continued to hold true.
- **Household Income.** Median household income in the market area was \$89,313 in 2007, a 24.6% increase from 2000 (not adjusted for inflation). This represents a compound annual growth of 3.2%. Median household income is projected to be \$106,099 in 2012, an 18.8% increase, or 3.5% compounded annually. While the market area is and will continue to be a comparatively affluent area, household income growth is basically keeping up with overall inflation.
- **Educational Attainment.** The 2000 Census found that the market area adult population on average is well-educated, with 27.5% of the adult population having attained a bachelor's degree and 14.5% having attained a graduate degree. In total, 42% of the adult population had attained a four-year college degree or higher. This is a favorable statistic for retailers, many of which seek out areas with highly educated populations.
- **Occupation.** Estimates for 2007 show that over 70% of the market area employed population is employed in white collar occupations, including management, professional, sales, and administrative support positions. This corresponds with the income and education statistics, and reinforces the observation that Winfield and the other market area communities have attractive demographic profiles for retail development.

Competitive Retail Inventory

We inventoried competitive retail clusters within, and within close proximity to, the defined market area. This inventory is summarized in the Competitive Retail Inventory table and map on the following pages. Key attributes of the competitive retail environment are summarized below.

Neighborhood-Level Shopping

Neighborhood-level retail and convenience shopping clusters are those where customers purchase everyday goods (e.g., grocery and pharmacy items) and take care of basic service needs (e.g., dry cleaning and personal care services). This type of retail competes largely on location and accessibility, as customers tend to patronize those businesses located the shortest distance from their homes or places of business. Thus, any new neighborhood and convenience retail located in the study area would compete directly with other nearby locations offering a similar mix of businesses.

The retail inventory identified a number of neighborhood-level shopping centers and convenience retail clusters primarily clustered near the intersection of Geneva Road and County Farm Road in Winfield, and also along Route 59 in West Chicago and Warrenville. Retail development in the general vicinity of Winfield is limited by the extensive Forest Preserve properties located roughly between Winfield Road and Route 59 on the east and west, and between Butterfield Road and North Avenue on the south and north. Virtually no retail (or residential) exists in this area. Customers are unlikely to cross these significant physical barriers to visit a neighborhood-level shopping center, suggesting that neighborhood and convenience retail located in the downtown study area would be competing primarily with centers of those types located along Geneva Road and Route 59.

In terms of basic shopping needs, the nearest full-service grocery store is the Ultra Foods at the northeast corner of Roosevelt Road and County Farm Road, about 1.2 miles southeast of the downtown, and a Jewel/Osco store approximately 2.3 miles west in West Chicago. The nearest drug store is the Walgreens at Geneva and County Farm Roads, 1.3 miles northeast of the downtown. A CVS is located 1.8 miles away on Geneva Road between County Farm Road and Gary Road. A number of convenience stores, fast-food restaurants, local bank branches, and miscellaneous store types are located among the neighborhood clusters on Geneva Road and Route 59.

Destination Shopping

Shopping centers that provide a broader variety of store types or specialized goods tend to draw customers from a wider geographic area than neighborhood-serving retail. In addition to some of the stores found at neighborhood retail centers, community, regional, and super regional shopping centers may include stores that offer apparel, home furnishings, general merchandise, and a broader range of services and specialty items. The following is a summary of competitive clusters impacting the retail market area:

- **Super-Regional Shopping Centers.** Two super-regional shopping centers are likely to be patronized by customers also patronizing the Study Area: Stratford Square to the northeast and Charlestowne Mall to the west. Each of these shopping centers is comprised of several department stores and a diverse mix of smaller retail tenants, including some that may not be found elsewhere in the region.
- **Winfield/Wheaton.** A “big-box” retail center serving the broader retail market area lies within approximately one mile southeast of the downtown along Roosevelt Road at Country Farm Road. Tenants include Target, Kohl’s, and Ultra Foods.
- **Wheaton.** Four miles southeast of the downtown at the intersection of Butterfield and Naperville roads is a cluster of four community shopping centers containing nearly one million square feet of retail, collectively equating to the typical size of a regional shopping center: Danada Square East, Danada Square West, Rice Lake Square, and Town Square Wheaton. Tenants in this cluster include Old Navy, TJ Maxx, Jewel/Osco, Dominick’s, PetSmart, Borders, Whole Foods, Barnes and Noble, Linens ’n Things, and Pier 1 Imports.
- **Warrenville.** On the southern edge of the market area is Cantera Commons, a 219,000-square-foot community shopping center anchored by Super Target, Lifetime Fitness, and AMC 30. Cantera Commons also features a number of national chain restaurants including Chipotle, Red Robin, Max & Erma’s, Starbucks, and California Pizza Kitchen. This center would be convenient to Winfield residents exiting from I-88.
- **Established Downtown Retail Districts.** In addition to conventional shopping centers, nearby suburban downtowns may also attract retail consumers for which Downtown Winfield would compete if it grew as a destination shopping district. Among town center competition, the locations that are most competitive with the Winfield

study area include Wheaton, Glen Ellyn, and West Chicago. These town centers are all within approximately three to five miles of the study area. The retail mix of businesses includes full-service and fast-food dining, cafés, men's and women's apparel, salon and spa services, banking, dry cleaning, and assorted specialty retail.

Rent and Occupancy Trends

We identified 71 retail developments/clusters in and around Winfield that may compete for customers with the downtown study area, relying on a combination of field observation and published data sources to obtain information on rents, tenants, vacancy rates, and gross leasable areas. In some cases, information was not available. Occupancy levels ranged from 61% to 100%, and the average occupancy rate of the surveyed centers was 74%. In the competitive shopping centers for which there were data, rent levels depend on location and type of shopping center.

The largest of centers with national retail representation serving the Study Area achieved rents ranging from \$26 to \$38 per square foot. Town Square Wheaton, a lifestyle center with upscale national retail tenants, reported rents in the range of \$35 to \$45 per square foot. Cantera Commons in Warrenville, primarily comprised of national restaurant chains and smaller national inline retailers, reported rents in the range of \$27 to \$43 per square foot. Within Winfield, in several newly developed neighborhood shopping centers just northeast of the study area on Geneva Road, asking net rents ranged from \$19 to \$26 per square foot for brand new space.

Two recent downtown-oriented mixed-use developments in Winfield and West Chicago exhibit design characteristics, uses, and rental structures which are examples of the type of retail development typically found in suburban business districts.

- **Winfield Town Center** is located at a prominent corner in the downtown study area. The development is a two-story brick building which wraps around the southwest corner of Winfield and High Lake Road. It is pedestrian-oriented with minimal setback from the sidewalk, large windows with awnings, and parking provided at the rear of the building. The building features a total of 24,000 square feet of space split between two floors. Street level space is leased to retail and restaurant uses, while the second floor is office use. Around 8,000 square feet of the first floor retail space has been leased (61% occupancy rate) by Caliendo's Restaurant and ATI Physical Therapy. Heidi's Brooklyn Deli recently closed in another of the retail spaces. About 4,600 square feet of retail

space is vacant. Triple net rents are in the range of \$20 per square foot, with taxes and common area maintenance approximately \$5 per square foot. The second floor is leased by Central DuPage Hospital, but it is not currently occupying the space.

- **Gateway Center.** Located in West Chicago, Gateway Center is a mixed-use development featuring a total of 9,600 square feet of retail on the first floor, topped with 15 residential units. The development is located just west of the Route 59 and Main Street intersection adjacent to the West Chicago Metra station. Parking for the retail uses is located in the front of the building, with the building set back approximately 85 feet from the street. Tenants include typical neighborhood-serving retailers and service providers including a hair salon, bakery, dentist, pizza, and a credit union. Reported rents range from \$18.50 to \$19.50 per square foot, triple net, and \$4.25 per square foot for taxes and common area maintenance.

Based on this information, it appears that newly developed retail space in the downtown may achieve an average of about \$20 per square foot on a net basis (2008 dollars), with the potential for key high-traffic, high-visibility locations to command a slightly higher rate. However, this space will have to compete with a significant amount of newly developed neighborhood retail space in Winfield along Geneva Road.

Retail Gaps and Opportunities

After considering the site and location characteristics of Downtown Winfield and the competitive retail marketplace within which it operates, we identified possible gaps or underserved segments in the market area retail mix and potential opportunities for new development. To identify retail categories that may be well suited to occupy newly developed retail space in the downtown, we studied the presence/absence of retail store types in the downtown versus lists of the most common tenants found in neighborhood- and community-level shopping centers reported in the Urban Land Institute's Dollars and Cents of Shopping Centers. A Metra study of store types desired by train riders provided additional information on shopping preferences near rail stations. We also consulted an inventory of businesses and store type in Downtown Wheaton, the closest and likely most competitive active downtown business district to Winfield. At a higher level of analysis, we examined retail expenditures and sales data in the market area provided by ESRI that identifies retail categories with unmet demand.

Presence/Absence Analysis

We consulted the latest edition of Dollars and Cents of Shopping Centers and compiled the list of the 20 most commonly occurring tenants in neighborhood-

and community-level shopping centers. These two types of centers are those most comparable to the sort of retail mix that would typically be found in a suburban downtown area. To add the element of commuter rail service to the analysis, we added the list of 20 store types most desired by train riders as reported in Metra's Local Economic Benefits of Commuter Rail Stations for Communities and Businesses, a study of shopping activity and economic opportunities near Metra rail stations.

The three different rankings are arrayed in the three tables on the following page (each table sorts by a different ranking). For each store type, its presence or absence in Downtown Winfield, as reported in our downtown business inventory, is noted.

Based on the presence/absence analysis results, we found that the following retail store types may represent opportunities for new development in Downtown Winfield:

- Sit-down Restaurant(s)
- Fast Casual/Take-out Restaurant(s)
- Coffee/Tea Shop
- Cellphone Store
- Cosmetics/Beauty Supplies
- Grocery Store
- Liquor/Wine Shop
- Cards/Gift Shop
- Bakery/Donut Shop
- Daycare Center

Downtown Wheaton Business Mix

Downtown Wheaton is a well-established and popular downtown business district located approximately 3.5 miles from the study area. It is a relatively short drive to reach the district for many Winfield residents. Downtown Wheaton is also the next stop in from Winfield on the Metra/UP-W Line. Its proximity to the study area and prominence in the local market area suggest that many Winfield residents are likely to patronize the district for shopping, dining, and other needs and activities.

Since it will be a close competitor, we examined the business mix in Downtown Wheaton in order to identify under-represented sectors and store types that may

Village of Winfield Town Center Market & Capacity Study

hold potential for Downtown Winfield. We consulted the business directory currently available on the Downtown Wheaton Association website to obtain a list of member businesses and sorted them into business and store type categories. While not all downtown businesses may be members of the Association, the directory is extensive and we assumed that most businesses would be members of their local merchants' association. We focused on private businesses, so civic and cultural establishments listed in the directory were not included in our list.

The mix of businesses is shown in the Appendix. Of the 283 businesses in the list, about half of them are professional/financial service businesses. Legal and medical offices dominate this category. The remaining half of the list consists of food stores, personal/household service businesses, restaurants, and retail stores. We focused on this half of the business mix to identify potential opportunities for Downtown Winfield.

Store types that occur most frequently in Downtown Wheaton include salon/spa, sit-down restaurant, home furnishings/décor, gifts and accessories, dry cleaners, and apparel. While the overall business mix is fairly broad, we identify several store types that are not present or appear to be under-represented:

- Cigar Shop
- Container/Closet Store
- Cosmetics/Beauty Supplies
- Daycare Center
- Kitchen/Cooking Store
- Optical Store
- Photography Studio
- Restaurant - Fast Casual/Deli

This is not meant to be an exhaustive list, but it does indicate that there are a number of retail sectors that are not being served in Downtown Wheaton and that could represent opportunities for Downtown Winfield. While the lack of a presence in Downtown Wheaton does not guarantee development potential for a store type in the study area, the existence of a gap is significant since Wheaton is the closest destination for downtown-style shopping to Winfield.

Retail Expenditures and Unmet Demand

We obtained from ESRI estimates of retail sales and expenditures by store category in the market area. We calculated the amount of demand that is not being met by stores within the market area by subtracting the sales figures from the expenditures figures for each category. Unmet demand would be expected to be served by stores that are located outside of the market area, which means that a new store that is located within the market area could potentially capture some of this unmet demand due to greater proximity to the consumers. This assumes that an appropriate site for the new store could be found that meets the retailer's requirements for size, access, visibility, and other factors.

Since the amount of unmet demand that an individual new store could capture is difficult to project, we ranked the store categories with unmet demand by the proportion of total demand represented by the unmet demand. The store types listed below each had unmet demand that represented at least 60% of the total demand, suggesting that there may be substantial opportunity for a new store to capture some of the unmet demand assuming an appropriate site could be found. In descending order based on the size of the opportunity, they are:

- Furniture Stores
- Full-Service Restaurants
- Clothing Stores
- Jewelry, Luggage, and Leather Goods Stores
- Auto Parts, Accessories, and Tire Stores
- Drinking Places - Alcoholic Beverages

While the analysis found additional store types with unmet demand in the market area, the categories above represent the strongest opportunities based on the size of the gap between sales and demand potential in the category.

Retail Development Potential

The three methods of analysis described above identified a number of retail development opportunities that could potentially be captured by Downtown Winfield. These findings will be evaluated in the context of the study area characteristics, market area demographics, and presence/absence of competitive stores in order to prepare a potential retail development program for Downtown Winfield. The results of this exercise are presented in the final chapter of this report.

Office Assessment

Suburban downtowns are not often major employment centers, but office space does contribute to the daytime population of a district, creating potential customers for restaurants and shops during weekday hours. With the proximity of Central DuPage Hospital to Downtown Winfield, businesses in the study area can potentially draw support from the employees, patients, and visitors to the campus that come and go every day. New office space in the downtown could add to this daily traffic and activity.

We surveyed competitive office space available for lease in Winfield and Wheaton to profile the size of the market and the occupancy and rent trends in the local market most relevant to the downtown. Office users who would be considering taking space in the downtown would be likely to consider these nearby developments to be most comparable to a Downtown Winfield location.

Utilizing data from LoopNet, an online commercial real estate listing service, we assembled current statistics on a sample of office developments in Winfield and Wheaton, which are shown in the table on the following page.

The competitive sample totals over 500,000 square feet of space, 116,000 square feet of which is currently vacant and available for lease. This translates to a 78% occupancy rate. Most developments are small, with the average total square footage, after excluding two large outliers, being about 12,000 square feet. The average lease rate in the developments ranges from \$12 to \$24 per square foot, with an overall average in the sample of \$15 per square foot.

Given the parcel and block sizes available, new office space in Downtown Winfield is likely to be developed in small increments of space. Therefore, this competitive sample is very comparable to the sort of product that could be brought to market in the downtown. Our survey shows that occupancy conditions are not particularly strong, nor are rents. Our experience with economic feasibility analysis of downtown development projects has shown that new construction office space in

mixed-use downtown projects typically needs to command net rents of at least \$20 per square foot to be feasible. From a market and leasing perspective, new office space is unlikely to be developed unless the developer has a tenant in hand to take some or all of the space immediately upon completion.

An example of the typical dynamics of new suburban downtown office development can be found nearby in Downtown Wheaton. A new building at 120 East Liberty Street is under construction that consists of 118,000 square feet of office space on five floors, including an attached parking structure. Discussions with the leasing broker indicate that a single tenant has leased about 60% of the space, with another 4,000 square feet leased to another tenant at this time. Approximately 67% of the building has been leased at this point.

New construction speculative office space in suburban downtowns is relatively rare. It is somewhat of a “wild card” use that can be difficult to predict. Based on our preliminary assessment, office space is not likely to be a major component of new development in Downtown Winfield. However, locational factors in the study area such as the proximity of CDH and the availability of Metra service could present opportunities for office development, particularly if the developer can identify a primary tenant/user prior to construction.

Section Eight: Town Center Development

After evaluating the locational and demographic characteristics of Winfield and its local market area; assessing the existing physical and regulatory conditions and constraints; assessing the strengths, weaknesses, and opportunities of the downtown study area; and analyzing the market for residential and commercial uses, the development potential as it relates to both the market and physical capacity can be determined.

This section presents both the market and physical capacity of the Town Center along with a development concept for the area. The development concept was developed with input from Village officials, residents of Winfield, Metra, Pace and the Regional Transportation Authority.

Competitive Position

Taking into consideration the locational and demographic components of our analysis, we are able to make the following observations about the competitive position of Winfield and the downtown study area:

Winfield is a small, affluent community. While its demographics are generally favorable for upscale residential and retail development, the community's size limits the natural "constituency" of buyers/shoppers who are tied to or are particularly motivated to live and/or shop in the downtown.

Winfield is surrounded by extensive Forest Preserve property and other undeveloped areas, and has sought to maintain a low-density, rural/natural environment in the community. This strong sense of self-image and community character makes Winfield an attractive place to live for its residents. However, it also reduces its potential for development, especially retail, that seeks out higher population densities and levels of business activity.

The downtown study area currently does not have a critical mass of retail stores and other activities sufficient to attract visitors from outside of the local area. Winfield residents and CDH patrons who wish to patronize the downtown have only a limited array of shopping opportunities and services from which to choose.

Wheaton, a community more than five times Winfield's population, is located close by and features a large, vibrant downtown district. Many Winfield residents patronize Downtown Wheaton for shopping and dining activities, and the district draws visitors from a wide area. Downtown Winfield may not be able to compete directly with this larger, better-established district, but it may be able to carve out its own niche in the marketplace.

Downtown Winfield is surrounded by a variety of activity generators that bring a substantial number of employees and/or visitors to its general vicinity on a regular basis. These represent a significant opportunity to drive traffic to the downtown if a way to tap into these generators can be formulated.

Central DuPage Hospital is a major employer and prominent activity generator located in the downtown study area. However, its physical layout and site configuration does not facilitate effective linkages between it (and its employees/visitors) and the downtown. Planning and marketing efforts should focus on ways to better integrate this key anchor into the downtown environment.

Downtown Winfield is located a good distance from interstate access and other regional transportation routes, meaning that achieving a critical mass of businesses and activity in the study area will be important in order to attract visitors who are not already familiar with the area. Average daily traffic volumes through the downtown are relatively modest, and below what many retailers seek when considering sites for new stores in conventional suburban locations. While these low traffic levels may be a challenge for attracting retail development, they also make the downtown area easier to navigate and more pedestrian-friendly. However, issues related to crossing the railroad tracks and the volume of trains complicate circulation in the downtown.

Development opportunities in Downtown Winfield are likely to be relatively small in scale, and oriented toward serving the local market. Turning the downtown into a sub-regional or regional destination would require a conscious choice by the community to change the downtown's position in the marketplace, and a comprehensive long-term strategy encompassing physical and economic planning as well as a substantial marketing campaign.

Other Development Considerations

In addition to Winfield's competitive position, other factors will also influence the development capacity. The other development considerations are detailed below.

Land Availability

As a built-up area, there is a lack of larger, undeveloped land in the Town Center. Cooperation with private landowners to consolidate parcels for larger, better-planned developments will be key to revitalizing the area. Some existing buildings, and possible surface parking lots are other areas that may provide redevelopment opportunities.

Community Character

The desire of the community to maintain a small town character may be an impediment to the intensity of development that is necessary to create the synergy within a half mile of the existing Winfield Metra Station that is needed to fulfill the community's vision of a vibrant mixed-use development. A height limit of 35 feet or 3 stories identified in previous planning and visioning efforts limits the extent of development that can take place within the Town Center. For instance if the efficient model for desired high-end condominiums is determined to be 40 feet in order to accommodate partially below grade parking, expanded ceiling heights, and two or three floors of living space, it will be important to understand the implications of those height limitations on the potential of realizing the desired development. It will be important to weigh development opportunities, the amount of potentially developable land, and the desired community character as the part of this Marketing and Capacity Study.

Walking Distance of the Metra Station

The "pedestrian shed" of a typical five-minute walk allows the average person to walk one-quarter mile. Within a quarter mile of the existing Winfield Metra Station there are many residential housing choices, a variety of businesses and many community facilities. Future development in the Town Center should capitalize on the central location of the Winfield Metra Station. New redevelopment should be designed to take advantage of the station and potential Transit-Oriented Development should be considered in the Town Center.

Walkability

The preferred concept strengthens the walkability and pedestrian environment of the Town Center. The concept's mix of uses including residential, commercial, office, and public uses promotes pedestrian circulation and enhances the potential for residents to live, work and shop all within the Town Center. The installation of pedestrian amenities, such as interconnected sidewalks, benches, pedestrian scaled lighting, outdoor plazas, and marked crosswalks should be encouraged as redevelopment occurs.

Parking

As new development and redevelopment continues in the area, it is important to monitor and plan for adequate commuter parking in the area. Structured parking may be an option to consider over the continuation of surface parking lots. Although costly, the acreage needed for structured parking is significantly less than needed for surface parking areas and may open up key sites for redevelopment opportunities. There are currently 301 commuter spaces in the Town Center. Metra forecasts a need for an additional 350 commuter spaces in the Winfield Town Center as part of Metra's UP-W Upgrade New Starts project's ridership projections.

Traffic

Traffic congestion is a common complaint regarding Winfield's Town Center caused primarily by the train crossing over and blocking vehicles and pedestrians attempting to cross Winfield Road. Winfield Road is the single north-south route through the Town Center and is the only significant at-grade crossing of the Metra/Union Pacific West Line between IL Route 59 and County Farm Road to the east (both grade-separated crossings). Traffic delays caused by trains is a major concern of businesses in the Town Center.

Alternate Railroad Crossings

Within the Town Center, Winfield Road provides the only at-grade crossing of the Metra/Union Pacific West Line. Discussions about the different types of, and the associated costs for grade-separated crossings in the Town Center will likely continue until this problem is solved. What type of crossing that is ultimately used in the Town Center will depend on a number of factors including construction costs and potential land acquisition.

Nearby Neighborhoods

The residential housing stock within a half-mile of the station varies widely in condition, age and size. The Village's regulations and administrative processes could be strengthened to welcome and encourage infill development of vacant lots, and to encourage reinvestment, gentrification and other attractive and compatible home additions and improvements

Public and Municipal Facilities

As discussed in the Community Facilities' section of this Report, a number of public and municipal facilities are located in the Town Center. Winfield's Public Library is located with less than one half mile of the commuter station, south of the main Town Center core and on the east side of Winfield Road. The Library's location may provide a natural transition point from Town Center uses into the single-family neighborhoods to the south, west and east.

The Winfield Village Hall is immediately north of the Metra/Union Pacific West Line and adjacent to the Winfield Metra Station. While the Village Hall is an attractive building, the site constrains necessary expansion, especially of public and conference meeting space. The location of the Village Hall also occupies a prime location near the Winfield Metra Station that could be used for a variety of uses that would contribute to the overall vision for the Town Center, such as retail and/or structured parking. Relocation of the Village Hall within the Town Center could offer the opportunity to create a multi-purpose civic site, while consolidating several commuter lots to one parking structure in immediate proximity to the train station.

Parks, Environmental Features and Open Space

As new development and redevelopment occurs in the Town Center, environmental features, such as wooded areas, should be protected wherever feasible. Although no new parks are planned in this area, a goal of the Village should be to improve pedestrian connectivity between parks and open space in the Town Center, and as redevelopment occurs, smaller parks, plazas, or gathering places should be designed in PUD or Mixed-Use developments. The Town Center should capitalize on its location along the river and new development should utilize it in their designs.

Central DuPage Hospital

As the hospital expands, the Village should look for ways to work with the CDH wherever possible to improve the Town Center. Examples of future collaborating may include the provision of shared parking, the addition of a bus service to the Winfield Metra Station, and potential retail/commercial development along Winfield Road and/or High Lake Road.

Redevelopment Opportunity

Potential redevelopment opportunities in Downtown Winfield have been evaluated in two previous studies: the 2002 Town Center Concept Plan by Planning Resources, and the 2004 Town Center Redevelopment Plan and Program (or TIF plan) by Teska Associates. These studies, in particular the TIF plan, identified opportunity sites in the downtown study area and proposed redevelopment concepts.

This study has identified and assessed potential redevelopment opportunities in the study area by building on the recommendations from these previous studies along with an assessment of the existing conditions within the Town Center. Based on our assessment of the sites' general development potential, strategic importance to catalyzing redevelopment in the study area, and possible marketability to developers, we identified seven key opportunity areas and sorted them into two tiers by priority:

Tier One

- Opportunity Area 1: Northwest corner of Winfield and High Lake Roads
- Opportunity Area 2: Southwest corner of High Lake Road east of Winfield Road
- Opportunity Area 3: "Downtown Core" bounded by Jewell, Winfield, and High Lake Roads

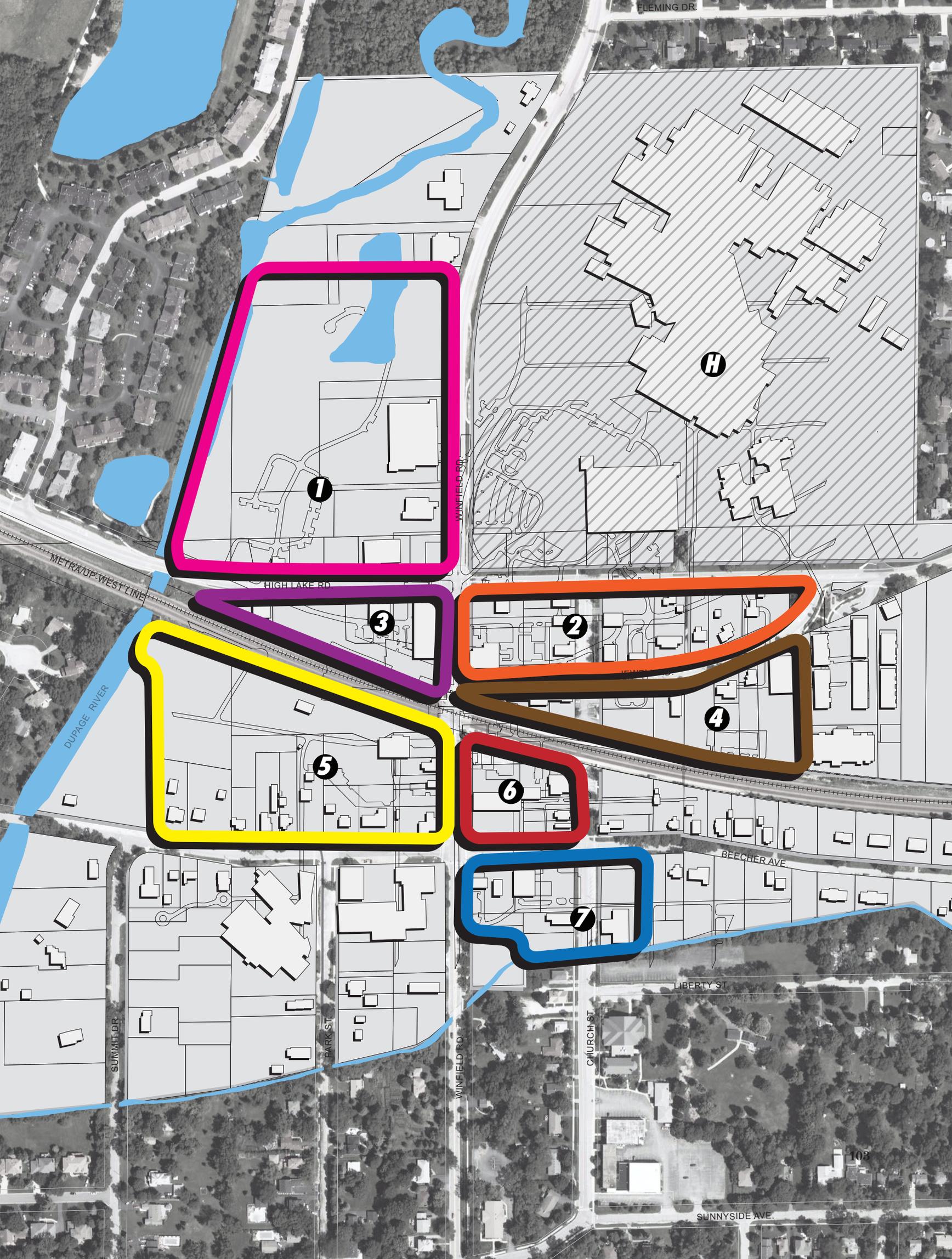
Tier Two

- Opportunity Area 4: Winfield Village Hall and Metra Station Area
- Opportunity Area 5: Winfield Fuel and Material property
- Opportunity Area 6: Winfield Market Square shopping center and its block
- Opportunity Area 7: South End

In addition to these opportunity sites, the northeast corner of Winfield and High Lake Roads present an expansion and development opportunity for Central DuPage Hospital.

These priority sites are discussed below and shown in Figure 6-1 on the following page.

Figure 8.1
Redevelopment Opportunity Sites



FLEMING DR

H

1

WINFIELD DR

HIGH LAKE RD

3

2

4

DUPAGE RIVER

METRA/UP WEST LINE

5

6

BEECHER AVE

7

SUMMIT DR

PARK ST

WINFIELD DR

CHURCH ST

LIBERTY ST

SUNNYSIDE AVE

103

Tier One Opportunity Areas

The three Tier One Areas form the three corners of the Winfield/High Lake intersection that have not been recently redeveloped. Central DuPage Hospital is in control of the fourth corner. Creating a strong commercial presence on all four quadrants with substantial buildings that hold the corners will have a major impact on the character and pedestrian friendliness of the downtown area. These sites also offer the best potential for retail development in the study area due to their proximity and visibility to passing traffic on the two arterial roads.

Opportunity Area 1: Northwest Corner of Winfield and High Lake

This opportunity site was split into two sites in the TIF plan, with auto-oriented retail recommended for one site and mixed-use retail/office development for the other. The two sites should be planned and developed as a single comprehensive site, if possible, to take advantage of efficiencies in the configuration of access, circulation, and parking. A consolidated site also would create a development opportunity of significant size and scale that would be more attractive to potential developers than smaller sites.

Assemblage and development of a consolidated site will entail several issues:

- Consolidating the sites will require addressing the narrow strip of land between them that is an extension of the Central DuPage Hospital Park property to the west. This could be accomplished through an access easement or outright purchase of this strip of land.
- Relocation of the existing fire station is necessary to facilitate redevelopment of this opportunity site since the station property occupies the corner, which is a critical location for retail uses.
- Since the Village of Winfield owns several parcels in this area, the Village could facilitate redevelopment through a public-private partnership. CDH also is a major landowner here, making cooperation with the hospital essential.
- CDH owns a key parcel in this area (the former Frank's Foods site), and is planning to use it for construction worker and employee parking for the next four years during construction of the hospital's new bed tower and parking structure across the street. If redevelopment of this parcel is to occur, the hospital's requirements will have to be accommodated elsewhere.
- The two existing businesses in this area could potentially take space in a new project on the site, possibly as compensation (full or partial) for their land. This would reduce a developer's land acquisition costs and provide

two committed commercial tenants from the outset of the project.

- The commercial market assessment noted that new speculative office space may have difficulty finding a market in Downtown Winfield at this time. If a developer determined that upper floor office space was not economically feasible, the project could be configured as single-story retail buildings with high-volume roofs and similar architectural elements that provide substantial “presence” along the street frontage. Properly implemented, this approach can help create a pedestrian-friendly scale and downtown feel without the additional cost and market risk of developing multi-story buildings.

Opportunity Area 1 represents the largest opportunity for commercial redevelopment in the study area. The size and configuration of the site suggests that sufficient on-site surface parking could be provided. This could be a key selling point in attracting new retailers to Downtown Winfield during the early stages of the area’s redevelopment, when the pedestrian-oriented character and attractive streetscapes that encourage on-street and off-site parking are not yet fully apparent. Area 1 could be the prime location for an initial catalytic project that stimulates further redevelopment in the study area.

Opportunity Area 2: Southwest Corner of High Lake & Winfield

Since the adoption in 2002 of the Town Center Development Plan, progress has been made in moving towards the vision for the area. The most visible, and perhaps symbolic, change is the redevelopment of the southwest corner of Winfield Road and High Lake Road. This former Amoco gas station site has been transformed into a traditional turn-of-the-century two story commercial building. Shops and restaurants on the first floor make this key intersection much more inviting and offices on the second floor provide potential employment space for the area. Redevelopment of Opportunity Area 2 should continue west to Brach’s Service Center, creating a streetwall along High Lake Road. This may require relocating the post office temporarily while redevelopment occurs, or to a new permanent location as part of a new Village Civic building.

Opportunity Area 3: Downtown Core

The area bounded by Jewell, Winfield, and High Lake Roads is designated as the “Downtown Core” of the study area due to its central location, proximity to the Winfield Metra Station and Village Hall, and potential for pedestrian-friendly, street-oriented buildings. The Downtown Core consists of two separate blocks that were identified as separate sites in the TIF plan, which recommended retail development with residential or office space above for both sites. Our evaluation noted several issues:

- Planning for the core area should look at the two blocks as a cohesive whole, in order to most effectively address parking, circulation, and open space issues. For example, off-street parking capacity could potentially be shared between the two blocks, and public open space could be sited so as to benefit both blocks and link them together. Ideally, the two blocks could be developed as a consolidated site, but at minimum the planning framework should address common issues and encourage connections. To improve the off-street parking within this Opportunity Area, potential reconfiguration of the existing 61-space commuter lot north of the tracks and west of Winfield Road would improve parking in this area and should maintain or add to the existing number of spaces.
- John’s Buffet, located at the western end of the area, is a key downtown business. As noted in the TIF plan, planning for the block should explore the potential for providing shared parking in John’s existing lot. Close cooperation between John’s and the Village can produce a redevelopment plan that benefits both parties.
- Complete redevelopment of the core area would require the assemblage of 13 separate parcels – five on the western block and eight on the eastern block (does not include the John’s Buffet building). Given the relatively small scale of the development opportunity that results, this amount of land assembly is a significant challenge for private redevelopment. The Village may need to undertake its own land acquisition or facilitate assemblage by a developer.
- The service station property located at the northwest corner of Jewell and Church Streets could require environmental remediation, given the nature of the use and its longtime presence on the site. If remediation is necessary, site planning can potentially reduce the cost through strategic placement of paved areas such as parking lots and plazas.
- As noted earlier, underground parking imposes substantial costs on a project and can negatively impact project feasibility in small scale developments. Public assistance through TIF may be necessary to implement mixed-use projects on this opportunity site if underground

parking is required.

Area 3 is an important opportunity for redevelopment in the study area due to its central location and the presence of a number of underutilized parcels. Redevelopment of one or both of these blocks would contribute significantly to the goal of creating a revitalized, pedestrian-oriented business district in Downtown Winfield.

Central DuPage Hospital Property (H)

The TIF plan recommended ground floor retail with one floor of office above for this opportunity site. The redevelopment potential of this site is contingent on several key issues:

CDH owns the entire site, so its redevelopment is dependent on the hospital's willingness to sell or partner with a developer. It will also be important for the Village of Winfield and CDH to collectively establish a preferred development program and design guidelines for any concept plan.

We understand that the site is approximately 100 feet deep along High Lake Road, so the physical capacity of the site to accommodate commercial development and associated parking, loading, and circulation will need to be carefully studied.

The TIF plan notes that underground parking could be explored, but our experience suggests that the substantial construction cost impact of such parking on a project's budget would make it economically infeasible at this scale of development. A much larger project that can command higher rents than are likely achievable in Downtown Winfield would be needed to support the cost of underground parking.

Similar to Area 1 above, a single-story professional office building with high-volume roofs could be developed if second story office space is determined to be infeasible.

Area H is an important opportunity to strengthen the corner of Winfield & High Lake, add additional office uses and synergy to the Town Center and also can screen the view of the CDH parking structure immediately to the north. While the parking structure is a well-maintained, modern facility, its scale and bulk is not sympathetic to the smaller scale, pedestrian-friendly character that the Village is seeking to create in the downtown area. Adding high-quality, street-oriented buildings to the High Lake Road frontage will help mitigate the visual impact of the parking deck and ultimately create a "main street" feel on High Lake Road when combined with redevelopment on the south frontage.

Tier Two Opportunity Areas

The four opportunity areas identified in Tier Two are not as centrally located within the study area as the Tier One sites and all but one are located on the south side of the railroad tracks, which currently presents access and circulation issues related to the single at-grade crossing at Winfield Road. The north side of the tracks appears to be the more accessible, and thus more favored, part of the study area for activity. Remedies for this condition may be identified in the course of this assignment. Even so, these four areas offer redevelopment potential of a different sort than that identified for the Tier One sites.

Opportunity Area 4: Winfield Village Hall and Winfield Metra Station Area

This opportunity area provides the best opportunity for Metra to meet its project parking need for 350 additional spaces based on Metra's UP-W Upgrade New Starts project. Most of the area is under public ownership and it is within close proximity to the Metra Station. Metra owns the 73-space commuter lot east of Winfield Road and north of the tracks. If developed as a multi-story parking structure, the site could yield more than 400 parking spaces. However since structure parking is costly, development of a parking deck should occur once the cost of land in the Town Center justifies the need to park vertically. Relocation of the Village Administration from this site to another location would also provide the opportunity for the existing Village Hall to become a transit hub to connect Metra, Pace and other shuttles (i.e. CDH Hospital) with the existing Winfield Metra Station and shelters remaining.

Opportunity Area 5: Winfield Fuel and Material Property

This opportunity site was recommended primarily for residential development in the TIF plan, with small scale commercial redevelopment recommended for the Winfield Road frontage. Opportunity Area 5 is the only site identified by where residential development is likely to be the primary use. Adding new residents creates activity in and around the downtown area, and enlarges the "constituency" of the downtown that has invested in its future and thus will have a particular interest in supporting its growth and revitalization. Redevelopment of this area would provide an opportunity for additional commuter parking spaces south of the tracks.

Issues to address in developing this site include:

- Access to the site is a critical issue. At present, the entire site is accessed from a single curb cut onto Winfield Road, immediately adjacent to the railroad tracks. Residential development of the site will most likely require an access point on Beecher Avenue. The Winfield Road curb cut may not be available after the site is redeveloped, depending on traffic and circulation conditions.
- Access issues are particularly important if the small front parcel (Area J in the TIF plan) is developed for commercial, separate from the larger rear parcel. Residential development on the rest of the site will require an ingress/egress point onto Beecher Avenue in this case.
- Given the site's irregular shape and access/circulation issues, a detailed physical assessment and land plan will be necessary to evaluate its capacity for residential development. Our preliminary market findings indicated that townhomes may hold the most potential in the local market, but condominiums or a combination of townhomes and condominiums also could be options.
- Based on a preliminary visual inspection of the site and its historical use, some level of environmental contamination may be present. Further investigation will be needed to determine both if remediation is necessary and the possible impact on the site's development potential.

Opportunity Area 6: Winfield Market Square and Its Block

The TIF plan recommended a mix of retail, residential, and office uses in two- or three-story buildings, along with on-site surface parking for this site. The site offers a highly visible location across from the Metra/UP-W boarding platforms. However, circulation issues related to the Winfield Road at-grade crossing have led to most Metra riders preferring to park on the north side of the tracks, making the task of drawing those riders to the south side for shopping and other errands more difficult. The pedestrian underpass currently under consideration by the Village could potentially alleviate this condition, but its implementation is not certain at this time. Redevelopment in this area would also create the potential for reconfiguration and expansion of the existing commuter parking spaces.

Issues and opportunities for this site include:

- Development activity on this site could occur as a demolition and complete redevelopment of the shopping center (and some or all adjacent parcels), or it could entail a rehabilitation of the existing center. TIF funds could be utilized to assist a façade improvement of the building.

Village of Winfield Town Center Market & Capacity Study

- The shopping center currently has a significant amount of vacant space due to the relocation of the Winfield House restaurant (renamed as Caliendo's) to the Town Center building. The center's ownership may be more open at this point to considering potential redevelopment opportunities than it might otherwise be.
- The planned closing of the current at-grade pedestrian crossing over the tracks will likely have a negative impact on the shopping center. Implementation of the pedestrian underpass could improve its competitive position by making the Church Street Metra parking lot more popular with commuters.
- The substantial change in topography from north to south on the site could pose challenges to complete redevelopment, in terms of both construction cost and physical configuration. Both physical and economic feasibility issues will influence redevelopment plans for the site.
- The TIF plan identified a 19th century building at the southeast corner of the site that could be preserved. The potential use of this building and the impact of its presence on redevelopment plans for the rest of the site should be considered.
- On the north side of the site, there may be an opportunity to reconfigure the shopping center parking lot, Chicago Avenue roadway, and perpendicular parking spaces alongside the tracks to provide a more attractive plaza/parking area between the tracks and the shopping center. Circulation issues around the block and the parking needs of the center will need to be considered.

Area 6 is the primary opportunity for commercial redevelopment in the study area south of the railroad tracks. Accessibility and circulation issues will have a significant impact on its marketability and competitive position, especially in regards to its potential as a location for services and retailers serving Metra riders. Planning for the site should closely analyze these issues, including an evaluation of the potential grade-separated pedestrian access across the tracks.

Opportunity Area 7: South End

Area 7 is the furthest site away from the Metra Station and "Downtown Core" and beyond a pedestrian's propensity to travel. Redevelopment in this area would also create the potential for reconfiguration and expansion of existing commuter parking spaces. Its redevelopment would also provide the opportunity to establish a "gateway" to the Winfield Town Center, however, this should be a longer term objective.

Retail Potential

The retail opportunities analysis discussed in the earlier in this study identified a number of different store types and retail segments that may have potential in Downtown Winfield based on existing gaps in the market and/or retail categories that are underserved. Taking these opportunities into account, and considering the other locational and demographic characteristics of the study area and its local market, we propose several market “niches” that could be targeted for Downtown Winfield. They are:

- **Home Items.** Winfield primarily is a community of single-family detached homes, and boasts an affluent, educated population. The various store types that provide items to furnish, outfit, and accessorize one’s home appear to be under-represented in the local market. While the current cyclical downturn in the housing market is impacting sales in these sectors, there will continue to be households in the local area seeking to furnish a new home or update an existing one.
- **Health, Wellness, and Beauty.** The presence of CDH in the downtown offers the potential to create synergies with its medical services and health/wellness programs that are not available elsewhere in the market area. The aging of the market area population and its affluent income levels also point to significant potential in this market niche. Beauty supplies and related goods are natural complements to this segment, as products increasingly blur the line between purely cosmetic items and those with health benefits and/or natural ingredients.
- **Convenience/Commuter-Oriented.** The previous chapter identified a number of different store types that serve the everyday needs of local residents and also are desired by Metra commuters. Many of these store types are the “building blocks” of a downtown business district, and are important to attracting regular visits by shoppers, be they Winfield residents or others passing through after riding the train, visiting/working at CDH, etc. Convenience-oriented stores are a key component of a diverse business mix that can achieve a critical mass of activity. Some of these stores will compete directly with stores in the conventional auto-oriented strip centers located in the market area, so an attractive downtown setting and ability to complete multiple errands in one trip can be key differentiating factors. At the same time, basic factors such as accessibility and parking must be reasonably comparable.
- **Other Downtown Stores.** Our analysis also identified some store types that are commonly found in downtown business districts, but appear to be relatively under-represented in the market area. While not part of any specific niche, these stores can fill gaps in the market and contribute to building critical mass in the study area.

Village of Winfield Town Center Market & Capacity Study

Creating these retail niches in Downtown Winfield can help build an identity for the study area that will differentiate it from conventional strip shopping centers and other retail development that is continuing to occur in Winfield and throughout the market area. By targeting the demographics of the local population and offering a higher quality environment than the typical auto-oriented center, Downtown Winfield will have a better chance of succeeding in the highly competitive suburban retail leasing market.

Based on this assessment, we assembled a hypothetical “initial” retail development program of uses that may hold potential for the sites most appropriate for retail in the Downtown Winfield study area. The target niches and specific store types within them are presented in Table 8-1 on the following page. The table also summarizes the typical/approximate square footages of each store type, provides estimates of the potential sales revenues that could be generated, outlines possible and preferable locations for each within the study area, and presents examples of selected retailers currently seeking space whose location requirements suggest that they could be targets for a new retail development in Downtown Winfield.

The retail program in Table 8-1 presents a mix of retailers and store types that could potentially select a location in Downtown Winfield in order to fill a gap in the market and/or satisfy unmet demand. The mix was specifically chosen to emphasize store types that could serve the needs of existing downtown patrons or that are currently under-represented in the local market area. Such stores would be able to build on an assumed level of demand that already exists, potentially creating a first phase of retail development that is supportable within Downtown Winfield’s current market position.

Redevelopment planning may indicate that physical capacity exists to develop more retail space than is described in the “initial” retail program. The development potential of this additional retail will be dependent upon Downtown Winfield establishing a significant level of retail activity in its first phase of redevelopment, so that the area starts to become a shopping and dining destination. As retail activity increases, the downtown would begin to draw even more retailer interest, attracted by the emerging critical mass of activity. The retail program presented here is an initial stage that would lay the necessary groundwork for additional future development.

Table 6-1: Potential "First Phase" Retail Development Program

Niche/Store Type	Sq. Ft. Range Low High	Potential Sales Revenue*	Potential Tenants/Type Examples (not inclusive or limiting)
HOME ITEMS			
Art Gallery/Framing/Décor	1,100 to 3,500	\$ 546,000	Color Me Mine, The Great Frame Up; local gallery
Container/Closet Store	3,000 to 4,000	\$ 720,000	California Closets, local/independent
Furniture	5,000 to 15,000	\$ 1,564,000	Broyhill, local/independent
Kitchen Store/Cookware	3,000 to 3,500	\$ 1,234,000	Sur La Table, Williams Sonoma, local/independent, etc.
HEALTH, WELLNESS & BEAUTY			
Cosmetics/Beauty Supplies	1,100 to 3,500	\$ 684,000	Merle Norman Cosmetic Studio, BeautyFirst, local/independent, etc.
Fitness Center	8,000 to 10,000	n/a	Anytime Fitness, Curves, etc.
Health Food/Vitamins	1,500 to 3,000	\$ 481,000	GNC, Weight Watchers, Vitamin Shoppe, etc.
Optical Store	1,500 to 2,300	\$ 685,000	Solstice Stores, Lenscrafters, Four Eyes, Sunglasses Hut, etc.
CONVENIENCE/COMMUTER-ORIENTED			
Bakery/Donuts	1,800 to 2,200	\$ 411,000	Bruegger's, Einsteins Bagels, Ms. Fields Cookies, Panera Bread, etc.
Cards/Gifts/Stationery	1,000 to 3,000	\$ 303,000	Hallmark, Papyrus, FedEx Office, UPS Store, etc.
Cellphones	800 to 1,600	\$ 265,000	Cellular Connections, Sprint, US Cellular, etc.
Coffee/Tea Shop	1,000 to 2,700	\$ 854,000	Coffee Beanery, Gloria Jeans, Caribou Coffee, Saxby's; may seek drive-thru window
Daycare Center	3,000 to 7,000	n/a	Kindercare, Kiddie Academy, etc.
Dry Cleaners	1,600 to 2,400	\$ 299,000	One Hour Cleaners, One Price Cleaners, local/independent
Grocery Store	15,000 to 30,000	\$ 10,634,000	Local/independent operator; gourmet or ethnic focus
Restaurant - Fast Casual/Deli	1,000 to 3,000	\$ 650,000	Mamma Ilardo's Pizzeria, Pita Pit, Camille's Sidewalk Café
Wine/Liquor Store	2,400 to 3,900	\$ 1,248,000	Binny's, Malloy's, local/independent, etc.
OTHER DOWNTOWN STORES			
Antiques	1,500 to 1,800	\$ 339,000	Possible cluster with existing store, local/independent
Cigar Shop	1,000 to 2,000	\$ 510,000	Local/independent
Crafts/Hobbies	2,000 to 4,000	\$ 398,000	HobbyTown, Benjamin Moore,
Ice Cream/Candy	1,100 to 1,600	\$ 373,000	Kaleidoscoops, Coldstone Creamery, Baskin Robbins, Oberweis Dairy, etc.
Photography Studio	1,600 to 1,800	\$ 522,000	Local/independent
Restaurant - Sit-down	3,000 to 6,000	\$ 1,611,000	Local/independent
TOTAL NEW SPACE	62,000 to 117,800	\$ 24,331,000	*****NOTE: Most stores likely to be local/independent, not chains*****

Sources: *Dollars & Cents of Shopping Centers*, Retail LeaseTrac, S. B. Friedman & Company

Note: Actual amount of retail space developed will depend on the physical capacity of available redevelopment sites

* Estimated from median sales figures reported for equivalent retail categories in *Dollars & Cents*

Village of Winfield Town Center Market & Capacity Study

The potential “initial” retail program indicates a total square footage range of new retail uses of between 62,000 and 118,000 square feet. The ultimate size and scale of new retail opportunities in the study area will depend on the individual requirements of specific retailers and the actual physical capacity of redevelopment sites in the study area. These retail businesses would presumably be supplemented by existing businesses within the study area, as well as the potential for complementary professional office and business service uses. Additional retail development beyond this initial program could take place in the future as Downtown Winfield shifts its current market position to become a recognized shopping destination business district.

Certain store types in the retail program may be able to function on a relatively independent basis, but over the long term the potential to develop a healthy mix of retail uses and a critical mass of activity in the study area is dependent on such factors as:

- The availability or creation of appropriate retail development sites and building space with good visibility, accessibility, and parking
- Enhancement of the physical environment in the study area, including amenities such as parks, plazas, streetscape improvements, and other features that create and maintain a pleasant setting for visitors, encouraging them to linger and “multi-task”
- Independent entrepreneurial interest and willingness to invest in Downtown Winfield, given that most successful suburban downtown districts in the Chicago region are primarily populated with local/independent retailers

The success of retail development in Downtown Winfield also can be enhanced if the potential market support offered by the proximity of Central DuPage Hospital can be effectively tapped. At the present time, the downtown does not offer many shopping and dining opportunities for CDH employees and visitors. In order to attract these potential customers out of their cars and off of the hospital campus, there must be an assortment of stores, activities, and interesting places where they can go. For this reason, establishing links between CDH and the downtown will need to be an ongoing planning and marketing effort that grows in parallel with the increase in retail activity in the area. Initial strategies may include:

- Redeveloping the northeast corner of High Lake Road and Winfield Road to create more of a physical connection between the campus and downtown retail, and to visually screen the existing parking deck
- Ensuring that downtown redevelopment plans create and maintain safe, pleasant, and convenient pedestrian access between the campus and the

downtown

- Marketing downtown stores to hospital employees and visitors through advertising flyers, coupons, on-campus events, and other means
- Making a priority of expanding dining options in the downtown in order to attract patrons that would otherwise choose the hospital cafeteria
- Maintaining an ongoing communication between CDH and the Village in order to raise and address issues of interest to one or both parties, and to create mutually beneficial solutions

As redevelopment progresses and specific retailers and other users are identified, targeted strategies can be developed that more directly address opportunities for linking CDH and Downtown Winfield.

Residential Potential

The size of the market for attached housing in Winfield, both resale and new construction, is relatively modest. The rural/natural character of the community and an observed preference for single-family detached homes has up to this point translated into a more limited availability of higher density residential product in Winfield compared to other communities in the local market area. However, projects like Lee Station have demonstrated that some demand does exist for townhomes and condominiums in Downtown Winfield. The market analysis presented earlier in this report assessed the potential based on the existing competitive position of the study area.

Townhomes. We estimate demand for new townhomes in Downtown Winfield at approximately 10 to 20 units per year. This level of demand can potentially support one larger project or two smaller projects over the next five years. The current Winfield Fuel and Material site (Opportunity Site 5), would be the primary potential location for townhome development, assuming that its access issues can be resolved.

Condominiums. New condominium demand is estimated to be very modest: approximately four to six units per year. Such a small increment is not likely to support a single project of significant size, but this demand could be filled by small mixed-use buildings in the Downtown Core (Opportunity Site 2). As new storefronts are added, condominiums could be included on the upper floors.

While the existing competitive position of Downtown Winfield has translated to modest demand potential for higher density housing, emerging demographic trends and strategic actions by the Village could work to shift this competitive position and enhance the potential of the study area for new townhome and/or condominium development. These factors include:

- Projected market area household growth from 2007 to 2012 concentrated in age groups representing affluent young professionals and baby boomers, which are key market segments for attached housing
- Proximity to large employers such as CDH and the DuPage County Government Center, potentially capitalizing on an increasing desire by employees to live closer to where they work

As these factors play out, Downtown Winfield can potentially shift its competitive position and capture more demand for higher density residential than is indicated by the demand estimates discussed above. The disruption in the housing market caused by the current downturn will slow this shift somewhat, as market conditions will need time to stabilize before returning to longer term trends. This shift is

also dependent on the availability of appropriately sized and configured sites in the study area that are ready for development. The Village may need to consider playing a role in facilitating redevelopment in order to implement a residential project that can significantly shift the downtown's competitive position.

New residential projects of either type should plan for relatively moderate base prices, but with the opportunity and ability to upgrade units to meet individual buyers' tastes and budgets. While Winfield is an affluent market and empty-nesters will be the primary target, the presence of CDH and other employers will also create a pool of younger potential buyers who work locally as nurses, medical administrators, schoolteachers, etc. To the extent possible, the residential product should be designed to be able to serve both market segments. A residential project has a greater chance of success if it can appeal to the broadest possible range of buyers, especially when the project is in a somewhat pioneering location such as Downtown Winfield.

Village of Winfield Town Center Market & Capacity Study

To provide a more realistic development scenario of the Village's "initial" retail program and focus for the Village, the development concept for the Winfield Town Center is presented in 3 phases.

Phase 1 represents the first development program for the Town Center. It entails the development of Tier 1 priority sites focused at the immediate intersection of High Lake Road and Winfield Road. It illustrates a build out scenario at the low end of the square footage potential for the "initial" retail development program.

Phase 2 represents the continued development of Tier 1 priority sites which is nearing the high end of the square footage range for "initial" potential retail development in the Winfield Town Center.

Phase 3 represents full build out of the Winfield Town Center beyond the "initial" potential, to its full physical capacity. It encompasses the development of the Tier 2 sites and illustrates the planned Riverwalk and residential development of the Winfield Fuel and Materials site.

Figure 8.2
Redevelopment Opportunity Map



Retail Alternative

Phase 1

Phase 1 represents the first development initiatives that should be undertaken in the Town Center. It also identifies existing uses to remain. Phase 1 should focus development at the intersection of High Lake Road and Winfield Road.

The total ground floor square footage for retail space in Phase 1 is 60,500 (excluding CDH buildings 5 & 6), near the low end of the “initial” retail potential (62,000 to 117,800 square feet) identified through a detailed market study.

Building 1 – 22,000 Square Feet

Building 1 should have strong orientation to High Lake Road and Winfield Road. Since it affords the ability to provide parking on-site, it would be a preferred location for a grocery store, furniture store, or possibly a pharmacy/drug store.

Potential Development Program

- Grocery Store - 20,000 square feet
- Art Gallery/Framing/ Décor - 2,000 square feet

Building 2 – 7,500 Square Feet

Building 2 should have strong orientation to High Lake Road and maintain ground floor views for the a continuous streetwall between Town Center Building (to remain) to the east. The shallow building depth will limit tenants to smaller retailers and shops. Building 2 (and 3) would require reconfiguration of the existing 61-space commuter lot north of the tracks and west of Winfield Road resulting in the lot becoming a potential 41-space lot (a decrease of 20 spaces). As stated earlier, there cannot be a net loss in commuter parking throughout each phase of redevelopment. Therefore, the 20 commuter parking spaces should be relocated elsewhere in the Town Center such as within a reconfigured parking lot east of the current Village Hall.

Potential Development Program

- Coffee/Tea Shop - 1,000 square feet
- Health Food/Vitamins - 1,500 square feet
- Cosmetics/Beauty Supplies - 1,500 square feet
- Optical Store - 1,500 square feet
- Cards/Gifts/Stationary - 1,000 square feet
- Cellphones -1,000 square feet

Figure 8.3
Phase 1 Map

Section Eight Downtown Center



Phase 1 Legend

4 Building ID Number
21,500 Square Footage (ground floor)

Building 3 – 9,500 Square Feet

Building 3 should have strong orientation to High Lake Road and maintain a continuous streetwall between Brach's Service Center (should remain) to the east. The shallow building depth will limit tenants to smaller retailers and shops.

Potential Development Program

- Cards/Gifts/ Stationary - 3,000 square feet
- Coffee/Tea Shop - 2,000 square feet
- Cellphones - 1,500 square feet
- Health Food/Vitamins - 3,000 square feet

Building 4 – 21,500 Square Feet

Building 4 should also have strong orientation to High Lake Road and Winfield Road. The potential size of this development would begin to establish the area as the "Downtown Core" and it should develop with pedestrian-oriented retail uses. In addition, it is proximate to the Metra Station and should include uses that are traditionally patronized by commuters.

Potential Development Program

- Bakery/Donuts - 2,200 square feet
- Cards/Gifts/ Stationary - 2,000 square feet
- Coffee/Tea Shop - 2,000 square feet
- Dry Cleaners - 2,000 square feet
- Photography Studio - 1,800 square feet
- Cellphones - 900 square feet
- Restaurant- Fast Casual/Deli - 3,000 square feet
- Wine/Liquor- Store - 2,700 square feet
- Cigar Shop - 2,000 square feet
- Antiques - 1,800 square feet
- Ice Cream Shop/Candy - 1,100 square feet

Building 5 – 21,500 Square Feet & Building 6

These two buildings are situated on property owned by Central DuPage Hospital. Development of these buildings to professional offices would strengthen the corner of High Lake and Winfield Roads and better tie the hospital to the Winfield Town Center. Timing for the development of these buildings is at the discretion of the CDH and could occur in any phase. To assist in creating a pedestrian environment in the Town Center, the Village should encourage development of this area when other corners are redeveloped.

Phase 2

Phase 2 entails the continued development of Tier 1 priority areas which add an additional 55,700 square feet to the Town Center. The development of Phase 2 would bring the total construction to 116,200 square feet - near the high end of the potential retail space identified through a detailed market study (62,00 to 117,800 square feet).

Building 7 – 19,500 Square Feet

Building 7 should maintain the street presence along Winfield Road created by Building 1. Since it affords the ability to provide parking on-site, it would be a preferred location for a grocery store, furniture store, or possibly a pharmacy/drug store; a use generating single purpose visits such as a fitness center; or a use which generates heavy pick up and drop off traffic, such as a daycare.

Potential Development Program

- Furniture, Hardware, or Home Furnishings - 19,500 square feet

Building 8 – 26,600 Square Feet

Building 8 should maintain the street presence along High Lake Road created by Building 1. Since it affords the ability to provide parking on-site, it would be a preferred location for a grocery store, furniture store, or possibly a pharmacy/drug store; a use generating single purpose visits such as a fitness center; or a use which generates heavy pick up and drop off traffic such as a daycare.

Potential Development Program

- Fitness Center -10,000 square feet
- Daycare Center - 6,500 square feet
- Container/Closet Store - 4,000 square feet
- Restaurant- Sit Down - 3,000 square feet
- Art Gallery/Framing/ Décor - 3,100 square feet

Building 9 – 9,600 Square Feet

Building 9 has limited visibility and exposure to traffic travelling along the busier streets in the Town Center. However it is very close to the Metra Station and

Village of Winfield Town Center Market & Capacity Study

would provide an excellent opportunity to offer goods and services targeted for commuters as well as other visitors to Downtown.

Potential Development Program

- Bakery/Donuts - 2,200 square feet
- Cards/Gifts/Stationary - 3,000 square feet
- Coffee/Tea Shop - 2,700 square feet
- Dry Cleaners - 1,700 square feet

Figure 8.4
Phase 2 Map

Section Eight Downtown Center

7
19,500

8
26,600

9
9,600

Phase 2 Legend

4
21,500
Building ID Number
Square Footage (ground floor)

Phase 3

Phase 3 represents full build out of the Winfield Town Center and illustrates its physical capacity to accommodate new development. It encompasses the development of all the Tier 2 sites, which would add an additional 81,200 square feet of ground floor space in the Town Center – a total of 197,400, exceeding the “initial” potential (62,00 to 117,800 square feet). Full realization of a Phase 3 build out would entail increasing population within the Winfield Town Center and establishing and capitalizing upon a market niche that could transform Downtown Winfield into a destination for a type of product or experience, leading to development potential beyond the initial market assessment.

Full-build out of the Winfield Town Center illustrates an increase in overall commuter parking spaces and identifies a number of potential parking lot improvements. Near Building 10, a new 45-space lot south of the tracks and west of Winfield Road is proposed. Near Building 11, the existing nine-space commuter lot would be reconfigured and expanded to a 158-space lot. The existing 60-space lot at the southern end of the study area would be part of the 158-space lot. Near Building 12, the existing eight commuter spaces just south of the tracks and east of Winfield Road would remain. Reconfiguration and expansion of two commuter parking lots with 4 spaces and 33 spaces would be reconfigured and expanded into a 104-space lot.

Building 10 - N/A

Potential Development Program

- Mixed Multi-Family Residential

Building 11 – 19,600 Square Feet

Potential Development Program

- Restaurants- Sit Down - 3,000 square feet
- Cellphone - 1,000 square feet
- Art Gallery/Framing/ Decor - 1,100 square feet
- Furniture/Home - 5,000 square feet
- Health Food/Vitamins - 3,000 square feet
- Bakery/Donuts - 2,000 square feet
- Cards/Gifts/Stationary - 2,100 square feet
- Wine/Liquor- Store - 2,400 square feet

Figure 8.5
Phase 3 Map

Section Eight Downtown Center



Retail Alternative

Phase 3 Legend

4 Building ID Number
21,500 Square Footage (ground floor)

Building 12 - 22,000 Square Feet

Potential Development Program

- Ice Cream Shop/Candy - 1,100 square feet
- Restaurant-Casual/Deli - 1,000 square feet
- Craft/Hobbies - 2,000 square feet
- Coffee/Tea Shop - 1,300 square feet
- Drug/Pharmacy - 15,000 square feet
- Dry Cleaners - 1,600 square feet

Building 13 - 10,700 Square Feet

Potential Development Program

- New Village Hall
- Relocated Post Office

Building 14 - 15,000 Square Feet

Potential Development Program

- Photography Studio - 1,800 square feet
- Cellphones - 1,600 square feet
- Restaurant- Fast Casual/Deli - 6,000 square feet
- Wine/Liquor- Store - 2,400 square feet
- Cigar Shop - 1,700 square feet
- Antiques - 1,500 square feet

Building 15 - 13,000 Square Feet

Potential Development Program

- Restaurant-Sit Down - 3,000 square feet
- Restaurant- Fast Casual/Deli - 2,000 square feet
- Ice Cream Shop/Candy - 1,500 square feet
- Craft/Hobbies - 2,000 square feet
- Daycare Center - 3,000 square feet
- Optical Store - 1,500 square feet
- South of Building 15, a new 411-space shared use parking structure will replace the 126 existing surface community parking spaces. This will result in 285 additional shared use parking spaces.

Preferred Development Concept

Overall, the Concept illustrates the physical capacity of Downtown Winfield. It illustrates 197,400 square feet of ground floor commercial space with additional office and multi-family residential development opportunities above the ground floors, while providing primarily surface parking lots for businesses and commuters. This concept provide 767 commuter spaces (including the 60 spaces at the southern end of the study area that will remain), which exceeds Metra's projected need for parking based on the Metra's UP-W Upgrade New Starts project. The 8-space commuter lot just south of the tracks and east of Winfield Road and the 60-space commuter lot at the southern end of the study area would remain. The remaining 239 existing commuter spaces would be reconfigured for redevelopment, parking lot expansion, or for the new 411-space shared-use parking structure

The preferred development concept creates a continuous street wall of commercial uses in the northern portion of the Town Center, it promotes walkability, adds public parks and open space along the river, and in the southern portion, proposes new residential and commercial redevelopment.

A "Downtown Core" is established at the southeast corner of High Lake and Winfield Roads. Comprised of Buildings 4, 9, 14, and 15, along with existing uses, the "Downtown Core" area accommodates more than 60,000 square feet of commercial space.

The concept looks to provide additional commercial space along the western side of Winfield Road (Buildings 1, 7 & 8) in the northern portion of the Town Center. This option also creates a continuous street wall in this portion of Winfield Road that provides highly visible commercial space.

A mix of residential townhomes and condominium units could be accommodated on the Winfield Fuel and Material Site. This concept illustrates a combination of rear-loaded townhomes and two multi-story condominium buildings built on the remaining portion of the site. The condominium buildings are positioned near the rail line.

A shared-use three-level parking structure would provide approximately 411 spaces in the Town Center. The multi-level structure should be designed of traditional architecture to promote the desired character of the Town Center. The multi-level structure would also provide the opportunity to construct a needed grade-separated pedestrian crossing, in the form of either an overpass or underpass, near the parking structure.

Village of Winfield Town Center Market & Capacity Study

This concept plan also improves bus circulation and pick-up/drop-off in the Town Center by a new dedicated bus circulation route, east through the commuter parking lot from the Town Center Transit Hub.

Also illustrated is the Village's Riverwalk. The concept provides public access to the river reflecting the plans for the riverwalk along the DuPage River. Connections from the Town Center with this riverwalk are important to promote walking and bicycling to and from the Town Center. The issue of the riverwalk crossing High Lake Road should also be addressed.

Figure 8.6
*Preferred Development
Concept Map*

Section Eight Downtown Center



Retail Alternative

Preferred Development Concept Legend

- 4** Building ID Number
21,500 Square Footage (ground floor)
- P4** Parking Area ID Number
158 Number of Parking Spaces (Commuter only)

Village of Winfield Town Center Market & Capacity Study



Commuter Parking Legend

- P4** Parking Area ID Number
- 158 Number of Parking Spaces (Metra only)

Section Nine: Implementation Strategies

Developing the Town Center Marketing and Capacity Study and establishing a preferred development concept for Winfield's Town Center is only the beginning of the Town Center improvement process. Administering key actions, developing necessary policies, and implementing recommendations presented in the Study are all essential to the success of Winfield's Town Center.

This section identifies specific development sites and issues as well as outlining potential actions and funding sources that could be utilized to accomplish the Village's goals.

Existing Village Hall Site as Town Center Transit Hub

The preferred concept, identifying the potential capacity of the Town Center, calls for the Village Hall to be moved to a core commercial area just northeast of its current location. The existing Village Hall site should be replaced by a Town Center Transit Hub and should contain a mix of uses such as a visitors' bureau, post office, and other convenience oriented commercial uses. This hub would provide fewer conflicts between pedestrians and motorists while simultaneously increasing the circulation of both. There will be designated lanes for buses and kiss-and-ride at the proposed transit hub. The transit hub would provide pedestrians with access to Pace Suburban Bus service. The Village should discuss the proposed transit hub with Pace, Metra, IDOT, and surrounding communities to achieve this goal. The Village would need to seek their own funding for this project.

Commuter Parking

The preferred development concept plan includes space for Metra's projected need for 350 additional parking spaces as part of Metra's UP-W Upgrade New Starts project. The plan reconfigures 239 existing commuter spaces for redevelopment, parking lot expansion, and for the 411-space shared-use parking structure. The 8-space commuter lot just south of the tracks and east of Winfield Road and the 60-space commuter lot at the southern end of the study area would remain untouched. Spaces will continue to be located on the north and south sides of the tracks. The additional commuter parking spaces would provide residents of the Village of Winfield and surrounding areas with the option of taking the train to work each day instead of using their personal automobiles.

As the Village moves forward in the downtown planning process and considers the redevelopment of existing commuter parking and replacement of those spaces in the parking structures, it is important to keep in mind the following guidelines:

Figure 8.9
Commuter Parking Map

Village of Winfield Town Center Market & Capacity Study

- Throughout each step of the redevelopment process, the amount of commuter parking in the Winfield Station area should remain at its current level, resulting in no net loss of spaces during any of the phases. Alternative commuter parking locations must be found when existing commuter locations are under construction (being reconfigured and expanded).
- Most grant dollars, including Metra's, are not available for financing the replacement of commuter parking spaces that are displaced from designated and/or historical commuter parking facilities. Thus, the communities and/or developer(s) would need to finance the replacement of any commuter spaces that are displaced due to development.
- Commuter parking that may be displaced as a result of proposed development should not be replaced within other existing commuter parking lots in any of the nearby station areas.
- The land for a majority of the lots at the Winfield Station was purchased with state and federal funds, thus this will need to be discussed with IDOT. The financial obligations of commuter parking lots proposed for redevelopment will need to be honored and repaid. The use of federal funds for the construction of new parking facilities may be restricted, if parking spaces that were federally funded, are removed or altered during redevelopment.
- It is important to note that the UP owns the land that contains Lot 3 on the north side of Chicago Avenue in the UP right-of-way and east of Winfield Road. Metra owns Lot #13 south of Jewell Road and east of Winfield Road.
- Metra encourages the exploration of shared parking opportunities where the commuter parking can be used by others in the evenings and on weekends.
- Given that the Village's study includes a Preferred Concept with structured parking, it is important to note that Metra does not have funds to build a parking structure in order to accommodate Metra's projected need for an additional 350 to 400 spaces as part of Metra's UP-W New Starts Upgrade project. Through experience in other communities, parking structures are extremely costly to build, operate, and maintain. Grant dollars for the construction of structured parking has been limited to date and securing these funds is a highly competitive process. While Metra has participated in funding new additional commuter parking spaces within structures (not replacement spaces), the level of participation has generally equated to the cost of building an equivalent number of surface spaces. Consideration should be given to involving multiple partners (public and private) in order to share the spaces and costs of a proposed parking structure and any new infrastructure associated with the facility (roads, sidewalks, etc.).
- Commuter parking fees within the proposed parking facilities need to remain comparable and competitive with commuter parking fees within

the Metra system.

- The Village would need to discuss the structure with Metra's Executive Director.

Commercial Development

The preferred concept contains a number of areas for new commercial development north and south of the railroad tracks including the new municipal center. Another key commercial node would be located at the intersection of Winfield Road and High Lake Road.

To facilitate the development of these proposed commercial areas, the Village of Winfield should consider a number of actions including potential acquisition of key parcels. Acquiring land would allow for better control of the proposed commercial areas. As part of this process the Village should explore available options for potential business relocations if needed.

The Village of Winfield should proactively encourage the assemblage of smaller contiguous parcels of land. Assembling land into larger parcels gives developers more options and provides the opportunity to use a site more efficiently; doing this will create opportunities for development that may not otherwise have been possible. If not acquiring the property itself, the Village should provide assistance in facilitating transactions and expediting the development process.

The Village should also market existing and future commercial areas to prospective and existing businesses. Regular meetings should be held with developers, real estate professionals, property and business owners to keep them informed of new improvements and other changes occurring in the community. An up-to-date inventory of available properties should be maintained by the Village to provide potential developers/business owners with easy access to the information. All information should be posted on the Village's website.

The Village could accomplish some of the identified goals through a series of administrative actions, development/redevelopment incentives and outside funding sources. A summary of some these initiatives and sources are outlined later in this section.

Residential Development

The preferred development concept envisions new residential development south of the railroad. New residential development should be mid to high-density and should include condominium and townhome units. This type of residential

development would support local public transit uses like Metra and Pace and increase activity within the Town Center. Residents of the residential developments would have the option of walking to the various commercial developments in Downtown Winfield and would have easy access to the Village's Riverwalk multi-use path.

The preferred development concept should be used to guide the location, type, and amount of housing in this area. Using the preferred development concept in this way would justify actions taken by the Village and guide residential development in an orderly manner. Where necessary, the Village of Winfield should amend the zoning ordinance and zoning map to reflect the desired housing types of the preferred concept, and establish setback, height, and density requirements for new residential development.

New residential development could be incorporated into mixed-use projects. Many of the same funding mechanisms and development incentives designed to facilitate commercial development may also be applicable for residential. Those initiatives and sources are outlined later in this section.

Riverwalk Multi-Use Path

The preferred concept contains a Riverwalk/multi-use path along the east side of the DuPage River. This path would provide pedestrians, bicyclists, and others with an area to utilize and enjoy. The Riverwalk would connect to other elements called for by the preferred concept plan including the public art space with interpretive signage and the pond overlook with educational signage. The Riverwalk would also pass the outdoor performance area, boat launch site, Riverwalk community center, and the existing Lion's Park. The Winfield Riverwalk would also enhance the Village's most important environmental feature, the DuPage River. With its scenic views and numerous recreational opportunities, the DuPage River is invaluable to the community. The Riverwalk would also provide recreational space and cultural opportunities for residents and serve as an attraction for visitors.

The Riverwalk project, as called for in the preferred development concept plan, would be eligible for multiple sources of funding, lessening the project's financial impact on the Village of Winfield.

Stormwater and Floodplain

As new development and redevelopment occurs within the Town Center, each should be cognizant of potential stormwater and floodplain issues. Generally, parcels in the southern sector of the Town Center, near the creek, and the parcels in the western sector of the Town Center along the DuPage River have stormwater and flooding issues. These issues can be mitigated through improved site design and engineering, especially, in cases where redevelopment occurs.

Improved techniques for handling stormwater runoff, such as the installation of underground storage, and the use of best management practices (BMPs) should be utilized to improve stormwater management in the Town Center.

Once extremely expensive to build, underground stormwater storage systems are now more affordable to construct, and as a result are becoming more feasible for many communities to implement. Redevelopment within the Town Center should include underground storage wherever possible in the place of traditional detention/retention facilities.

The Village should look for potential opportunities to work with private developers to create larger underground storage systems with excess storage capacity. Once constructed, future developments within the Town Center could then have the opportunity to “purchase” space within the excess capacity of the larger underground storage system. This would allow for larger, more cohesive development opportunities within the Town Center. As land within the Town Center becomes more valuable and desirable, the economic rationale for using underground storage will continue to improve.

Central DuPage Hospital Street Realignment

The preferred concept envisions a new road leading into the Central DuPage Hospital parking facility off of High Lake Road. This street realignment will improve traffic flow and accessibility around Central DuPage Hospital while reducing congestion in this area.

Implementing a Catalytic Redevelopment Project

The following outlines a potential process for implementing a “catalytic” redevelopment project. The idea is to devote resources to getting a project going on the best and/or easiest site to redevelop so it will catalyze redevelopment activity in the area by focusing attention and building momentum.

Village of Winfield Town Center Market & Capacity Study

1. Focus on a Priority Project. Focus should be on a single priority project to pursue in more detail. Consensus is important at this point so that everyone is on board. The northwest corner of Winfield and High Lake would be one potential location.
2. Assemble the Project Site. Whether the Village acquires a site itself or facilitates a partnership among landowners and the Village, it is important that the Village and/or its partners control the site before getting too far into a site-specific implementation process.
3. Conduct Due Diligence and Detailed Planning. Once a project site is defined and under control, the Village can commence with due diligence and detailed site planning to establish its physical capacity for development. The idea is to create a concept that is physically and economically feasible that will be credible to the development community. The concept should be designed to a level of detail so that it can be analyzed for compliance with Village development regulations, and so the community and Village officials can come to consensus on a preferred scheme.
4. Solicit Developers. The preferred concept would be included in a developer RFQ/P as an illustrative example and starting point for developers.
5. Establish TIF Assistance Policy. This can be done anytime during the implementation process, though it might be easier to do as a potential project (and its potential issues) takes shape. Many suburban downtown redevelopment projects require some level of TIF assistance, so the Village should be prepared to identify how much assistance it is willing (and able) to provide, and what it expects in return from projects that receive assistance.
6. Negotiate a Redevelopment Agreement (RDA). The Village would negotiate a RDA with the selected developer that lays out roles, responsibilities, and timelines for all parties. The RDA also should define the details of the development project (usually a PUD is approved prior to or in parallel with the RDA).
7. Project Implementation. There are many ways the Village can play an important role in project implementation, including facilitating interactions with other government agencies (such as IDOT, Metra, Pace,

RTA, UP, etc.), helping the developer navigate through the processes including but not limited to marketing efforts.

Capital Improvement Projects

Capital improvement projects identified in the concept plan can be broken down into two categories: Phase I Improvements and Phase II Improvements. Phase I Improvements are the less expensive improvements that need to take place prior to implementing bigger tickets items, and most importantly prior to full-scale redevelopment.

Phase I

1. UPRR freight Coordination - Initial coordination has to take place with Union Pacific regarding the down time of the gates and signals at the grade crossing at Winfield Road. Union Pacific has stated that according to their rules and regulations, freight trains should not block the intersection of Winfield Road for more than a “minimal amount of time”.

In a June 2008 report, Union Pacific recommended that the Village hire a consultant or use in-house staff to document freight stoppages at Winfield Road. This report should document the day, time and length of down time for the gates. As recommended by Union Pacific, the documentation process should also include contacting the Railroad Crossing Desk whenever a freight train is blocking Winfield Road. If followed, this process should help to increase the capacity of Winfield Road at the grade crossing.

2. Utility Study/Improvements Report - With any comprehensive redevelopment, it is important to plan ahead to make sure the existing and proposed uses can be sufficiently supported by the public utility infrastructure. Based on the current proposed redevelopment concept for the different sites, the existing utility’s ability to support the proposed redevelopment should be assessed. Finally, the report would make recommendations for proposed infrastructure improvements in order to be able to successfully accommodate the proposed redevelopment.

3. Parking Lot Construction/Modification - The reconfiguration of the parking lots east of the proposed transit hub should be done initially, while still planning for a potential shared-use parking garage in the future (assuming there is demand). While the reconfiguration does not account for the entire amount of requested commuter spaces from Metra, it does greatly increase the capacity of the existing lots at a small cost.

Although existing Metra parking lots are not fully utilized, Federal New Starts requirements dictate that Metra provide for long term parking demand during construction of the UP-W Upgrade project. The final determination of these needs may be modified during New Starts project development. Phased implementation of structured parking may be possible based on surrounding redevelopment. However, it is important to note that Metra does not have funds to build a parking structure in order to accommodate Metra's projected need for an additional 350 to 400 spaces as part of Metra's UP-W New Starts Upgrade project. Through experience in other communities, parking structures are extremely costly to build, operate, and maintain. Grant dollars for the construction of structured parking has been limited to date and securing these funds is a highly competitive process. While Metra has participated in funding new additional commuter parking spaces within structures (not replacement spaces), the level of participation has generally equated to the cost of building an equivalent number of surface spaces. Consideration should be given to involving multiple partners (public and private) in order to share the spaces and costs of a proposed parking structure and any new infrastructure associated with the facility (roads, sidewalks, etc.).

Phase II

4. Roadway/Streetscape Improvements – As redevelopment occurs, the Village should work to uniformly improve adjacent public right-of-way to create a pedestrian friendly streetscape. Improvements should include provisions for pedestrians and bicyclists along with lighting and landscaping. Typical sections should be developed along with design guidelines to provide a consistent appearance.

5. Parking Deck Improvements – Metra has stated that their parking projections require 650 parking spaces in the downtown area. These projections are extremely high, especially given the size of developable area in Winfield as well as the fact that the existing commuter parking is not 100% utilized on a daily basis, however, they are based upon future projections that would occur after improved Metra service/scheduling for Winfield. If these parking requirements are to be realized along with full-scale redevelopment, a parking garage should be explored in order to maximize the developable area and minimize the area used for parking.

6. Intersection Improvements – Winfield Road at High Lake Avenue will eventually need to be widened and improved in order to accommodate redevelopment traffic along with growth in the adjacent areas. An Intersection Design Study (IDS) should be performed along with a Traffic

Impact Study for the entire Town Center. Based on the results of both studies, the intersection should be improved to accommodate the future traffic.

Potential Funding Sources

The following is a list of possible funding sources that the Village should aggressively pursue to fund some of the aforementioned improvements. The sources listed below have many sub-categories that allow communities to apply for funding for many different types of projects:

1. Metra/RTA – The Village of Winfield should continue to work with Metra and RTA to request additional cost participation in some redevelopment areas, specifically parking expansion (as discussed on in the Commuter Parking section on pages 129 through 131 of this document).
2. Rail Freight Program - The purpose of the program is to provide capital assistance to communities, railroads and shippers to preserve and improve rail freight service in Illinois. The primary role of the program is to facilitate investments in rail service by serving as a link between interested parties and channeling government funds to projects that achieve statewide economic development. IDOT will generally provide low interest loans to finance rail improvements and, in some cases, provide grants. The focus is on projects with the greatest potential for improving access to markets and maintaining transportation cost savings, and where state participation will leverage private investments to foster permanent solutions to rail service problems. A benefit/cost ratio is used to evaluate potential rail freight projects. UPRR coordination and gate down time studies could be paid for by this program.
3. 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. CMAQ funds are generally only available for new additional commuter spaces, not replacement spaces. 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 intersection of High Lake Avenue and Winfield Road could qualify for CMAQ funds. This is due to the fact that it is a heavily traveled intersection with congestion caused by geometric deficiencies. The current deficient traffic capacity creates a large amount of excess vehicle emissions, which could be greatly reduced by improving the intersection. The design and installation of a pedestrian underpass/over pass at the UPRR could also be another candidate for CMAQ funding.

4. The Illinois Safe Routes Program - The Illinois Safe Routes to School Program (SRTS) is administered by the Illinois Department of Transportation (IDOT). SRTS uses a multidisciplinary approach to improve conditions for students who walk or bike to school. The program has three main goals:

- To enable and encourage children, including those with disabilities, to walk and bicycle to school
- To make bicycling and walking to school a safer and more appealing transportation alternative, thereby encouraging a healthy and active lifestyle from an early age; and
- To facilitate the planning, development, and implementation of projects and activities that will improve safety and reduce traffic, fuel consumption, and air pollution in the vicinity (within 2 miles) of both public and private primary and middle schools (grades K-8).

Illinois Safe Routes to School funds both infrastructure improvements to the physical environment as well as non-infrastructure projects. Eligible project sponsors include schools and school districts, governmental entities and non-profit organizations. Projects may be organized on a variety of jurisdictional levels. Key features of the Illinois SRTS Program include:

- Projects are funded at 100% with no local match required.
- Between 70% and 90% of funds will support infrastructure projects. 10% to 30% of funds will support non-infrastructure programs.
- All applications require an approved Illinois School Travel Plan
- Only those projects and programs included in the corresponding School Travel Plan are eligible for funding.

- Multiple projects may be applied for by a single Sponsoring Agency, using a single application.

This program/grant could be applied for to use improving Beecher Street sidewalk and bike lane connections to the schools and parks.

5. 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 Winfield will need to be coordinated and lobbied for by the Village's local representatives in Congress.

6. Legislative "Set-Asides" - The Village of Winfield should aggressively lobby their local State Representatives to get funding via the State Legislature. These funds can be used for any project in the Town Center.

7. Surface Transportation Program - The Surface Transportation Program is a federal program for roadway improvements that is managed by regional Councils throughout Illinois. The DuPage Mayors and Managers Conference is in charge of programming monies for any STP project in Winfield. Applications for STP projects are submitted to the Mayors and Managers Conference and are then ranked and programmed for a 5-year period. The Conference funds projects at 75% (25% local match) for Phase I and Phase II Engineering and Construction. Roadway improvements to Winfield Road could be funded by the STP program. Intersection improvements at Winfield Road and Highlake Avenue are a candidate for STP funds.

8. Illinois Green Streets Initiative - The Governor's Illinois Green Streets Initiative is part of the Replanting the Prairie State Initiative to further

reduce greenhouse emissions in the state. Although funded through the ITEP program, applications for the Illinois Green Streets Initiative will utilize a separate application unique to that program. Project sponsors may receive up to 80 percent reimbursement for project costs. The remaining 20 percent is the responsibility of the project sponsor. Landscaping (trees and grasses) associated with public improvements are eligible.

9. Illinois Bicycle Path Program (IBPP) - The Illinois Bicycle Path Grant Program was created in 1990 to financially assist eligible units of government acquire, construct, and rehabilitate public, non-motorized bicycle paths and directly related support facilities. Grants are available to any local government agency having statutory authority to acquire and develop land for public bicycle path purposes. Financial assistance up to 50% of approved project costs is available through the program. Maximum grant awards for development projects are limited to \$200,000 per annual request; no maximum exists for acquisition projects. Revenue for the program comes from a percentage of vehicle title fees collected pursuant to Section 3-821(f) of the Illinois vehicle code. The proposed multi-use path along the river could be eligible for funding by this program.

10. Grade Crossing Safety Improvement Program - The Illinois Commerce Commission has the statutory responsibility to improve safety at public highway-rail crossings in the State of Illinois. Currently, there are over 8,400 highway-rail grade crossings in Illinois, of which over 800 are on state roads, and more than 7,600 are on local roads. There over 2,700 highway-rail grade-separated crossings (bridges) in the state. More than 4,730 grade crossings are on private property, which are not under the jurisdiction of the state, and there are over 163 private bridge structures. There are nearly 400 pedestrian grade crossings and 85 pedestrian grade separated crossings (bridges) in Illinois. Nationally, Illinois is second only to Texas in the total number of highway-rail crossings.

The Commission orders safety improvements at public highway-rail crossings with the cost of such improvements paid by the state, the railroads, and local governments. On state roads, the Illinois Department of Transportation (IDOT) pays the majority of the costs through the State Road Fund. For local roads, the Illinois General Assembly created the Grade Crossing Protection Fund (GCPF) to bear the majority of the costs of improvements.

11. Recreational Trails Program (RTP) - The Illinois Department of

Natural Resources (IDNR) is responsible for distributing federal funds from the Recreational Trails Program (RTP) to local governments and other qualifying trail project sponsors. The RTP can provide up to 80 percent of the funds required for the cost of a qualifying trails project. The remaining 20 percent must come from the project's sponsor.

12. Open Space Lands Acquisition and Development Program (OSLAD) - The OSLAD program is a state-financed grant program that provides funding assistance to local government agencies for acquisition and/or development of land for public parks and open space. The program is managed by the Illinois Department of Natural Resources (IDNR). Under the OSLAD program, funding assistance up to 50% of approved project costs can be obtained. Grant awards up to \$750,000 are available for acquisition projects, while development/renovation projects are limited to a \$400,000 grant maximum. The Riverwalk project, along with the proposed park improvements would be eligible for an OSLAD grant.

13. Boat Access Area Development Program (BAAD) - This program provides funding to local government agencies for the construction and rehabilitation of public boat and canoe access areas on lakes and rivers in Illinois. Projects qualifying for funding are eligible to receive as much as 100 percent of the project construction costs up to \$200,000 annually. The proposed boat launch in the Riverwalk area could be funded through this program.

14. Tax Increment Financing (TIF) - The use of Tax Increment Financing is a potential mechanism for facilitating development within the boundaries of a designated TIF District. TIF funds can be used for infrastructure, public improvements, land assemblage and in offsetting the cost of development - including but not limited to engineering, storm-water and other site related issues. Given the issues and opportunities in Downtown Winfield, the availability of TIF funding could serve as an incentive for developers to pursue projects in the study area.

15. Facade improvement programs can be used to help improve and retain existing business by offering low interest loans or grants earmarked for improving the exterior appearance of designated properties.

16. Special Service Area (SSA) - SSAs can be used to fund improvements and programs within a designated service area. An SSA is essentially added to the property tax of the properties within the identified service area and the revenue received is channeled back into projects and

programs benefiting those properties. Implementation of an SSA requires approval by a majority of both property owners and electors within the defined area.

17. Illinois Transportation Enhancement Program (ITEP) – This program provides funding for community projects that expand travel choices and enhance the travel experience. Enhancements could improve the cultural, historic, aesthetic, and environmental aspects of the transportation network and infrastructure within the community. Project sponsors may receive a maximum of 80% reimbursement for project costs. A project must qualify as one of the twelve eligible categories listed in the ITEP Guidelines Manual and relate to surface transportation.

Section Nine Next Steps and Implementation