

# Village of Manteno Comprehensive Plan



June 2006

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# 1

## Community Profile and Existing Conditions

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### Introduction

The *Village of Manteno Comprehensive Plan* is Manteno's road map for the future. It is an official public document that provides a guide for long-range land use, community facilities, and transportation improvements within the Village of Manteno and unincorporated areas within one and one-half miles of Village limits. It serves as a guide for elected and appointed officials by providing a set of Goals and Policies and Future Land Use and Transportation System Plans, which will shape growth and illustrate a recommended future pattern of land use.

The *Village of Manteno Comprehensive Plan* was developed under the auspices of the Plan Commission and Village staff throughout a year-long planning process that began in May 2005. The ideas contained within this document were refined and organized to establish a planning document that articulates Manteno's goals for community development and these ideas are expressed through maps, text, and graphics. The Village of Manteno will take an active role in facilitating development within this planning area in keeping with the goals established by this Plan.

### Plan Outline

The planning process contained a series of steps as reflected in the chapters of this comprehensive plan document. The Plan is organized into six chapters:

- Chapter 1: Community Profile and Existing Conditions
- Chapter 2: Public Process and Growth Scenarios
- Chapter 3: Goals and Policies
- Chapter 4: Future Land Use and Transportation Plan
- Chapter 5: Development Concepts
- Chapter 6: Implementation

The first step in the planning process consisted of a thorough existing conditions analysis, and is discussed in *Chapter 1*. Characteristics of the population, housing and market trends, existing land use patterns and the existing transportation system are analyzed and presented through a number of tables and maps. A review of local and county plans was made and information gathered on planned development projects, population growth trends and issues related to school and infrastructure capacity.

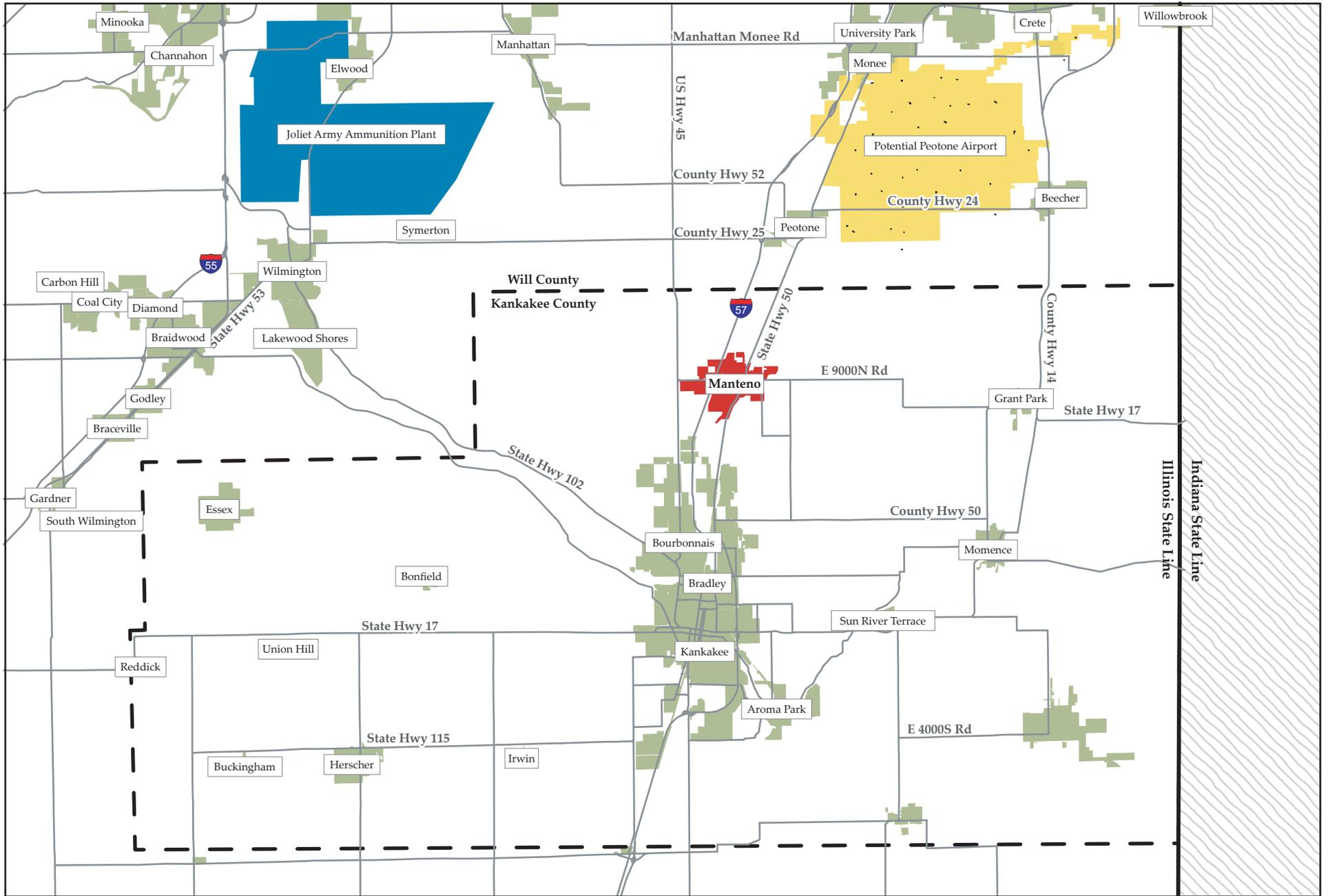
Step two in the planning process consisted of a series of meetings with the Manteno Plan Commission and a visioning workshop which opened up a dialogue with members of the general public in a community-wide forum. Held in November 2005, the workshop included a presentation of the existing conditions and growth trends analysis, followed by a series of small group sessions which asked questions about the future of Manteno. This process is described in *Chapter 2*, with additional material in the Appendix. A preliminary set of goals and policy statements were written reflecting the comments from the public workshop.

The third part of the planning process, also outlined in *Chapter 2*, was the creation of growth scenarios and a preliminary future land use plan. This exercise allowed the community to consider the scope and overall direction of growth over the next 20 years. After these scenarios were identified, housing absorption and capacity analyses were performed to better understand how the land planned for development relates to the potential for growth over a twenty year time frame. Comments from the Plan Commission and Village Board indicated a preferred growth concept, leading to revised growth concepts, and revised set of goals and policy statements as contained in *Chapter 3*.

Under direction of the Manteno Plan Commission a final Future Land Use Plan was produced, as portrayed in *Chapter 4*. *Chapter 5* discusses potential approaches to neighborhood formation and urban design for the Village's commercial corridors and downtown. Implementation approaches are discussed in *Chapter 6*.

## **Regional Context**

Manteno is a vibrant and growing community located along Interstate 57 in north central Kankakee County in the center of Manteno Township. The Village is approximately three square miles in area and is located approximately 40 miles south of downtown Chicago. The Villages of Bourbonnais and Bradley are located approximately five miles south of Manteno (see *Figure 1.1: Regional Location Map*). The village is generally



**Figure 1.1: Regional Location Map**

Village of Manteno Comprehensive Plan

0 1 2 Miles



bounded to the north by 10000N Road, to the south by 8000N Road, to the east by 4000E Road and to the west by State Route 45/52. The Illinois Central railroad runs through the historic center of Manteno. Municipal growth in Manteno over the last ten years has been primarily from the southern and western edges of the community, while Bourbonnais and Bradley have expanded on a northerly track.

In accord with State of Illinois statutes, municipalities in the state of Illinois can articulate the desired land-use pattern in unincorporated areas immediately outside community boundaries. The Village of Manteno has planning jurisdiction which extends one and one-half miles outside the village limits, an area encompassing land within most of Manteno Township and a portion of Rockville Township. As Manteno annexes additional land, the one and one-half mile line will move and establish a new planning area.

## Historical Background

Open prairie land home to the Potawatomie nation prior to European settlement, Manteno was settled in 1844 and incorporated as a village in 1869 (see Figure 1.2). Earliest development took place on what is now the southwest corner of Main and First Streets. Initial growth was spurred by the building of the Illinois Central Railroad in 1853, which boosted the development of a number of other business ventures, particularly the grain industry. Postal service arrived in Manteno in 1870, telephone communication was added in 1883, and a Village Hall constructed in 1895.

By 1900, Manteno boasted about forty enterprises including grain elevators, general stores, blacksmiths, livery and feed stables, furniture stores, restaurants, and a newspaper. By 1920, the population reached 1,182. The Manteno State Hospital, which at one time was the largest state hospital in the world, was built southeast of Manteno in 1928. It was closed in 1985.

Other significant events in local history have included the construction of the Joliet Army Ammunition plant in 1940, which is located approximately sixteen miles northwest of Manteno, and the construction of I-57 in the early 1970's.



**Figure 1.2: Manteno, 1869**

Source: U.S. Historical Archive

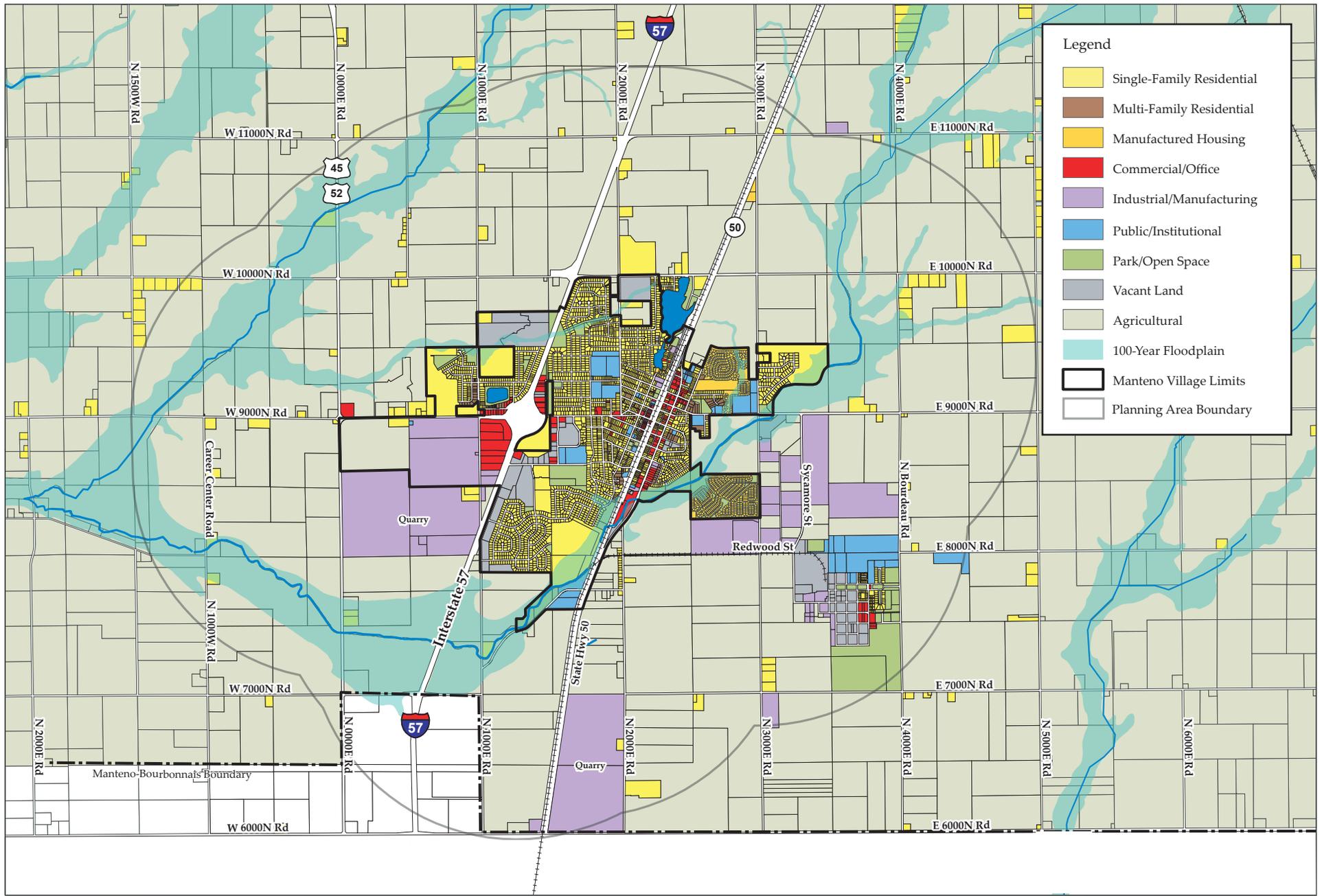
## Existing Land Use

Residential is the primary land use in the community, making up approximately 65% of total land area. The majority of residential uses are single-family detached homes. Other residential types also include duplexes, townhouses, multi-family apartment buildings, and manufactured housing. Older, established residential neighborhoods can be found throughout the central portion of the village, while newer residential development is found on the western and southern edges of the village. (See *Figure 3: Existing Land Use*).

Approximately six percent of land area within the village is dedicated to commercial uses. Commercial land uses include a variety of business types, including service, retail, restaurant, professional office, and automobile service. There are three primary commercial areas in Manteno. Route 50 (Locust Street) is the primary commercial corridor and contains a variety of retail, service, and auto-related commercial uses. Two blocks west of Locust Street, Main Street is the historic center of Manteno. The two block area between Division and Third Streets has older storefront buildings and civic uses, including the Village Hall. These two commercial corridors are divided by the Illinois Central Railroad and a mix of single-family homes and apartments fronting Oak Street. In recent years, commercial development activity located along Division Street to the east and west of the interchange, including a wide variety of convenience and service uses, such as fast food restaurants, gas stations, car dealership, hotels, and a lumber yard.

Industrial uses make up approximately eight percent of land area in Manteno, which includes distribution, and manufacturing uses. A number of major industrial uses can also be found just outside of Manteno. The Kmart Distribution Center is the largest industrial development in Manteno, while the Sears Distribution Center and the 170-acre Manteno Quarry are located just outside Village limits. In addition, the Farmers Elevator Company of Manteno stands as the tallest structure in town, with capacity to house two million bushels of corn or soybeans at any one time.

Public and institutional uses account for approximately five percent of total land area. Such uses include government offices, police and fire facilities, and cultural and religious uses. Public parks and recreational areas account for approximately eight percent of total land area in Manteno. Outside Manteno, the primary land use is active agricultural land. In addition, the Illinois Veteran's Home, Diversatech Campus (former Manteno State Hospital) and several residential subdivisions and homesteads can also be found in close proximity to the village.



**Figure 1.3: Existing Land Use**  
 Village of Manteno Comprehensive Plan

0 0.25 0.5 1 Miles



## **Community Facilities**

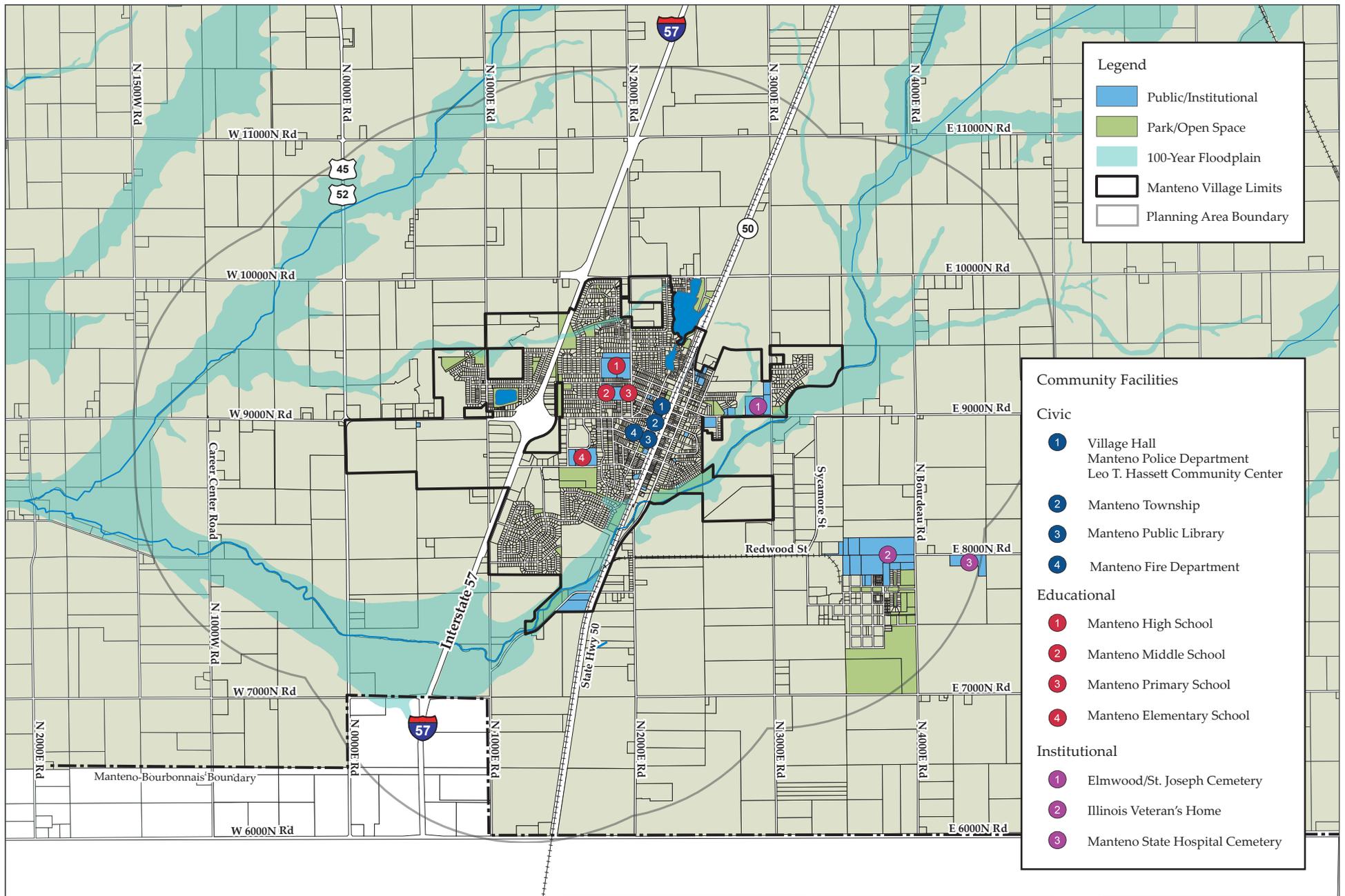
Community facilities refer to public uses, including local government, police, fire, library and schools (*see Figure 1. 4: Community Facilities*). Manteno Village Hall, Police Department, and the Leo T. Hassett Community Center are all located on Main Street in central Manteno. Operating out of two stations in Manteno, the Manteno Fire Department serves 10,000 people in a 96 square mile area in Manteno and Rockville Townships, as well as the western half of Sumner Township. The Manteno Public Library has a collection of more than 28,000 volumes and stocks more than 80 periodicals. The library also provides public access to computers, and has programs for children and resources for those with special needs.

The Village is served by the Manteno Community School District #5, which had an enrollment of 2,034 students in the 2004-2005 school year. There is one primary school (kindergarten and first grade), one elementary school (grades 2-5), one middle school (grades 6-8), and one high school (grades 9-12). The District's boundaries include Manteno and Rockville Townships, as well as the western third of Sumner Township.

## **Open Space and Natural Features**

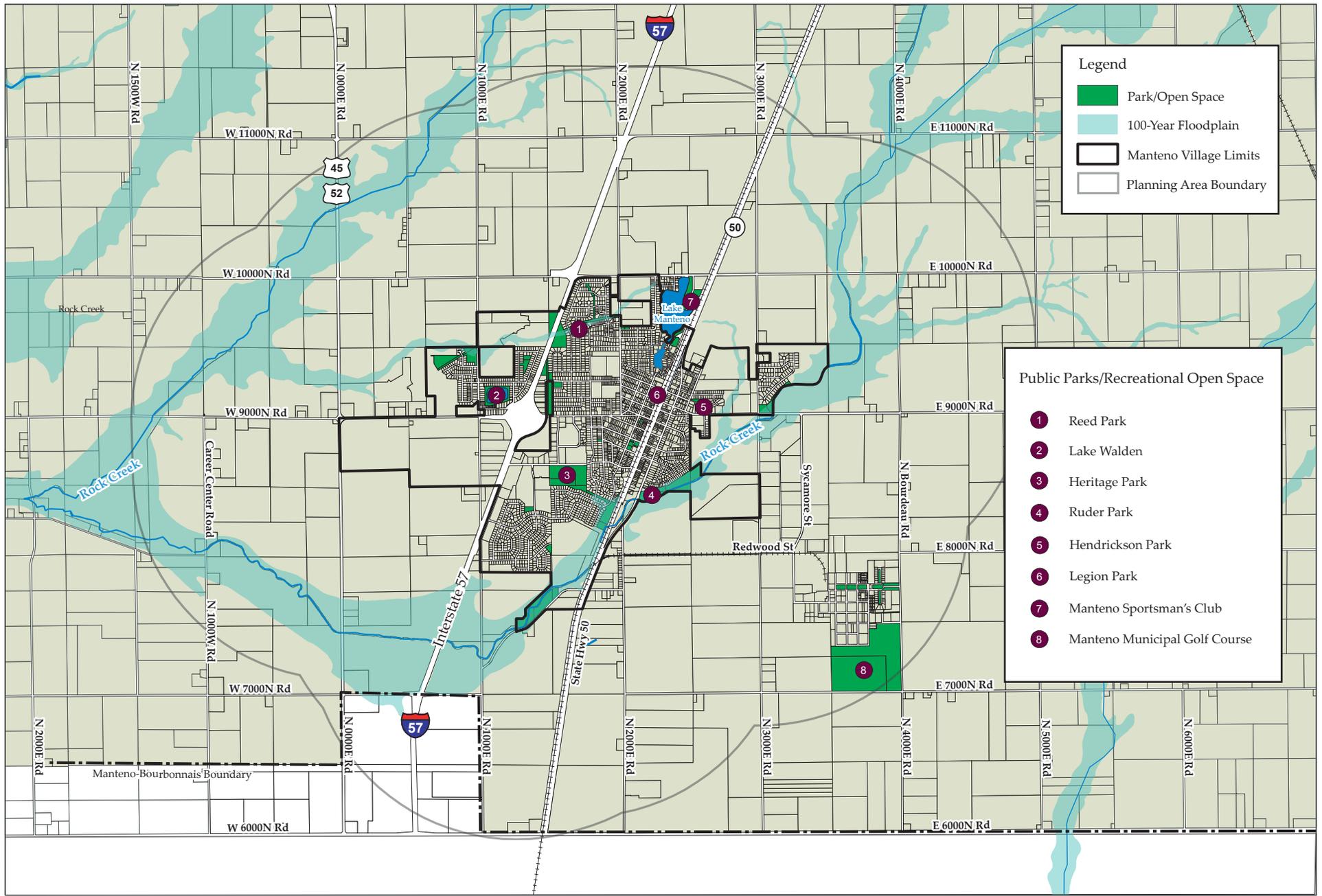
The Village of Manteno maintains several park facilities, the largest of which is Heritage Park which accommodates a variety of sporting events and contains several athletic fields. The Village of Manteno has entered into an intergovernmental agreement with Bourbonnais Township Park District and Manteno Township to offer recreational programs to both village and township residents. Other open space areas include the 18-hole Manteno Golf Club and the Manteno Sportsmen's Club at Lake Manteno.

Streams and their associated flood plains are the main environmental features in the Manteno area. Two branches of Rock Creek, a tributary of the Illinois River, run through the township. An intermittent stream, or drainage swale, runs through the west central portion of Manteno (*see Figure 1. 5: Open Space and Natural Features*).



**Figure 1.4: Community Facilities**





**Figure 1.5: Open Space and Natural Features**



## Existing Transportation System

The transportation system in and around Manteno is traversed by section line roads, located at one-mile intervals. The majority of Manteno's major roadways are north-south routes, which provides easy access north to the Chicago metropolitan area as well as neighboring communities to the south, including Bradley, Bourbonnais and Kankakee. The key north-south roads in the area are Interstate 57, Illinois Route 50 (Locust Street), U.S. Route 45/52, and N 1000W Road (Career Center Road).

Manteno's transportation network has constrained east-west access, both through the township and the village. The primary east-west route serving Manteno is 9000N Road (County Highway 9), which is also referred to as Division Street. Division Street provides central access through the community and an interchange with I-57, serving both local and truck traffic between I-57 and major industrial locations in the area. Other east-west routes serving Manteno include 10000N Road, 7000N Road and 6000N Road. Overpasses crossing Interstate 57 are located at 10000N Road, Division Street, 7000N Road and 6000N Road. 7000N Road provides access to 1000E Road, then has a mile gap between 1000E Road and 2000E Road.

With the exception of I-57, which has average daily traffic volumes of approximately 30,000 vehicles per day, Illinois Route 50 is the most heavily traveled road in the village. It has average daily traffic volumes of approximately 7,800 vehicles per day north of Division Street, increasing to 11,000 vehicles per day south of Division Street (IDOT, 2006). U.S. Route 45/52 and Division Street each carry approximately 6,000 vehicles per day (*see Table 1.1: Average Daily Traffic*). Traffic counts by the Illinois Department of Transportation generally indicate higher traffic counts to the north of the north of the village, suggesting that about 3,000 cars exit from I-57 south into the village each day.

**Table 1.1: Average Daily Traffic**

Location	Volume
I-57 north of Manteno	32,400
I-57 south of Manteno	26,660
IL 50 north of Division Street	7,800
IL 50 south of Division Street	11,000
US 45 north of County Highway 9	6,100
US 45 south of County Highway 9	7,400
Division Street west of IL 50	5,900

Source: Illinois Department of Transportation, 2006

A new interchange at 6000N Road is under consideration from the Illinois Department of Transportation with the support of the Villages of Bourbonnais, Bradley, and Manteno. Located two miles south of Manteno’s current municipal limit, a new interchange in this location has the potential to accelerate a conglomeration of the Kankakee metropolitan area into a single, continuous urbanization.

## Population Characteristics and Trends

Understanding population trends is a key aspect of planning for future growth. This chapter presents a picture of Manteno during a period of unprecedented growth. The data used in this section is based primarily on 2000 U.S. Census data, however, a special census was conducted in 2005 for select communities in Kankakee County in order to respond to significant population growth in these areas. The U.S. Special Census 2005 provides updates for select base data, including population, age, sex, race, and housing. The most recent available data on each subject is provided in the tables below.

According to the 2005 Special Census, Manteno has a population of 8,146 residents (see Table 1.2: Population Growth 1940-2005). As the table indicates, Manteno experienced modest growth up to 1990, with population increases anywhere from 200 to 600 persons every ten years. Since 2000 however, the population has increased nearly 84%, adding 2,900 residents by 2000 and an additional 2,000 by 2005\*.

**Table 1.2: Population Growth (1940-2005)**

Year	Population	10-Year Change	% Change
2005*	8,416*	2,002	31.2%*
2000	6,414	2,926	83.9%
1990	3,488	333	10.6%
1980	3,155	291	10.2%
1970	2,864	639	28.7%
1960	2,225	436	24.4%
1950	1,789	252	16.4%
1940	1,537	-	-

Source: U.S. Census Bureau

\* 2005 Special Census

Population trends over the last thirty years in Manteno and Kankakee County are shown in *Table 1.3: Population Trends Comparison*. Manteno has experienced the second-highest percentage of growth in the area, increasing 124 percent between 1970 and 2000. Bourbonnais has experienced the most significant growth over the same period, increasing 158 percent between 1970 and 2000. *Table 1.3* illustrates the population change between 1970 and 2000 for Manteno and adjacent municipalities.

**Table 1.3: Population Trends Comparison**

Year	2000	1990	1980	1970	Change 1970-90
Manteno	6,414	3,488	3,155	2,864	124%
Bradley	12,784	10,729	11,008	9,881	29.4%
Bourbonnais	15,256	13,934	13,280	5,909	158.2%
Kankakee (City)	27,491	27,575	30,141	30,944	-9.7%
Kankakee (County)	103,833	96,255	102,926	97,250	6.8%

Source: U.S. Census Bureau

There are 3,172 households in Manteno, and the average household size is 2.56 persons. The racial makeup is 97.3 percent White, 0.6 percent African American, 0.2 percent American Indian, 0.5 percent Asian, 0.5 percent listed as other race and 0.9 percent as two or more races (*Special Census, 2005*). Seventy percent of Manteno households are family households with children, and nine percent of these are female-headed households. Approximately 30 percent of households are non-family households with no children present, and this includes single-person households (25%) and householder age 65 years and over (11.2%). Thirty-six percent of households in Manteno have individuals under the age of eighteen and 27 percent have individuals age 65 years and over.

According to the 2005 Special Census, the median age in Manteno is 37.2 years. Approximately 29 percent of residents are individuals under the age of nineteen, 5 percent from age twenty to twenty-four, 28 percent from age twenty-five to forty-four, 18.3 percent from age forty-five to sixty-four, and 19.7 percent sixty-five years or older. The mix of ages in the age profile is indicative of a community made up of families with children, and a substantial number of senior residents as well.

The median household income in Manteno is \$48,599 per year and per capita income is \$22,826 per year, compared with \$21,587 nationally, according to the 2000 U.S. Census. The largest household income group is \$50,000 to \$74,999. The earning disparity between the sexes is great; males living in Manteno earn an average of \$46,359 per year, while women earn \$25,675 per year.

In 2005, the unemployment rate in Manteno was 3.1 percent, compared to 3.7 percent in Bradley, 4.6 percent in Bourbonnais and 10.1 percent in Kankakee (see Table 1.4: Labor Force Estimates). There are 3,298 employed persons living in Manteno, according to the Illinois Department of Employment Security.

**Table 1.4: Labor Force Estimates, 2005**

Municipality	Labor Force	Employed	Unemployed	Unemployment Rate
Manteno	3,404	3,298	106	3.1%
Bradley	71	6,837	266	3.7%
Bourbonnais	9,014	8,600	414	4.6%
Kankakee	11,775	10,581	1,194	10.1%

Source: Illinois Department of Employment Security, Economic Information and Analysis 2005

Twenty percent of employed residents work in the fields of education, health, and social services. Seventeen percent work in the manufacturing industry, retail trade (13.5%), transportation, warehousing and utilities (8.6%); construction (8.5%); arts, entertainment, recreation, accommodation and food services (6.8%); professional, scientific, management, administrative and waste management (6.4); and finance, insurance, and real estate (6.0%) (*U.S. Census 2000*).

According to the 2000 U.S. Census, sales and office (or clerical) is the most common occupation category, accounting for 27.2 percent of the worker population living in Manteno. Management, professional and related occupations is the second largest occupation category, accounting for 26.5 percent of the population, followed by production, transportation and material moving (20.5%); service occupations (15.9%); construction, extraction and maintenance (9.7%); and farming, fishing and forestry (0.2%).

## **Growth in Population and Housing**

Recent growth in Manteno is promoted by local and regional factors. The natural increase from local births is one factor, but much of the recent growth came from immigration to the community. People are moving to Manteno from other parts of the Kankakee area and the Chicago metropolitan area because land costs and taxes are relatively low, while the quality of Manteno's schools is high. The small town atmosphere is appealing to many residents. There is also a lack of highway congestion compared to other municipalities closer to Chicago, and easy access to the expressway is available given current traffic levels on Division Street. As a result, recent development projects in Manteno have been successful, leading to further land speculation in the area. Although, a significant slow down in new home sales is evident in mid 2006, following national trends.

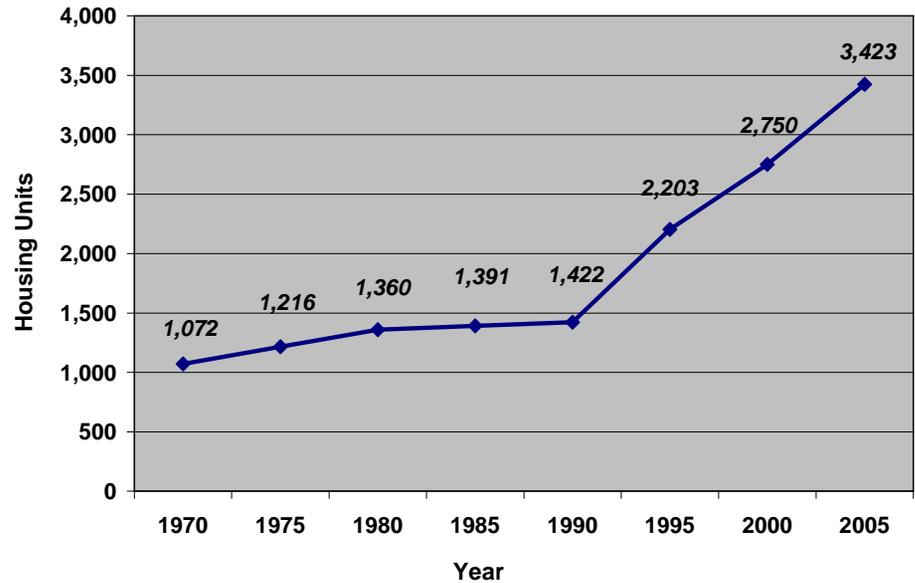
Perhaps the biggest source of uncertainty in terms of anticipating future population and development in the region is the proposed South Suburban Airport, located in Peotone. Such a large regional infrastructure project has the potential to change the sub-regional land-use pattern. For Manteno, the growth would most likely relate to housing for airport workers and potentially, some distribution uses. The high level of uncertainty surrounding this airport project makes projections difficult. If it is built the airport could add substantially to the market for Manteno real estate. However, the Plan makes its projections based on recent history of growth and historical rates of absorption. If the airport becomes a real project, then the Comprehensive Plan may need revision.

Population projections are estimates of the population for future dates. They illustrate plausible courses of future population change based on assumptions about future births, deaths, and migration. While not an exact number, they provide a range of growth that can reasonably be expected to occur. According to the *2030 Kankakee County Comprehensive Plan*, completed in 2005, Manteno is projected to have a population increase in a range of 6,264 to 9,865 new residents by 2030. This is an increase of 121 percent from the 2005 population of 8,146. At the high end of the range, the projected growth of 9,865 new residents would mean an additional 3,853 households, at 2.56 persons per household. Over a 25 year time period this means an addition of 154 households, or dwelling units, per year.

Prior to 1990, there were fewer than 1,400 housing units in Manteno. Since then, Manteno has experienced significant housing development activity, due in part to annexation of new residential subdivisions, as well as increased growth in those undeveloped areas already within village limits. There were approximately 1,992 new housing units built in the years between 1990 and 2000 and today there are a total of 3,423 housing units in Manteno (see Table 1.5: Housing Units).

As of 2005, there were 3,423 housing units in Manteno. Ninety-three percent of housing units are occupied and seven percent are vacant. Approximately 75.2 percent of housing units in Manteno are owner-occupied, while 24.8 percent are renter-occupied. The median value of owner-occupied housing units in Manteno is \$138,300 and the median rent is \$519 per month (2000).

**Table 1.5: Housing Units**



Source: U.S. Census, Special Census 2005.

### **Public Issues and Visioning Workshop**

A major component of the public process during the creation of this Plan was a community workshop held on November 29, 2005. The workshop included a presentation followed by a written survey and small group discussions. The complete survey with results is provided below. The survey asked questions related to growth management, urban design concepts for commercial corridors, and the future role of the downtown.

In regards to the “big picture,” every one of the survey respondents favored a defined edge and growth limit, ordered growth, a network of streets, and planned neighborhoods. None of the respondents favored uncontrolled growth, rapid sprawl, or “leap frog” development that would include development of new subdivisions unconnected to the existing, relatively well defined urban edge of Manteno (the Diversatech campus being the main exception, as a remnant of the former mental hospital).

The respondents favored an urban, or small town, approach to the future development of Division Street west of the interchange. Suburban style shopping centers were favored over individual strip malls. And a high standard for the roadway section was also favored, including sidewalks, turn lanes, and a median. Commercial nodes were slightly favored over mixed nodes, including civic and institutional functions.

The vision for downtown Manteno is one of an intensified mixed-use center. Mixed-use buildings are favored, with storefronts on the ground level and residential units above. The integration of the Main Street with the Route 50 corridor is an important goal.

## Small Group Discussions Results Summary

During the small group discussions participants were again asked to look at the big picture growth issues, commercial corridors, and the downtown (see Figure 2.1). Each person was asked to express their hopes and fears about how Manteno will grow. Several common themes emerged during small group sessions. These are listed below.

### The Big Picture

#### Hopes

- Smart planning and slow, controlled growth.
- Maintain small town character
- Keep schools as a center of community.
- Want more stores.
- Quality housing.

#### Fears

- Sprawl.
- Sewer and water capacity.
- School capacity and costs.
- Loss of control over pace of development.
- “Leap frog” development.
- Traffic congestion.
- Lack of high-paying jobs.
- Lack of shopping choices.

### Figure 2.1: Development Choices Survey

#### Village of Manteno Comprehensive Plan Workshop, November 29, 2005 Development Choices Survey

*RESULTS: 16 surveys received with choices indicated.  
Some of the 16 had only partial responses.*

#### Session A – The Big Picture

1. **(12)** Defined edge and growth limit vs. **(0)** Uncontrolled growth (sprawl)
2. **(14)** Ordered growth (with corridors and centers) vs. **(0)** Laissez faire
3. **(12)** Networked street system vs. **(0)** Disjointed, unlinked streets
4. **(13)** Neighborhoods vs. **(0)** Individual Subdivisions

#### Session B – Models for New Commercial Areas

5. **(11)** Sidewalk vs. **(1)** No sidewalk vs. **(4)** Bike trail **(2)** Sidewalk and Trail (write in)
6. **(7)** Median vs. **(4)** No median
7. **(14)** Turn lanes vs. **(0)** No turn lanes
8. **(8)** Urban vs. **(4)** Suburban vs. **(0)** Highway commercial
9. **(7)** Suburban shopping center vs. **(2)** Suburban strip malls **(1)** Both (write in)
10. **(6)** Commercial only node vs. **(4)** Mix of civic, commercial, and residential

#### Session C – Planning for Downtown

11. **(0)** Existing development vs. **(8)** Intensified mixed use center
12. **(2)** Single-story retail only vs **(7)** Mixed retail and residential
13. **(2)** Separate Main Street and Route 50 vs. **(6)** Integrated "downtown"

## Commercial Corridors

### *Hopes*

- Rebuild I-57 interchange.
- Widen Division Street.
- Redevelop Rt. 50 first.
- Generate more sales tax.
- Wider variety of stores.
- Quality development.

### *Fears*

- Undeveloped commercial land.
- Unattractive strip malls.
- Condition of Rt. 50.
- Not enough residential.
- Loss of CBD.
- Traffic congestion.
- Lack of shopping choices.

## Downtown Manteno

### *Hopes*

- Route 50 facelift.
- Keep Main St. character.
- Commuter rail station.
- Restaurant district.
- Mixed use buildings.
- Integrate Oak St. and Rt. 50.

### *Fears*

- Downtown will be abandoned.
- Parking capacity.
- Vacant buildings.
- Tracks divide downtown.
- Loss of identity.
- Traffic congestion.

The workshop revealed a number of shared concerns and a shared vision for Manteno. In regard to the big picture, most participants favored controlled growth, at a measured or slow pace. The vision is one of Manteno growing out from its edges, as it has in the past, rather than annexing in subdivisions that are separated from the community by undeveloped land. Many participants stated that they fear uncontrolled growth and worry about the village's ability to provide infrastructure and schools for new developments. A vision of Division Street as an attractive, small town commercial corridor was expressed. Interest was also shown in the development of suburban shopping centers.

The long-term vision for downtown Manteno is to support reinvestment and new infill development which would create an attractive destination for residents and visitors. The majority of participants envision Main Street as a mixed-use center, similar to what it is today, but including higher residential densities and increased commercial space. Mixed-use buildings which contain first-floor commercial with residential units on upper floors were favored. The vision included the integration of Main Street and Route 50. The results of this workshop were used to draft the preliminary goals and policies statements, which in turn informed the creation of growth scenarios.

## **Manteno-Bourbonnais Boundary Line Agreement**

In March of 2003 the Village of Manteno Board of Trustees adopted Ordinance No. OR-41:

AN ORDINANCE AUTHORIZING THE ACCEPTANCE AND APPROVAL OF AN AGREEMENT ENTITLED "INTERGOVERNMENTAL BOUNDARY LINE AGREEMENT BETWEEN THE VILLAGE OF MANTENO, ILLINOIS AND THE VILLAGE OF BOURBONNAIS, ILLINOIS."

This ordinance was the result of a court negotiated agreement to set a boundary between the Village of Manteno and the neighboring village to the southwest. While the agreement is with Bourbonnais, the boundary also extends along 6000N Road to the eastern part of Manteno Township, in the same locations as a separate boundary agreement with the Village of Bradley.

The boundary is consistent with the township boundary along 6000N Road from 1000E Road to 7000E Road. However, from 1000E Road west to Route 45/52 the line jogs north one mile to 7000N Road, then continues west, half-way between 7000N Road and 6000N Road. This jog to the north gives the Village of Bourbonnais a square mile of land north of the proposed I-57 interchange at 6000N Road. The Village of Bourbonnais has already annexed land north of the township line to the boundary line, leaving hundreds of acres of undeveloped land behind to the south.

This boundary agreement was negotiated in response to an aggressive annexation policy pursued by the Village of Bourbonnais. *Figure 2.2: Growth Patterns (1991-2005)* shows that in recent years, Bourbonnais has annexed land in a “leap frog” manner, leaving hundreds of acres of undeveloped land behind as it moves north into Manteno Township. The Village of Bourbonnais has already annexed land north of the township line to the boundary line with Manteno.

Since school districts are defined by township boundaries, Bourbonnais’s growth in Manteno Township creates impacts on the Manteno School District. However, issues of community pride and local management are as important to the citizens of Manteno as any fiscal consideration regarding Bourbonnais’s growth. An expressed determination by many Manteno citizens and officials to block any further annexation by Bourbonnais north of the boundary line was a strong factor in shaping the Plan. Some participants were skeptical that the legally binding boundary agreement was sufficient to keep Bourbonnais from annexing north of the boundary line, even though the agreement will be in force for the twenty year period from March 2003 to March 2023. Scenarios were suggested where new development in the vicinity of Career Center Road and 7000N Road would be allowed by Kankakee County, and then the developer could petition to allow a sewer hook up to Bourbonnais, if Manteno was unable to service the development. With this type of scenario in mind, local officials proposed to have Manteno grow as quickly as possible out to the boundary line at Career Center Road, to block further expansion of Bourbonnais north of the boundary agreement line.

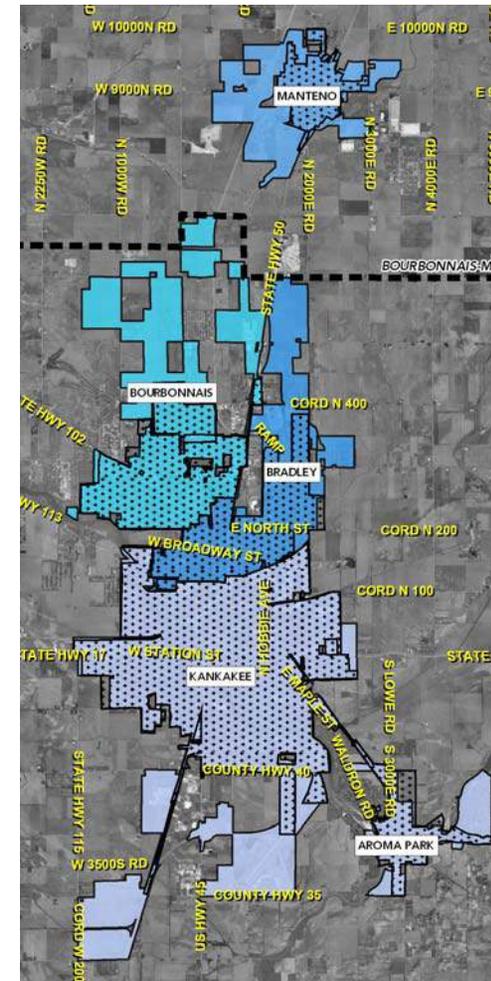
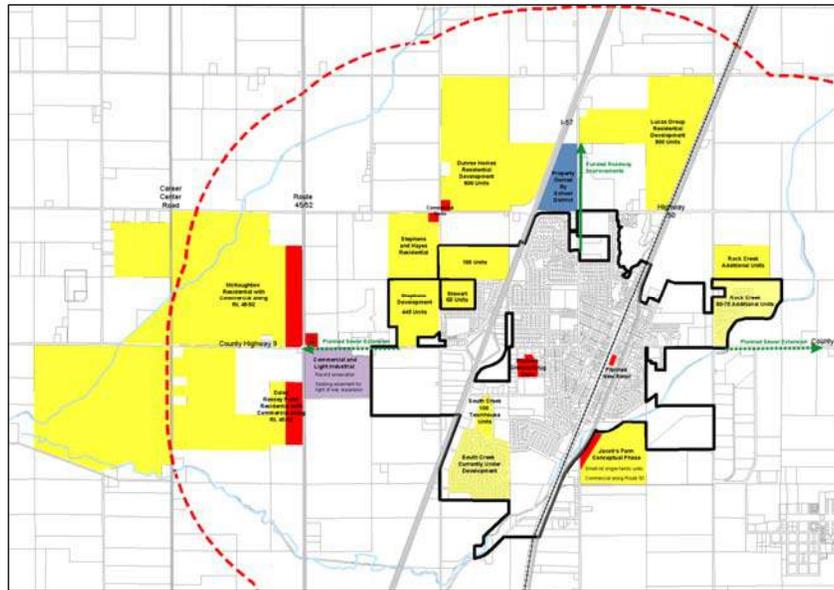


Figure 2.2: Growth Patterns (1991-2005)

Meanwhile, the Village of Bradley is locating a major new big box shopping center just south of 6000N Road, which will reap substantial sales tax revenue from surrounding communities, including Manteno. This development will also capture much of the potential for future commercial growth in Manteno.

## Land Transfers and Potential Development Areas



In addition to issues of municipal jurisdiction, the other main factor steering the planning process was a strong interest in promoting new development of land beyond the current village limits. Indeed, a virtual land rush atmosphere is evident on farmland around Manteno, where nearly every large parcel has a real estate sign with an agent listed. At the beginning of the planning process the Township Assessor produced a map showing where recent land transfers had occurred, information seconded by a map produced by a local real estate firm, and reproduced in *Figure 2.3: Land Transfers 2003-2005*.

**Figure 2.3: Land Transfers 2003-2005**

Source: Manteno Township Assessor

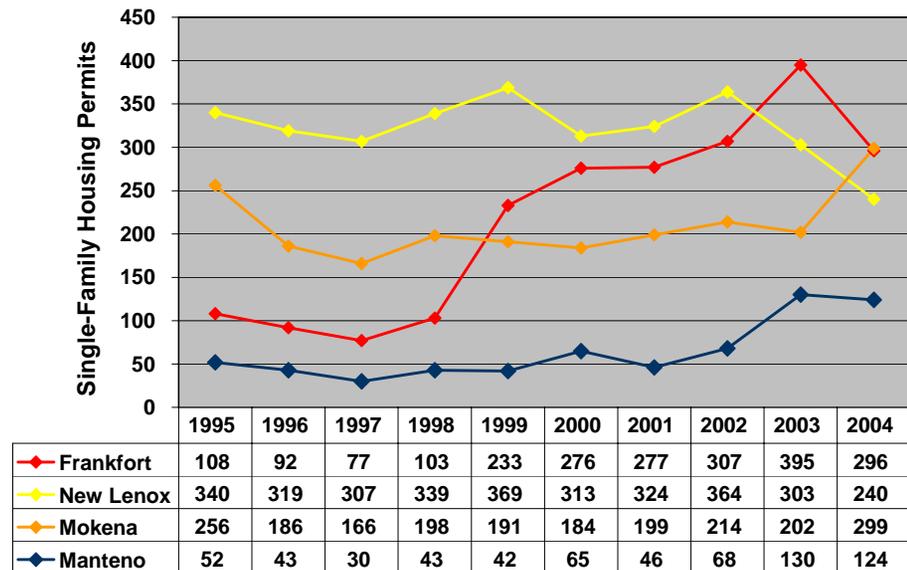
Approximately 2,700 acres of land for potential projects were identified and discussed. This land was considered to be in a preliminary phase of development, while by the fall of 2005, the Village had approved construction of 700 single-family detached houses and 100 townhouses that were yet to be built. In addition to

the 2,700 acres of land identified for new development, subsequent discussions showed that additional land at the southern end of Career Center Road was also being marketed for development.

## Absorption Analysis for Residential Units

A comparison of building permits for single-family housing units issued in Manteno and fast growing communities to the north was made to analyze the potential for new housing units to be built and absorbed by the real estate market (see Table 2.1: Housing Permit Comparison). As the table and bottom graph line show, building permit activity for single-family detached homes in Manteno increased from 68 in 2002 to 130 in 2003, an increase of 91 percent. This increase represents the maturation of the South Creek development and the opening of the new elementary school as an attractor for new buyers. In addition to single-family detached units, Manteno has averaged less than 10 duplex or townhouse units per year, although the total for 2005 shows an increase in this type of unit with 7 duplexes and 18 townhomes permitted.

Table 2.1: Housing Permit Comparison



Source: U.S. Census, Northeastern Illinois Planning Commission.

Frankfort, New Lenox, and Mokena were chosen for comparison because they are three separate communities in the current tier of south metropolitan expansion in Will County. As the graph shows, Frankfort experienced the most dramatic growth in new housing, climbing from less than 100 in 1996 and 1997 and then rapidly climbing to a peak of 395 units in 2003. New Lenox had the most stable growth rate averaging 330 units per year from 1995 through 2003, then dropping to 240 units in 2004. In a similar pattern, Mokena had steady growth in the range of 200 units per year between 1996 and 2003, with more units in 1995 and 2004. Big jumps or decreases of 100 units can be attributed to individual subdivision projects coming online or building out.

What the analysis shows is that Manteno grew in the range of 40 to 60 units per year during the later half of the 1990's, then doubled that rate in 2003 and 2004, but as of now has not issued permits for more than 130 units in a single year. In 2005, Manteno issued 113 permits for single-family homes. As for the fast growing communities north of Manteno, during the boom years of the first decade of the century, Frankfort issued a high of 395 permits, with more steady averages in the lower 300's, and 200 units per year in New Lennox and Mokena respectively.

Comparison is useful to analyzing the potential for rapid growth in Manteno. Starting with a basic assumption about the land open to potential development and then dividing this number by a range of units per year provides the Village with an analysis of how much land the future land use plan should plan for residential development. The Village of Manteno uses a basic formula for estimating future residential densities, based on its zoning and subdivision ordinances for single-family districts, summarized in *Table 2.2* below:

**Table 2.2: Estimated Residential Density Formula**

Lot size 80'x120'	=	9,600 sq. ft.
Using 2.5 dwelling units (du)/acre = 9,600sq. ft. x 2.5 du	=	24,000 sq. ft.
Right-of-way = 80' x 2.5 x 30'	=	6,000 sq. ft.
Park = 3.5 x 2.5 x 10 acre/1,000 people x 43,560 sq. ft./acre	=	3,811 sq. ft.
Pond =0.47acre ft./2 ft. x 43,560 sq. ft./acre (assume 2' deep)	=	10,236 sq. ft.
TOTAL:	=	44,000 sq. ft. for 2.5 lots
Acre is 43,560 sq. ft.		

Source: Village engineer. Variables: Dry/wet-bottom pond, corner lots, frontage or exterior roads, and amt. of floodplain or wetland.

The calculation works out to 2.5 dwelling units per gross acre of undeveloped land. If we start with 3,000 gross acres (based on recent land speculation) and multiply by 2.5 dwelling units per acre we get an estimate that 7,500 dwelling units, or houses, could be expected to be developed on those 3,000 acres. These calculations assume all new units would be of the single-family detached type, although construction of duplexes and townhouses is also likely. An absorption analysis is as follows:

**Table 2.3: Absorption Analysis**

7,500 dwelling units - divided by:	
150 units per year	50 year supply
200 units per year	37.5 year supply
250 units per year	30 year supply
300 units per year	25 year supply
400 units per year	19year supply

Source: Camiros, Ltd.

As mentioned, so far the Village of Manteno has a peak year of 130 units per year, which is a 58 year supply of residential acreage calculated for 3,000 acres at 2.5 units per gross acre. This type of analysis provides a way of looking at growth in terms of the potential real estate market and can be performed on a yearly basis to see how the absorption is keeping pace with the available supply.

## Capacity Analysis

On the other side of the growth equation from the real estate absorption is the Village of Manteno's and, especially the Manteno School Districts capacity to provide services to a growing population. The pull of the real estate market may have the potential to sell 150 units per year in Manteno, but the question is: Can the Manteno School District provide a classroom, chair, and teacher for all the new school children that will be brought to town by the new development. Likewise, new residential development requires water service and sewer service and capacity must be increased in pace with demand. New residential subdivisions also bring new traffic to the Village's main arterial roadways, and some consideration must be given to roadway capacity.

## Roadways

Beginning with roadway capacity, the main concern is with Division Street, or County Highway 9, and the interchange with I-57. The capacity of the interchange has been examined by IDOT and a reconstructed interchange at Division Street is recommended. *Figure 2.4* illustrates one such redesign concept, which incorporates landscaping, period lighting and other gateway features. Funding for the design phase is approved, but funding for right of way acquisition and construction is not yet budgeted.



Figure 2.4: Division Street Interchange Concept

Kankakee County has studied Highway 9 and recommends expansion from two to five lanes from the interchange to Route 45/52. The new roadway section would include two drive lanes in each direction and a center turn lane. These improvements should meet future needs along Division Street, however, the capacity of two-lane Route 45/52 may become an issue. Queuing of cars during rush hours will become more common as new subdivisions are developed.

Local officials project substantial growth in the Career Center Road corridor, with development extending north from Bourbonnais. At present Career Center Road is a narrow two lane rural road, without shoulders, curbs, or gutter. This current narrow section, with immediate side drop offs, is inadequate to handle traffic from numerous residential subdivisions extending 2.5 miles from Division Street past 7000N Road. The road will need complete reconstruction, most likely to three lanes with shoulders. The Village may consider financing reconstruction of the road, for all or a portion of the 2.5 miles, and then establish a fee to be paid by developers to recoup this municipal investment. This project would then, in itself create additional pressure for the Village to quickly expand to the west and south.

## **Water**

During the planning process the Village of Manteno was working to comply with Environmental Protection Agency standards for potable water. Bacteria counts were high at times, and warnings were issued. In order to address this issue and increase capacity for new development, the Village considered the cost of constructing new wells and purification equipment, and decided instead to enter into a contract with a private company, Aqua Illinois, for water. The water utility will no longer be a municipal utility, but instead will be controlled by a private company, who will set the rates. Aqua Illinois will need to have rates reviewed and approved by the Illinois Commerce Commission.

## **Sewers and Waste Treatment**

Sewer capacity is also an issue requiring immediate attention. The Village's sewer system is currently operating at approximately 85 percent of capacity. In late 2005, the Village entered into an agreement with the Kankakee Regional Metropolitan Authority, which has a treatment plant in the City of Kankakee with excess capacity. The Village of Manteno has agreed to lease one million gallons per day of new sewer capacity from the KRMA. At roughly 100 gallons per day per person, one million gallons will serve 10,000 new residents. The Village also has an option to lease an additional one million gallons per day, for a total of two million gallons per day.

This agreement gives Manteno room to grow; however, the function of the sewer system is also dependent on the size of pipe, slope, and service basins. During the planning period approval was given by the Village to extend a sewer main west on Division Street to Route 45/52, which can provide service to land in the area, and north to Will County. South of the quarry on Route 45/52, a different service basin begins where the land slopes to Rock Creek. Providing service to this basin, and other areas to the west and south is one of the issues under consideration by the Village, to be addressed in a new sewer system master plan.

## **Schools**

The most pressing issue for the Village of Manteno's growth plan is how to provide enough classroom space for new school age residents. The recent growth spurt left the Manteno School District working to provide enough space for a growing population of students. The demographic of families moving to Manteno includes not just families with elementary age children, but also high school age, so the need for more space is across all levels. *Table 2.4* below shows the calculations that the School District was working with during 2005.

**Table 2.4: School Capacity Analysis Prior to Approved Referendum**

School	Capacity	Enrollment	Available Space
Primary	400	310	90
Elementary	740	627	113
Middle	550	471	79
High	650	626	24 (89 from mobile classrooms)
Projected Space			306 – 23 = 283 students
Approved Lots		Students per Lot	Additional Students
Manteno Single-Family	700	1.17	819
Manteno Townhomes	100	Not available	Not available
Bourbonnais	177	1.17	208
Total Approved	977		> 1,027

Source: Camiros, Ltd.

After passing a bond referendum, the Manteno School District broke ground for additions to its middle school and high school in the spring of 2006.

**Table 2.5: School Capacity Analysis After Construction of Additions**

Projected additional students from housing units approved by 2005	1,027
Less existing space	283
Shortage	664
Classroom additions under construction	500 Middle/750 High School = 1,250 Total – 664
Surplus capacity in 2007	586 students

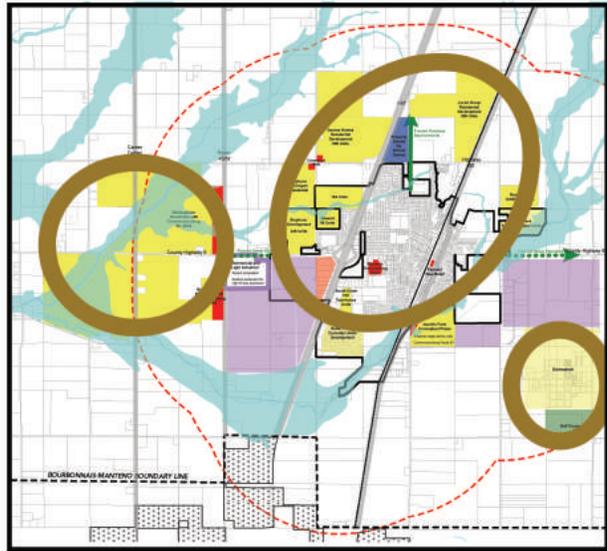
Source: Camiros, Ltd.

Therefore, the Manteno School District will have surplus capacity, which they hope will last up to five years, depending on the rate of new residential growth in the village. The surplus capacity, at a rate of 1.17 student per single-family detached unit, equals 500 units. At 125 units per year, this surplus will be used up in 4 years. At 300 units per year this surplus will last less than two years. Therefore, given the Village's stated policy to foster and encourage rapid growth in Manteno, the School District will need to keep planning for growth. To this end the School District completed its own facilities master plan in 2006 which will guide its growth.

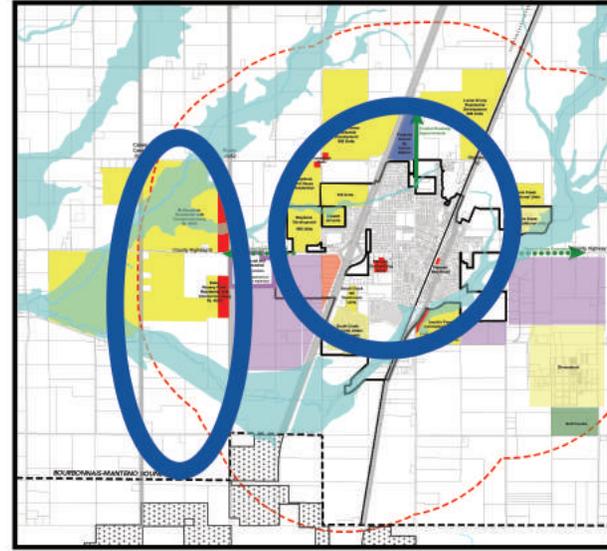
An interesting dynamic is evident in Manteno in regard to schools and growth: the construction of the new primary school as part of the South Creek development actually made the houses in the new neighborhood more attractive to home buyers. New residents could be assured that their child would be attending a brand new school, and one within easy and safe walking distance of the newly purchase home. This seems to have helped drive sales in 2003 and 2004, and subsequently filled the new school while also adding students to the middle and high schools as well. So, as the District strives to keep up with the growth in Manteno's population, the addition of new schools will also encourage new growth, leading to a feedback loop that reinforces the growth model. A conclusion can be made that the Manteno School District will be back with new referenda for new schools and classroom additions every few years to maintain the quality of education that is attracting new residents. Consideration of growth scenarios then need to consider how many, and in what general locations, new schools will need to be planned.

## **Growth Scenarios**

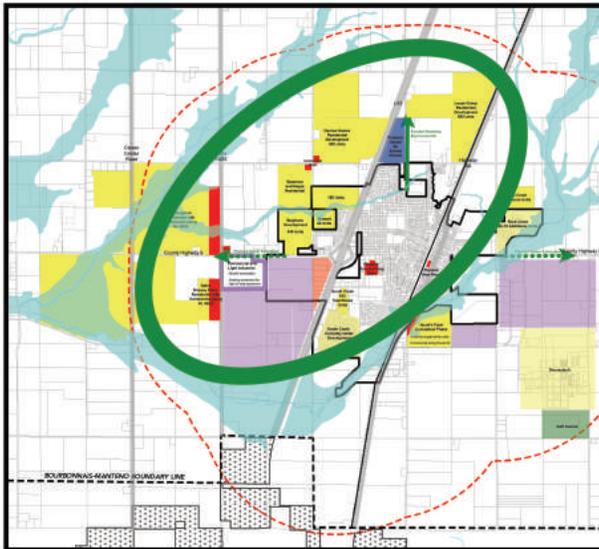
Working from the results of the public workshop, four initial growth concepts were created, as shown in *Figure 2.5*. *Alternative A* considers growth in areas separated by undeveloped land. *Alternative B* considers the forces favoring growth in the Career Center Road to Route 45/52 corridor, including the growth of Bourbonnais and a traffic pattern that brings vehicles north to access I-57 at Division Street. *Alternative C* suggests using the north and south forks of Rock Creek as topographic markers for Manteno, and keeping growth within this boundary. *Alternative D* looks to balance growth to the east and west of the existing town, by urbanizing the area between Route 50 and Diversatech, and keeping a compact, slow growth focus in the Division Street corridor from Route 45/52 to 4000E Road.



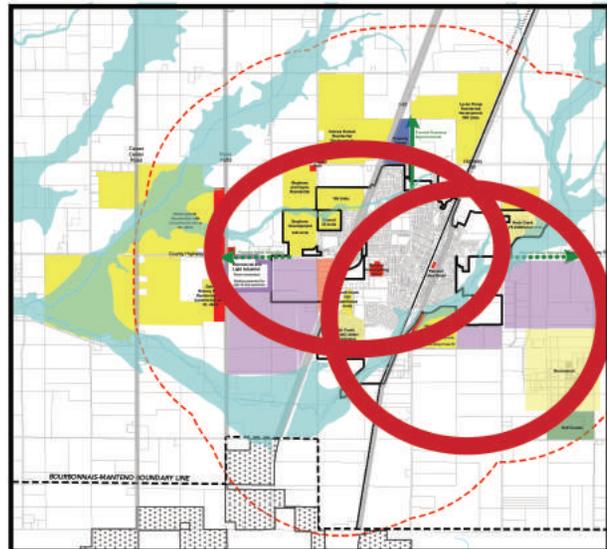
Alternative A: Leap Frog



Alternative B: Career Center Road



Alternative C: Between the Creeks



Alternative D: Division and Diversatech

**Figure 2.5: Growth Alternatives**  
 Village of Manteno Comprehensive Plan



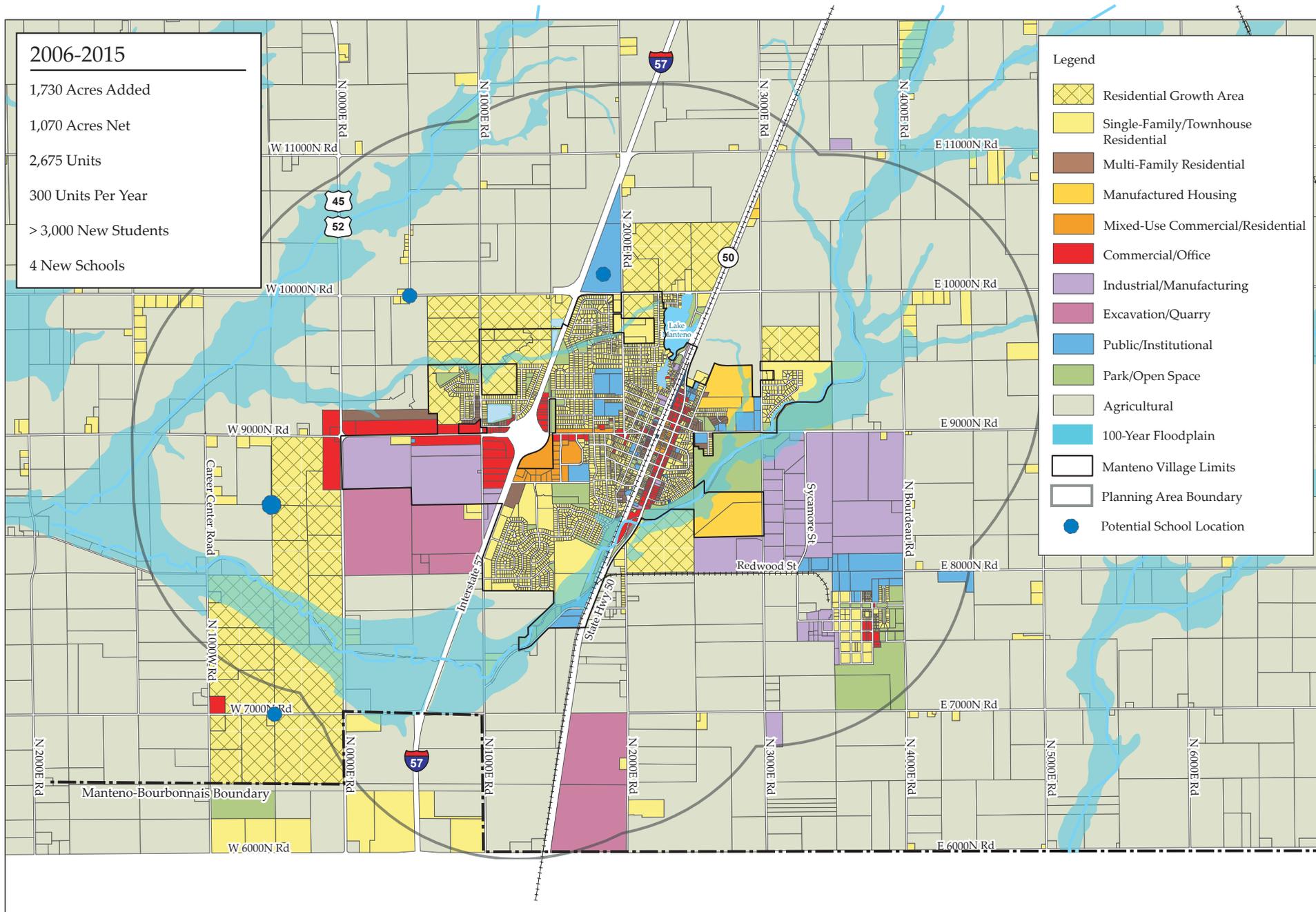


General acceptance was given to the concept of maintaining the floodplain along Rock Creek as an undeveloped natural open space area, which can help to maintain a visual separation between Manteno and Bourbonnais along the interstate. This and other urban design concepts for downtown Manteno and the Division Street corridor are presented in greater detail in *Chapter 5: Development Concepts and Guides*.

A second set of revised growth concepts was prepared and presented to the Plan Commission on March 28, 2006. The first phase (*Figure 2.7*) from 2006 to 2015 would annex 1,730 acres into Manteno, extending the town down Route 45/52 and Career Center Road over the nine year period to meet Bourbonnais. In the second phase of annexation (*Figure 2.8*), from 2015 to 2025, an additional 2,430 acres would be added to Manteno. Of course, merely annexing land and approving development does not mean that this amount of land will be built out in the 19 year planning period. But this does illustrate the magnitude of growth being contemplated.

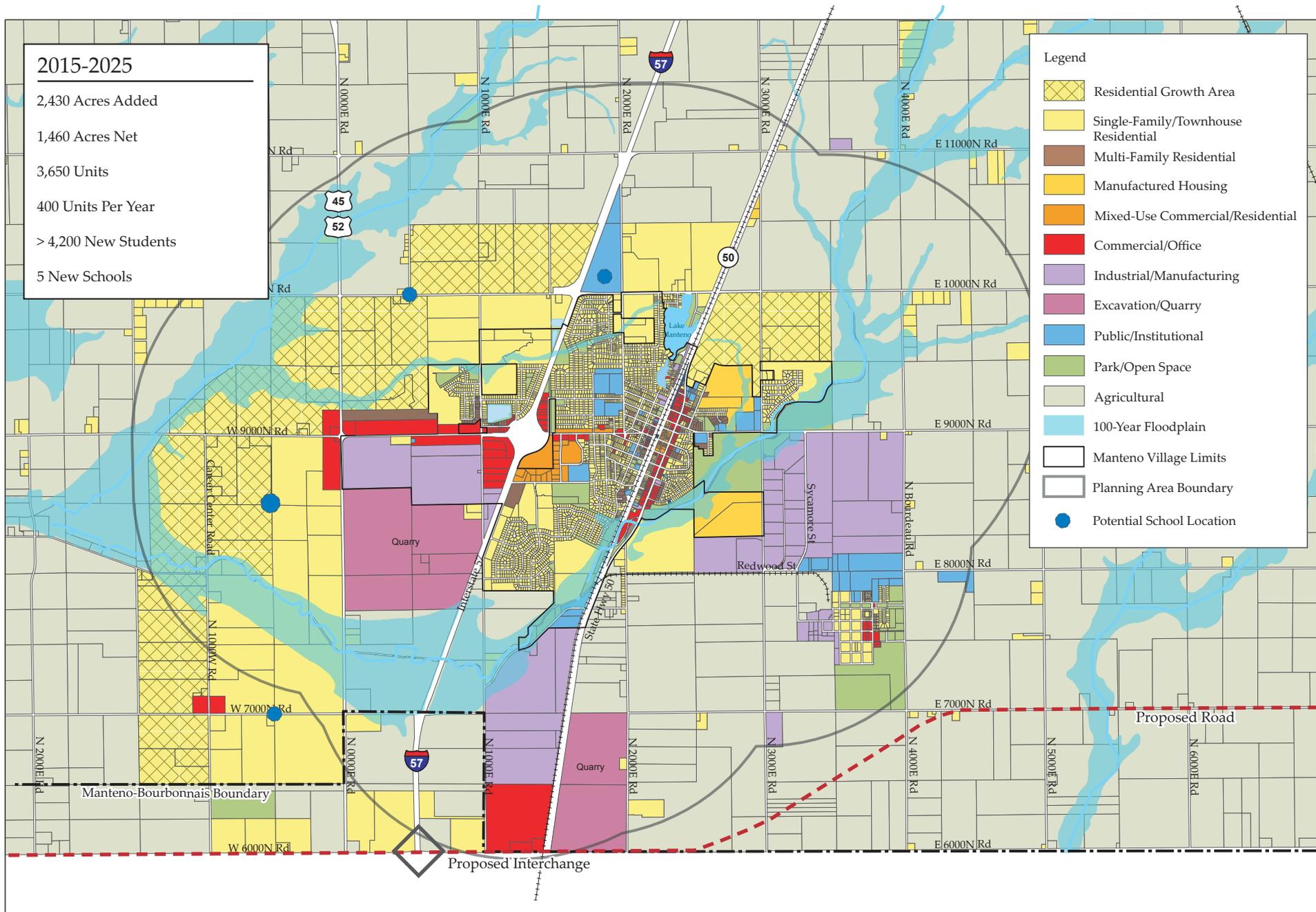
A slower growth alternative was also prepared (*see Figure 2.9*). It presented a slower growth strategy, annexing land along Division Street to Career Center Road, and only up to 10000N Road within the 19 year timeframe out to 2025. The concept also suggests keeping the area south of Rock Creek along the Bourbonnais boundary as Estate Residential, or low density development in the five to ten acre parcel size, which could utilize septic fields rather than extending sewer service.

Comments from the Plan Commission on these concepts ultimately favored the general principles behind the first growth concept. A growth plan for the land between Route 50 and Diversatech southeast of Manteno was also desired, although no consensus was found on whether the land should be planned for industrial or residential.



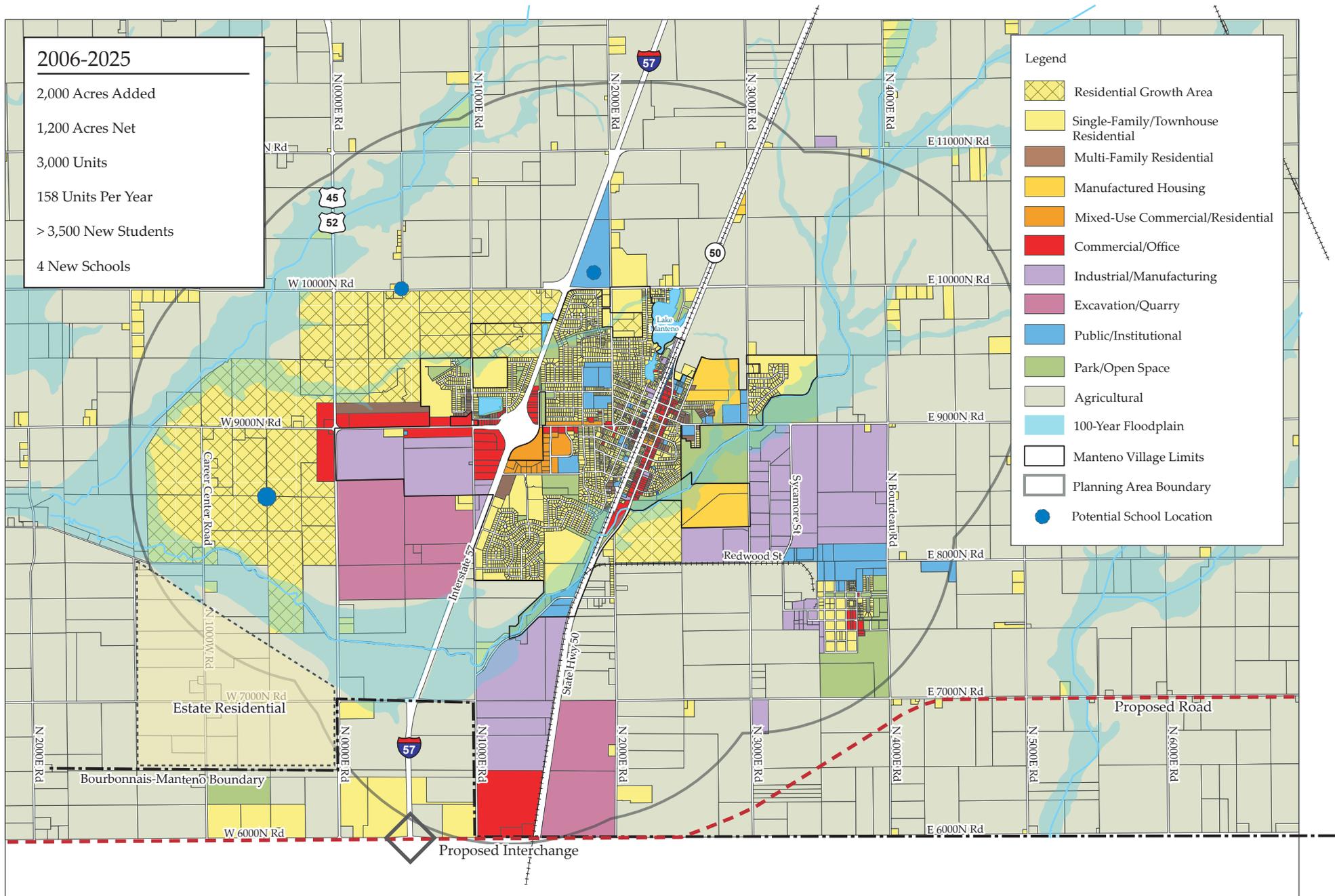
**Figure 2.7: Growth Concept A1 (2006-2015)**





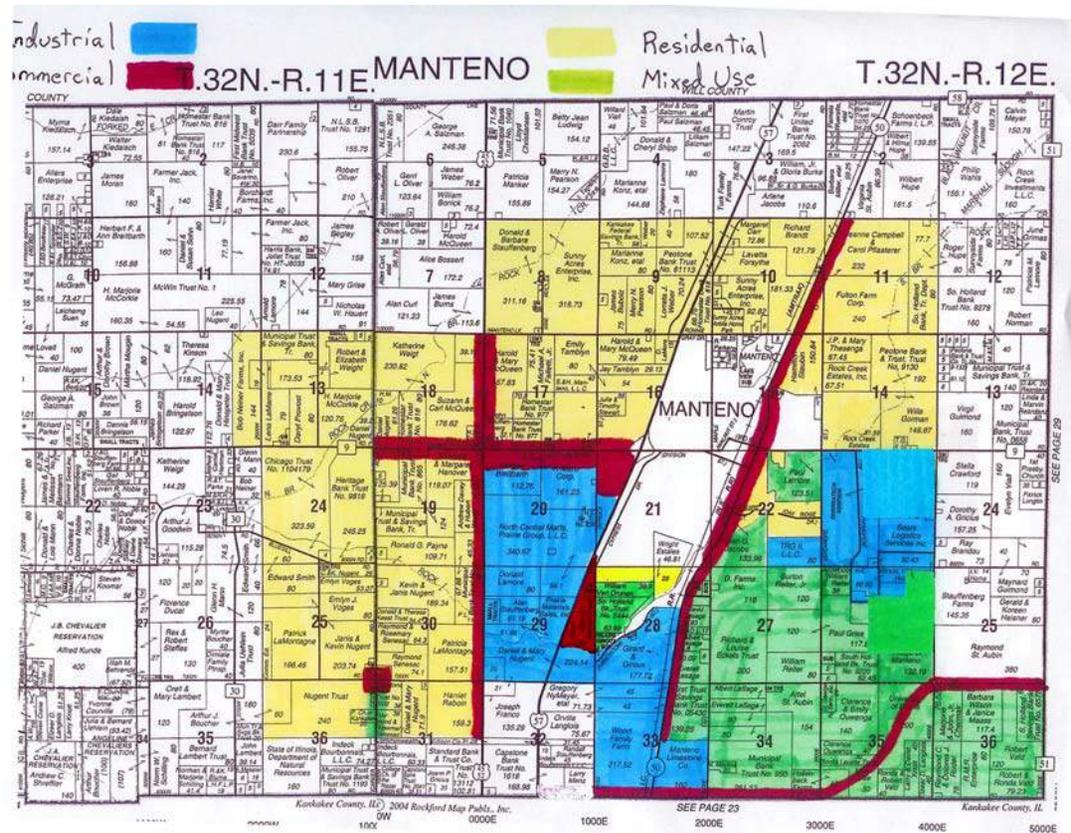
**Figure 2.8: Growth Concept A2 (2015-2025)**





**Figure 2.9: Growth Concept B (2006-2025)**

At a subsequent meeting of the Manteno Plan Commission, a map was drawn as the Commission's preferred future land use plan, see *Figure 2.10: Preferred Land Use Concept*. The Future Land Use Plan presented in *Chapter 4: Future Land Use and Transportation*, reflects the general desired future land use pattern shown in this sketch. Rather than a carefully articulated set of land use designations for each parcel, the purpose of the *Future Land Use Plan* (*Figure 4.1*) is to serve as a guide for the direction of land use development within Manteno's planning area over the long term, and it does not present a given timeframe for development or a strategy for annexation. The principles of development presented in the *Future Land Use Plan* are guided further by the Goals and Policy statements presented in *Chapter 3: Goals and Policies*, which together shall serve as the guide for future planning in Manteno.



**Figure 2.10: Preferred Land Use Concept**

Goals and policies are fundamental elements of the Village of Manteno Comprehensive Plan. This Plan is a policy document and the policy statements contained in the adopted Plan are the official position of the Village of Manteno on topics addressed. These statements reflect the current goals and policies of the Village of Manteno, and also act as a guide for future decision making and actions that the Village may take to realize its stated goals. These goals and policies will be followed in conjunction with existing ordinances and regulations.

Goals articulate the overall vision of how the village should develop and function, based on the shared values of the community. As such, goal statements reflect a desired ideal condition or outcome. Below is a list of ten goals for community development, followed by a reiteration of these goals in conjunction with a set of policies that identify the position of the Village.

### **Goals for Community Development**

1. Maintain a relationship between the geographical service areas of Manteno Township, the Manteno School District, and the Village of Manteno, and coordinate growth through cooperative planning with Kankakee County and other governmental units.
2. Plan for long-term growth in sewer and water system capacity, and control the pace and location of new development to ensure adequate delivery of public infrastructure and services.
3. Encourage ordered and controlled growth patterns, with an emphasis on formation of neighborhoods and an attractive primary commercial corridor.

4. Protect existing and future investments by strictly limiting development in floodplains and managing storm water run-off.
5. Maintain and enhance the capacity of the Manteno school system to provide individualized instruction to each student, even as the population of the village grows.
6. Ensure diversity in housing by encouraging a range of densities and a mix of housing types.
7. Provide a safe, efficient, and interconnected transportation network, which serves vehicular, pedestrian, and other non-motorized modes of travel, while minimizing the impacts of truck and vehicular traffic.
8. Seek opportunities to broaden Manteno's economic base and develop specialized service and market niches.
9. Encourage growth of downtown Manteno as a mixed-use center with civic, commercial, and residential uses.
10. Provide active and passive recreational opportunities that are accessible to residents in their neighborhoods, and at convenient locations for community wide facilities.



## **Policies for Community Development**

*To realize Goal 1:* **Maintain a relationship between the geographical service areas of Manteno Township, the Manteno School District, and the Village of Manteno, and coordinate growth through cooperative planning with Kankakee County and other governmental units.**

*Village of Manteno policy is to:*

- 1.A.** Give preference to development projects in agreement with the Village's goal statements and future land use plan.
- 1.B.** Work with Kankakee County to implement the recommendations contained within the *Kankakee County 2030 Comprehensive Plan* and revisions to the County zoning ordinance that limit residential development in unincorporated areas.
- 1.C.** Exercise the Village's authority to articulate the desired future land use pattern for land within the one-and-one-half mile extraterritorial jurisdiction of the Village.
- 1.D.** Coordinate planning in the tri-village area with the Villages of Bourbonnais and Bradley, in keeping with existing boundary agreements, and with a goal of sharing economic development opportunities.
- 1.E.** Support upgrades and expansion of the County Highway 9 and Interstate 57 interchange as a priority project for IDOT.
- 1.F.** Maintain visual community separation between Manteno and Bourbonnais through the establishment of public open space greenway that encompasses land in the 100-year floodplain along Rock Creek north of 7000N Road at I-57.

*To realize Goal 2:* **Plan for long-term growth in sewer and water system capacity, and control the pace and location of new development to ensure adequate delivery of public infrastructure and services.**

*Village of Manteno policy is to:*

- 2.A. Contract with Aqua Illinois to provide a safe and healthy supply of clean drinking water to Manteno residents.
- 2.B. Meet all requirements and standards of the United States Environmental Protection Agency for potable water.
- 2.C. Enter into an agreement with the Kankakee Regional Metropolitan Authority to purchase sewer treatment capacity for existing and future growth, and connect the existing and future network of village sewer pipes to the Kankakee system.
- 2.D. Require development proposals to include an analysis of impacts on village infrastructure and provision of village services, including capacity analyses for water, sewer, roadways, police, fire and schools.
- 2.E. Approve new development projects only when the Village is satisfied that a plan exists to expand village capacity and services when and where necessary, and to fund expansion through fees or other sources of revenue.
- 2.F. Encourage infill and redevelopment in older parts of Manteno where capacity and infrastructure already exist.

*To realize Goal 3:* **Encourage ordered and controlled growth patterns, with an emphasis on formation of neighborhoods and an attractive primary commercial corridor.**

*Village of Manteno policy is to:*

- 3.A. Provide for a balanced mix of land uses in Manteno, including land for residential growth, commercial development, park and civic facilities, and office and industrial uses.
- 3.B. Encourage subdivision proposals that seek to integrate new residential development into the community and create neighborhoods with a mix of housing types, civic and community facilities, parks and schools, and small retail and hospitality nodes.
- 3.C. Designate Division Street as Manteno's primary commercial corridor from Route 45/52 through downtown and across Main Street to Route 50, and establish design guidelines to shape new commercial development into traditional, small town forms.

*To realize Goal 4:* **Protect existing and future investments by strictly limiting development in floodplains and managing storm water run-off.**

*Village of Manteno policy is to:*

- 4.A. Comply with all local, state, and federal rules and standards that regulate development in the 100-year floodplain.
- 4.B. Work with developers to create area-wide storm water management systems with shared retention basins, swales, and conveyance channels that meet the combined storm water retention requirements for a number of adjacent properties.
- 4.C. Promote creation of floodplain greenways along Rock Creek and its floodplain tributaries, with the greenways serving as locations for storm water management systems, as well as recreational facilities including a multi-purpose trail, and restored tree and shrub plantings.

- 4.D. Promote the use of new storm water management technologies, including "green" roofing systems that reduce run-off, especially on commercial and industrial buildings, and amend the subdivision regulations to allow for the use of such systems toward compliance with run-off management requirements.

*To realize Goal 5:* **Maintain and enhance the capacity of the Manteno school system to provide individualized instruction to each student, even as the population of the village grows.**

*Village of Manteno policy is to:*

- 5.A. Work with the Manteno School District to monitor classroom and school capacity and consider the impact of new residential growth on the school system when reviewing development proposals.
- 5.B. Locate new school facilities along secondary arterial roadways, preferable on one corner of an intersection of two township roads, where access is good and where the development of mixed-use community nodes can be accommodated.

*To realize Goal 6:* **Ensure diversity in housing by encouraging a range of densities and a mix of housing types.**

*Village of Manteno policy is to:*

- 6.A. Continue to seek proposals for residential development that mix single-family, duplex, townhouse, and multi-family dwellings in attractive layouts.
- 6.B. Consider proposals that vary lot size for single-family dwellings, and allow for some clustering within overall density limits.
- 6.C. Plan for variations in residential density, placing higher densities as buffer areas to commercial corridors and nodes, and lower density in areas at the edges of planned growth.
- 6.D. Promote development on new senior housing in downtown Manteno.

- 6.E. Work to ensure that a supply of housing is available that is affordable to Manteno's essential workforce, including school teachers, police officers, and firemen.
- 6.F. Require variety in house form through an anti-monotony ordinance applied to new residential developments with over 10 single-family or duplex type units.
- 6.G. Encourage development of new mixed-use buildings with residential units above retail space, particularly along Main Street in downtown and at new commercial nodes.

*To realize Goal 7:* **Provide a safe, efficient, and interconnected transportation network, which serves vehicular, pedestrian and other non-motorized modes of travel, while minimizing the impacts of truck and vehicular traffic.**

*Village of Manteno policy is to:*

- 7.A. Support expansion of County Highway 9 (Division Street) to four lanes with a center turn lane by Kankakee County, west of I-57 to Route 45/52.
- 7.B. Work with IDOT and Kankakee County on the County Highway 9 interchange expansion project, and work to add aesthetic treatments to the overpass as a primary feature identifying the Village of Manteno.
- 7.C. Consider reconfiguring the frontage road south of County Highway 9 to consolidate access into the South Creek commercial area.
- 7.D. Address traffic flow and safety concerns at intersections along Division Street east of I-57, including Poplar Street and Section Line Road.
- 7.E. Continue to require sidewalks on both sides of new residential streets.
- 7.F. Plan to develop an interconnected bicycle trail and route system.
- 7.G. Support expansion of Metra commuter rail service into Kankakee County, with a stop in Manteno.

*To realize Goal 8:* **Seek opportunities to broaden Manteno's economic base and develop specialized service and market niches.**

*Village of Manteno policy is to:*

- 8.A. Identify a long-term economic development strategy for Manteno, that will increase employment opportunities and support the Village's tax base.
- 8.B. Continue to promote Manteno as a distribution center, but also seek opportunities to bring light manufacturing businesses.
- 8.C. Create business park amenities that will attract office, research, and light industrial business to Manteno, specifically in the southern portion of the Division Street corridor west of I-57.
- 8.D. Promote downtown Manteno as a location for professional offices and services.

*To realize Goal 9:* **Encourage growth of downtown Manteno as a mixed-use center with civic, commercial, and residential uses.**

*Village of Manteno policy is to:*

- 9.A. Integrate Main Street and Route 50 into a cohesive downtown district, specifically through redevelopment of blocks that extend from Oak Street to Route 50 between Division Street and Third Street.
- 9.B. Promote downtown Manteno as a dining and boutique shopping area, marketing to shoppers from Manteno and the greater Kankakee metropolitan area.
- 9.C. Increase the market for retail uses downtown through creation of new dwelling units in mixed-use buildings, apartment and condominium developments and senior living centers.
- 9.D. Designate downtown Manteno, and its historic station location at Main Street and First Street, as the Village of Manteno's preferred commuter rail station location.

- 9.E. Work with commuter rail planners to study parking and traffic impacts of locating a station in downtown Manteno, and support creation of parking lots along the east side of the Illinois Central tracks.
- 9.F. Phase out residential land uses along Route 50 in favor of commercial uses, and actively pursue redevelopment of vacant and underutilized land.
- 9.G. Create a beautification and streetscape improvement program for Route 50.

*To realize Goal 10:* **Provide active and passive recreational opportunities that are accessible to residents in their neighborhoods, and at convenient locations for community wide facilities.**

*Village of Manteno policy is to:*

- 10.A. Work with Kankakee County and private developers to implement the County Greenways and Trails Plan (1999), specifically along Rock Creek.
- 10.B. Connect new residential subdivisions with a system of interconnected greenways and trails.
- 10.C. Ensure public access to greenway and trail amenities through dedication of greenways as public open space and creation of access paths.
- 10.D. Improve the ecological function of Rock Creek for public use and enjoyment.
- 10.E. Require plans for quarry reclamation and consider long-term value of quarry lakes as amenities in future land use planning.
- 10.F. Create a Manteno Parks Department to manage and maintain the Village's park properties.
- 10.G. Continue to create new parks and recreational facilities in Manteno through development fees and land dedication.
- 10.H. Plan to develop new neighborhood parks so that every Manteno residence is within walking distance (1/4 to 1/2 mile) to a park facility.

# 4

## Future Land Use and Transportation Plan

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### Future Land Use Plan

Manteno's *Future Land Use Plan, Figure 4.1*, and definitions provide a guide to creating a future pattern of land use as development projects are considered and proposed. The intent of the Future Land Use Plan is to create a long-term vision for growth. The guiding principle behind the Future Land Use Plan is support for annexation of land into Manteno for the purpose of fostering new development. The Plan is based on the existing pattern of land use and projection of future uses, with arterial roadways acting as a basic armature for access to new residential areas and as frontage for commercial uses.

The majority of changes from the existing land use pattern consist of conversion of vacant, undeveloped, or agricultural land in unincorporated Manteno Township to residential, commercial, and industrial uses. Where there is uncertainty about the desired future land use, specifically in the area between Route 50 and the south of 8000N Road, the Plan provides for flexibility. However, as development occurs in this area the Plan should be revised to reflect the trend in land use to either residential or industrial.

### Future Land Use Definitions, Intent, and Location

#### Single-Family Residential

*Definition:* Parcels that contain or are appropriate for single-family detached and attached residential development. Typical density of traditional single-family residential areas is 2.5 dwelling units per gross acre or 4.5 units per net acre on quarter acre lots. Unmapped auxiliary uses in yet to be developed residential areas include parks and schools, religious institutions, public facilities, and small commercial nodes.



*Intent:* Manteno is seen as primarily a bedroom community related to employment centers in Kankakee County and the Chicago metropolitan area. Residential uses are seen as having the biggest market potential for future growth. Residential areas are the basis for community formation and should be planned in neighborhood units.

*Locations:* Existing residential areas are primarily located between I-57 and Route 50. Future residential growth areas are located west of Route 45/52, and west of I-57 north of Division Street. Growth is also planned to east of Route 50 north of Division Street.

### **Multi-Family Residential**

*Definition:* Parcels that contain three or more units per building, including rental apartments and condominiums. Hotels, motels are excluded from this category and instead are included in commercial uses.

*Intent:* Multi-family residential uses provide housing for renters, seniors, and those wishing to live in low maintenance housing without onerous responsibilities and costs of maintaining a yard. Multi-family housing is an important part of housing diversity and is usually more affordable than single-family options.

*Locations:* Apartments and condominium units are especially important in creating a density of residents to support pedestrian scale shopping. Multi-family uses are appropriate in downtown Manteno, and can also act as a buffer between commercial uses and single-family areas, specifically along West Division Street.

### **Manufactured Housing**

*Definition:* Land parcels containing multiple manufactured, or mobile, home structures typically in a mobile home park, plus any streets, service drives and community areas such as yards, clubhouses, and pools.

*Intent:* Manteno supports its existing manufacturing housing in high quality housing parks. This type of housing provides an affordable choice and is a popular option for seniors.

*Locations:* Existing housing parks are located to the east of Route 50. The Future Land Use Plan does not envision new manufactured housing parks.

## **Mixed-Use Commercial/Residential**

*Definition:* Parcels containing commercial or residential uses, contained in one or more buildings. Uses can be mixed on one parcel in a single structure vertically, or mixed horizontally on one or more parcels. These uses include multi-story buildings with a commercial use on the first floor with a residential above the ground floor, and allow for mixing of commercial and residential on adjacent parcels. Residential uses are typically multi-family units, but may also include townhouses or duplexes.

*Intent:* Traditional downtowns frequently have mixed use buildings that utilize space on upper floors for apartments. The Village wishes to encourage this type of use to create a more vibrant and dense downtown. This category also provides for flexibility in developing new uses; allow a horizontal mixing of uses on adjacent parcels. Providing this flexibility is useful for areas where a market for commercial development fails to develop.

*Locations:* Primarily in downtown Manteno between Oak Street and Route 50, see *Future \_: Downtown Land Use Plan* Also along the north side of Division Street east of I-57, between Division Street and Cook Street in the South Creek commercial area, and along and between Division Street and Section Line Road.

## **Commercial/Office**

*Definition:* Commercial land uses are defined as parcels used for wholesale, retail, office, entertainment or service, including those uses located predominantly at street level, plus related accessory uses such as parking areas and service drives.

*Intent:* Commercial and office areas within Manteno are recognized as beneficial, integral parts of the community structure. They not only satisfy the need for close and convenient shopping and services, but also provide sources of employment for village residents, and revenue in the form of property and sales tax.

*Locations:* The Plan envisions Division Street as Manteno's future primary commercial corridor, extending from Route 45/52 to Route 50. Downtown Manteno along Main Street and including Route 50, or Locust Street, is the existing focus on commercial and office uses in Manteno. Commercial uses may also develop along Route 45/52 and other a node at Career Center Road at 7000N Road.

## **Industrial**

*Definition:* Industrial and manufacturing uses are defined as parcels used predominantly for manufacturing or on which materials or articles are processed or semi-processed, but not sold in a retail setting and include light manufacturing, warehousing, distribution, and extraction.

*Intent:* Industrial and manufacturing areas of the village provide needed employment. At present Manteno is mainly a distribution center providing easy access to the Chicago metropolitan area and access to the interstate system.

*Locations:* Much of the industrial uses are currently outside village limits at the Diverstech campus or in quarries. A large distribution center is the largest employer in Manteno within the village south of Division Street west of the interstate. Future industrial growth is planned for the southern portion of the Route 50 corridor.

## **Industrial or Residential**

*Definition:* This is a temporary category on the Future Land Use Plan allowing flexibility to develop either industrial uses or residential uses as defined above.

*Intent:* This category provides flexibility to future development in an area where industrial uses would have good access to Route 50 of the interstate from the proposed interchange at 6000N Road. However, given uncertainty regarding the future market for industrial uses, the Plan allows for residential uses to be proposed. Once portions of the area shown in this category are developed the Plan should be revised in one direction or the other to minimize future conflicts.

*Locations:* This category is shown only in the area east of Route 50, south of Redwood Street, or 8000N Road to 6000N Road.

## **Public/Institutional**

*Definition:* Land parcels and facilities that are held in the public interest and are usually exempt from real property taxation. Such uses include Village government, police, fire, public works, public schools and educational facilities, hospitals, municipal parking, cemeteries, and religious, charitable and cultural institutions.

*Intent:* Community life is focused on shared public facilities and institutions. The Village of Manteno supports development of both private and public institutions that foster communal interaction and provide crucial services to residents.

*Locations:* Existing school locations are shown on the Plan map; however, the Plan also recognizes that new schools and other institutions will be developed in areas shown for single-family residential uses. Policy statements recommend locating new schools at the intersection of township roads, or in central locations in neighborhoods.

## **Park/Open Space**

*Definition:* Land parcels for which the primary purpose is for outdoor recreation or natural area conservation. This may include parks, forest preserves, golf courses, trails, sports facilities and clubs, or swimming pools.

*Intent:* The Village recognizes the important role that parks can play in providing a high quality of life for residents. Recreational facilities are important to the health and well being of residents. Preservation and conservation of undeveloped natural areas is also important, and the Plan recommends that the 100-year floodplain conserved as part of a greenway system.

*Locations:* Existing parks are shown on the Plan. Provision of park land is required by Village ordinance as part of residential developments, and therefore, the Plan recognizes that portions of areas shown as Single-Family Residential will be developed as parkland. The Plan also recommends locating parks within the 100-year floodplain and connecting these parks in a system of floodplain greenways.

## **Agricultural**

*Definition:* Land parcels used as cultivated farm land, orchards, or for livestock activity, with or without farm related structures.

*Intent:* Within a general plan for growth, the Village of Manteno also recognizes the value of working farms, as an important part of the economy of the village and as a land use that produces necessary food and fiber.

*Location:* The Future Land Use Plan shows substantial areas currently in agricultural use turned to other developed uses. Given that it will take decades to develop this land, the Village supports the underlying agricultural use of land in locations outside the village limit. Agricultural uses are seen to persist in the extreme eastern and northern portions of the planning area.

## **Future Land Use Plan for Downtown Manteno**

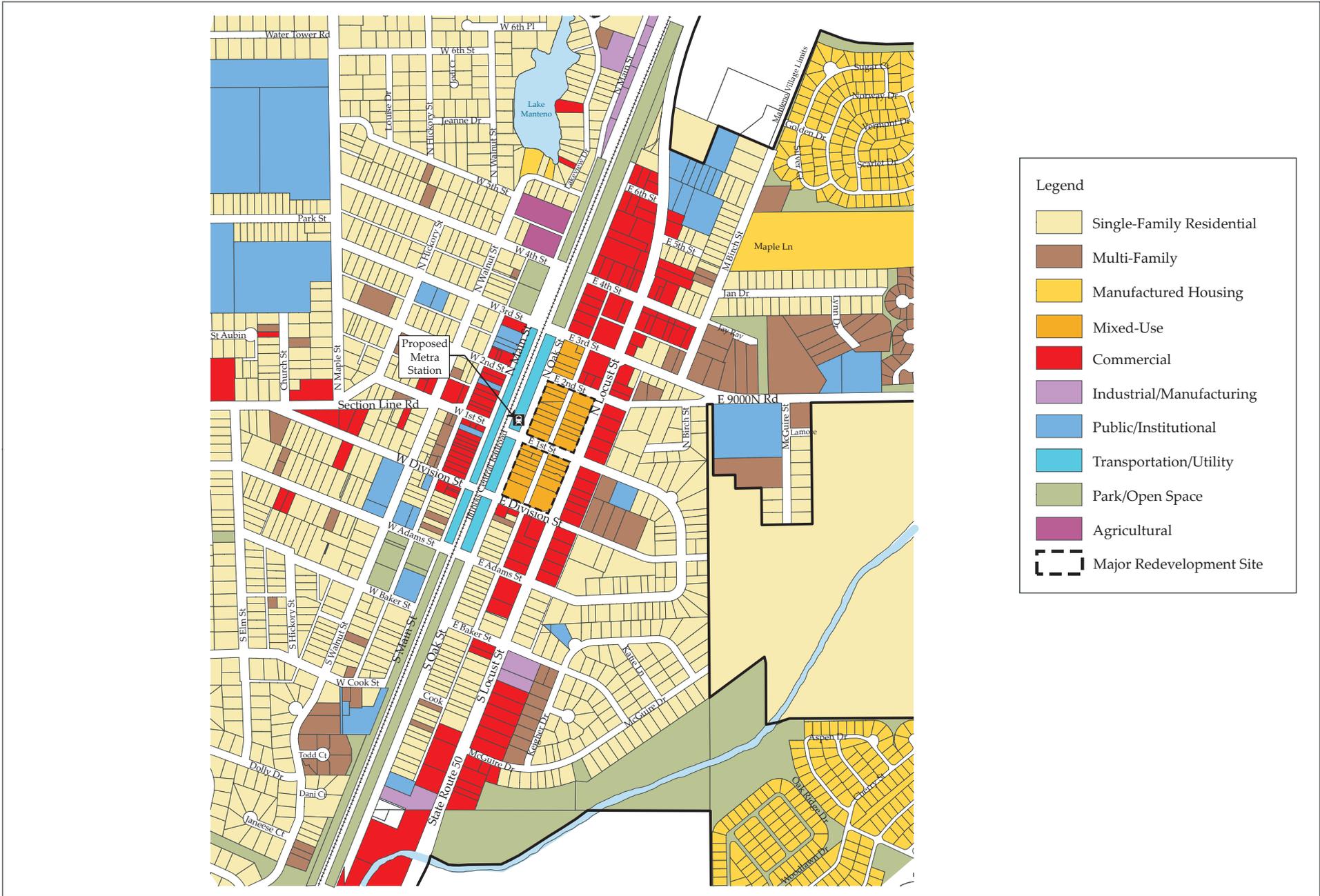
In order to better portray the recommended future use of land in downtown Manteno, a separate map is shown in *Figure 4.2: Downtown Land Use Plan*. Manteno's downtown district encompasses two commercial corridors: Main Street between Third Street and Locust Street/Route 50 between Sixth Street and the south branch of Rock Creek. While some conceptions of downtown Manteno only consider Main Street, the Plan promotes the integration of the Locust Street portion of Route 50 into a unified commercial and entertainment center.

Key elements of the Plan for Downtown Manteno are:

- Redevelopment of the blocks from Oak Street to Locust Street, from Division to Third Street to mixed commercial and residential uses.
- Location of a downtown Metra commuter rail station at First Street.
- Construction of commuter rail parking lots between the railroad tracks and Oak Street from Adams to Fourth Street.

- Elimination of obsolete residential uses along Locust Street from Adams Street to Division Street and new infill and commercial redevelopment along the corridor.
- Conservation of historical architecture on Main Street between Division and Third streets.

Downtown Manteno serves important civic and social functions in the community. Village Hall and the post office are on Main Street, as is the Township Assessor's office and a number of professional offices. Gathering spots including churches, restaurants, and taverns in the downtown provide an opportunity for participation in community life independent of the business and home life of each resident. Together, Main Street and Route 50 serve provide Manteno with a focus and also a key opportunity for economic growth in the Kankakee metropolitan area. While adjacent suburbs grow new subdivisions and shopping malls, downtown Manteno offers a destination with some local character. Village leaders and property owners and entrepreneurs should work together to enhance downtown Manteno as a unique place. Additional guides to future urban design are provided for downtown Manteno in *Chapter 6*.



**Figure 4.2: Downtown Future Land Use Plan**  
 Village of Manteno Comprehensive Plan

## Transportation System Plan

In order to maintain traffic flow as Manteno grows a number of transportation improvement projects have been planned or proposed, as reflected in *Figure 4.3: Transportation System Plan*. Key projects of the Plan include:

- Expansion of Division Street (County Highway 9) to five lanes from I-57 to Route 45/52.
- Reconstruction and expansion of the Division Street overpass and I-57 interchange.
- Reconstruction of Career Center Road to two or three lanes with shoulders.
- Construction of a new I-57 interchange at 6000N Road.
- Creation of a new east-west route connecting to the proposed 6000N Road/I-57 interchange, at 6000N Road and 7000N Road.
- Location of a Metra commuter rail station in downtown Manteno or 10000N Road.

As development continues to occur west and south of the Manteno, traffic levels are growing, particularly on Division Street. The County has planned and designed an expansion of Division Street from I-57 to Route 45/52. The Village of Manteno supports this as a very important project to the future development of Manteno. Much of the traffic on Division Street is headed to the I-57 interchange, and IDOT has designed an expansion to the overpass bridge and reconfiguration of the ramps and frontage road. Manteno supports this project and recommends it as a priority for IDOT.

If development is to occur along Career Center Road then this roadway will need a full reconstruction, as discussed in *Chapter 2*. Growth in the southern portion of Career Center Road may also be spurred by the construction of the proposed interchange at 6000N Road. Manteno supports this interchange project, with a benefit to Manteno that a new truck route leading to the industrial area east of Manteno has potential to divert trucks out of the existing route through downtown.

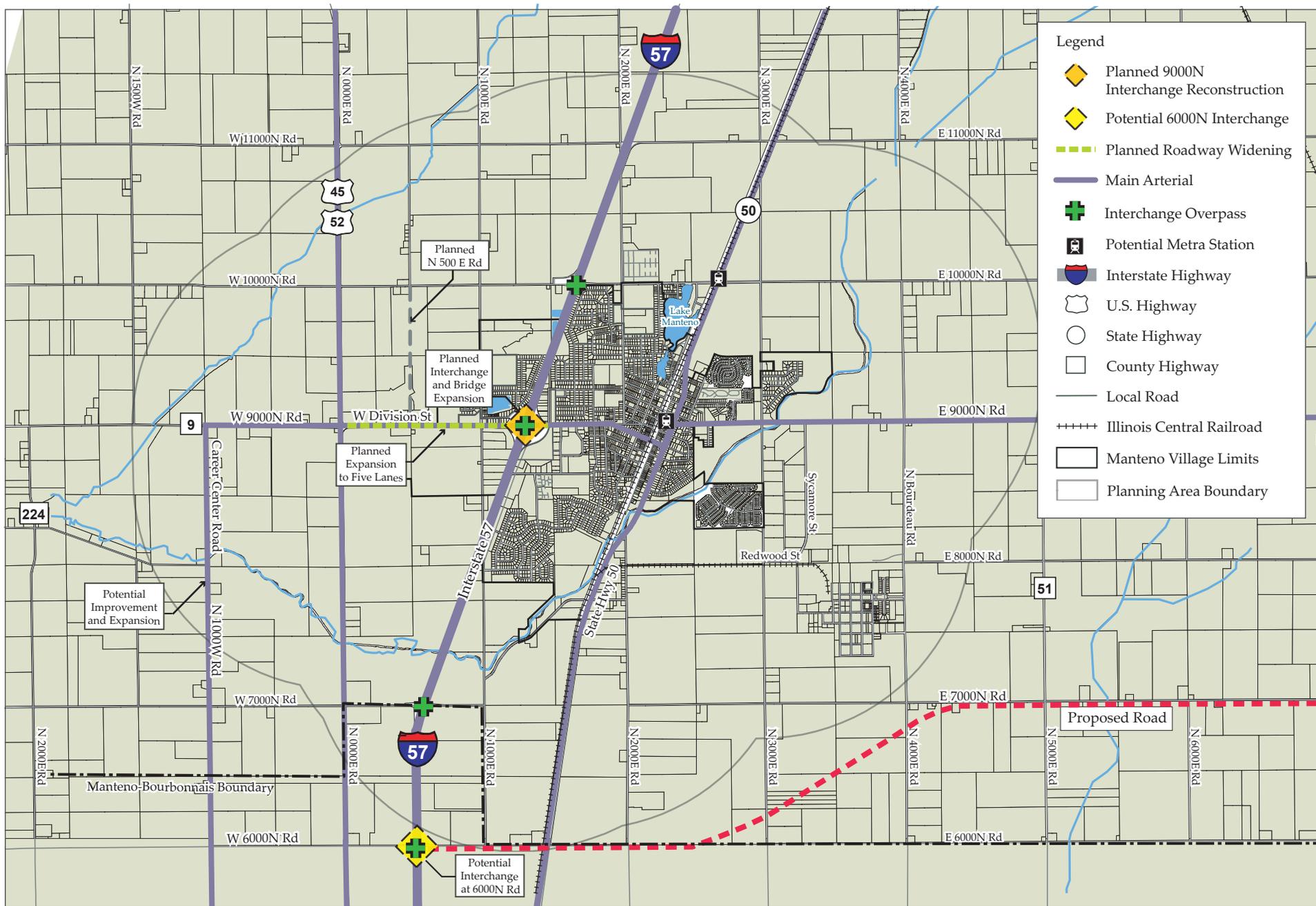
The Village of Manteno supports extension of Metra service into Kankakee County and a stop in Manteno. The Kankakee County feasibility study identified 10000N Road as a potential commuter rail station location. The Plan recommends considering downtown Manteno as a potential commuter rail station location, with the potential to create commuter parking between the tracks and Oak Street. This location would support Manteno's downtown revitalization goals, and provides for good access from Route 50 or Division Street.

### **Local Roads**

The Plan recommends that a system of interconnected local roadways be developed in strategic locations and alignments. The planned 5000E Road, shown on *Figure 4.3: Transportation System Plan*, is a good example of a proactive approach on the part of the Village to plan for connections and direct routes in developing areas. This roadway would connect to West Division Street at a major intersection as discussed in *Chapter 6*, and also lead to a bridge over an intermittent stream traversing the property under development north of Division Street.

### **Pedestrian and Bicycle Ways**

Bicycles are used for transportation to schools, parks, shopping and work, as well as for recreation and exercise. In addition, bicycles are non-polluting and take very little room to park. The *Transportation System Plan* includes a bicycle route in the Division Street corridor, and across a redesign overpass bridge at I-57. The West Division Street urban design concept shows a potential alignment for this bicycle path between commercial and multi-family development. This urban design concept also recommends construction of a sidewalk along Division Street, next to storefronts or next to a landscaped parkway along the street.



**Figure 4.3: Transportation System Plan**

Village of Manteno Comprehensive Plan

0 0.25 0.5 1 Miles



# 5

## Development Concepts and Guides

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A future land use plan alone neither guarantees the development of large areas of land, nor does it ensure that future developments fit together in a manner that is efficient, aesthetically pleasing, or conducive to community life. The land use plan only suggests a pattern of different types of uses—how the community is actually built is dependent on the accumulated myriad of design decisions made during daily interactions between property owners, developers, and the Village of Manteno and its citizens. This chapter suggests approaches to future community development based on the concept of developing neighborhoods, greenways, and commercial corridors that preserve the small town character that current and future residents of Manteno value.

### Neighborhoods

Strong support was given during the public process to the concept of developing neighborhoods, rather than simply constructing residential subdivisions. Elements of new neighborhoods include characteristics found in the older neighborhoods of small town Manteno, including:

- Mix of residential types, including single-family detached, townhouses, and multi-family apartments or condominiums;
- Civic focal point, in most cases a public school;
- Community-based institutions such as churches; and
- Neighborhood park.

One example of recent neighborhood development is the South Creek subdivision, located south of Division Street and east of I-57. Rather than an exclusively single-family residential neighborhood, which often create a sense of monotony and separation from the rest of the community, the Village worked with South Creek

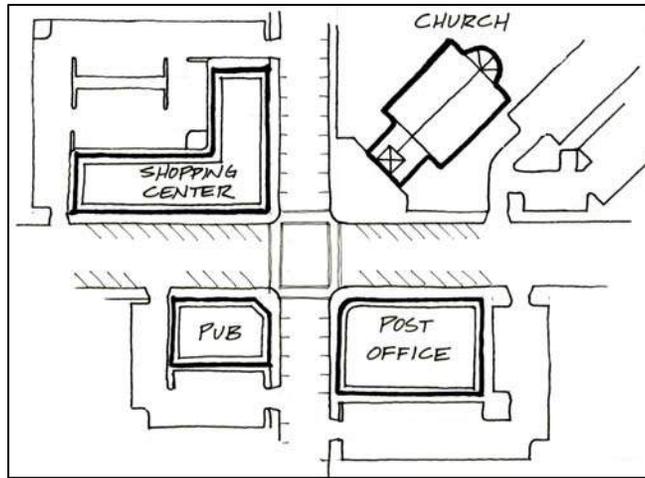
developers to integrate a mix of housing types into the new development. In addition, a state-of-the-art elementary school and athletic fields were built, further ensuring that the neighborhood of South Creek can be enjoyed by all members of the



**Figure 5.1: Manteno Elementary School**

community. South Creek is also served by a number of commercial uses along Division Street, within a comfortable walking distance of most homes. This type of diversity in land uses should be encouraged in future development in the community, to help ensure that new development is inclusive not only accessible to new residents, but can be a true part of the existing community.

Division Street is the main commercial corridor in Manteno, and as such will serve as the commercial spine for most new residential neighborhoods, especially those west of I-57. Main Street and Route 50 will play this role for new neighborhood expansion to the east. Areas more than a mile away from Division Street, such as north of 10000N Road or in the southern portion of Career Center Road may also be served by small commercial nodes.



**Figure 5.2: New Community Nodes**

Development of new community nodes should be encouraged at the intersections of selected township roads, with the potential to include such uses as schools, places of worship, and small convenience retail uses arranged on each of the four corners (see Figure 5.2).

Schools and parks are great physical focal points for neighborhood function and identity. Many neighborhoods take the name of their local school or park, which helps to foster community formation beyond that of the subdivision.

In addition to focal points, neighborhoods need a connected system of local roadways. Village policy should favor subdivision development concepts that plan ahead for connections across major roadways and provide more than a single access point to new subdivisions, while also limiting the number of dead end roads and cul de sacs. Sidewalks and a connected system of recreational trails are also important components of neighborhoods. They allow for movement around the neighborhood by children and encourage walking by residents beyond their yards, with the potential for neighborly interactions; interactions which are drastically reduced in areas without sidewalks and where all circulation is contained within automobile travel.

## Greenways

In June 1999, Kankakee County published a “Greenways and Trails Plan” that recommends establishing a system of interconnected greenways and trails throughout the county, including the area along Rock Creek in Manteno Township. The Village followed up on this plan with its own Park System and Open Space Network Plan in 2005. This plan shows a system of parks within the 100-year floodplain of Rock Creek, as well as a recreational trail. Floodplain greenways offer an exciting concept for the future development of Manteno (see Figure 5.3: *Park System and Open Space Network, 2005*).

Given a general lack of topographic features in central Illinois, the presence of small streams and rivers take on added importance. From a functional point of view, storm water drainage presents a problem in and around Manteno. Small streams and even swales that are usually dry can swell during storm events to major drainage ways. The State of Illinois and Village ordinance prohibits building within the 100-year floodplain. This Plan proposes to reserve the floodplain as a conservation area, but also to use the floodplain as a location for engineered storm water retention and for a connected system of recreation trails.

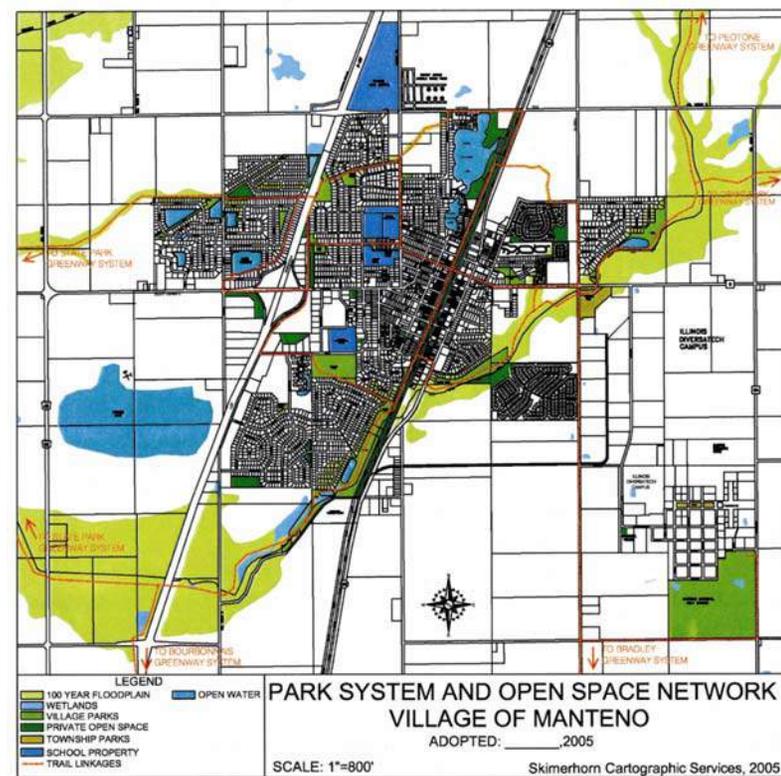


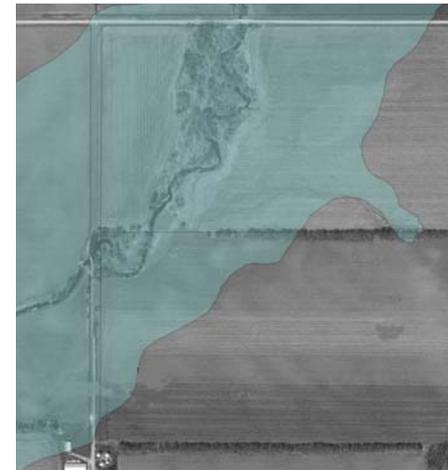
Figure 5.3: Park System and Open Space Network, 2005

The Rock Creek subdivision located at 3000E Road and 9000N Road is a good example of how the creek and its natural buffer areas can be utilized as a community amenity and storm water retention system. The development includes a bermed retention pond constructed within the 100-year floodplain. Water gradually drains out of the pond into the creek. This is a good use of land and also helps to keep water flowing in the creek. Working with developers to design a regional system of retention ponds, located in or next to the floodplain, will produce a more coherent and efficient pattern of land use than each subdivision digging a retention pond on otherwise developable land.

The *Greenway Design Concept* recommends strict limits on development within existing floodplains and uses floodplain land for the following purposes:

- Multi-purpose recreation trails;
- Passive and active recreation parks at appropriate locations;
- Storm water detention ponds;
- Playfields and ball diamonds;
- Wetland conservation.

The greenway concept was applied to a section of undeveloped land within the 100-year floodplain, located east of Route 45/52 and south of 11000N Road, just outside Village limits (see *Figure 5.4*). This location was selected as the model for the illustration below because of the presence of existing wetland and woodlot areas on both sides of the creek. In most other areas, new planting of native trees and wetland and prairie species will be a first step to protecting water quality and habitat.



**Figure 5.4: Existing Floodplain**

The illustrative concept in *Figure 5.5* shows retention ponds in the floodplain greenway, along with recreation trails and sports facilities, such as soccer fields and a softball diamond. New residential lots are shown backing on the greenway, with additional public access points provided. Residential development should allow for public access to the greenway and trail system whenever possible. Fees for park dedication and a shared system of storm water detention ponds can also be a good source of revenue for creating the greenway system.



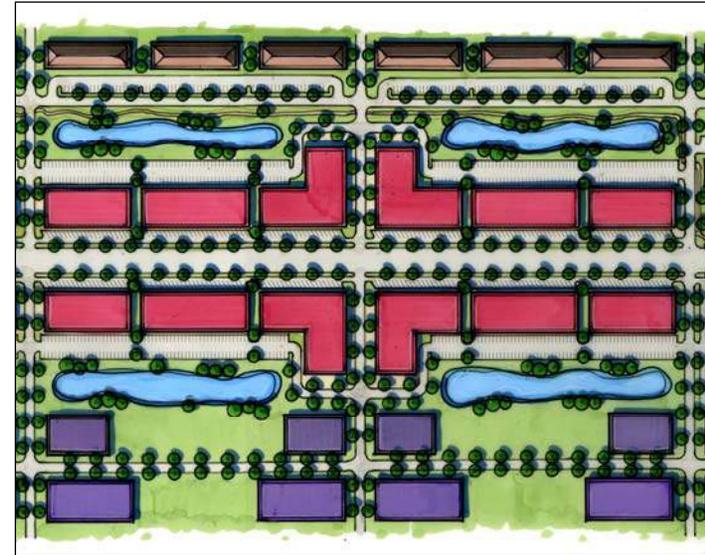
**Figure 5.5: Greenway Design Concept**

## **West Division Street**

The Plan keeps with long standing Village policy to develop Division Street west of the interstate as the primary commercial corridor serving new subdivisions and traffic from communities to the south. The one-mile-long corridor between Spruce Street (1000E Road) and Route 45/52 should be planned, designed, and developed as “new Manteno’s” future Main Street, emphasizing those characteristics that create an appealing and safe environment for users, including street facing buildings, pedestrian-scale lighting, controlled traffic access and an interconnected sidewalk system.

The urban design concept shown in *Figure 5.6* starts with the County’s plan for a five-lane roadway section, two lanes in each direction and a center turn lane. Even with this wide roadway, the urban design model is that of a small town, but modified to fit current expectations for traffic movement and parking.

This concept keeps street facing building setbacks a minimum. This is accomplished by placing just one bay of angled parking in front of new commercial buildings, accessed via a one-way drive lane. Access is controlled at four main intersections, and the roadway drive lanes are separated from the parking by a landscaped parkway. Planting street trees in this parkway will go a long way toward softening the look of the commercial corridor, and introducing a scale reminiscent of a small town Main Street. Additional parking, especially for employees, is provided behind the buildings. Given the turn over in convenience shopping, it is anticipated that many off-peak shopping trips will be served by the parking in front of buildings. At busier times, the parking in the rear is easily accessed at cross streets.



**Figure 5.6: West Division Street Urban Design Concept**

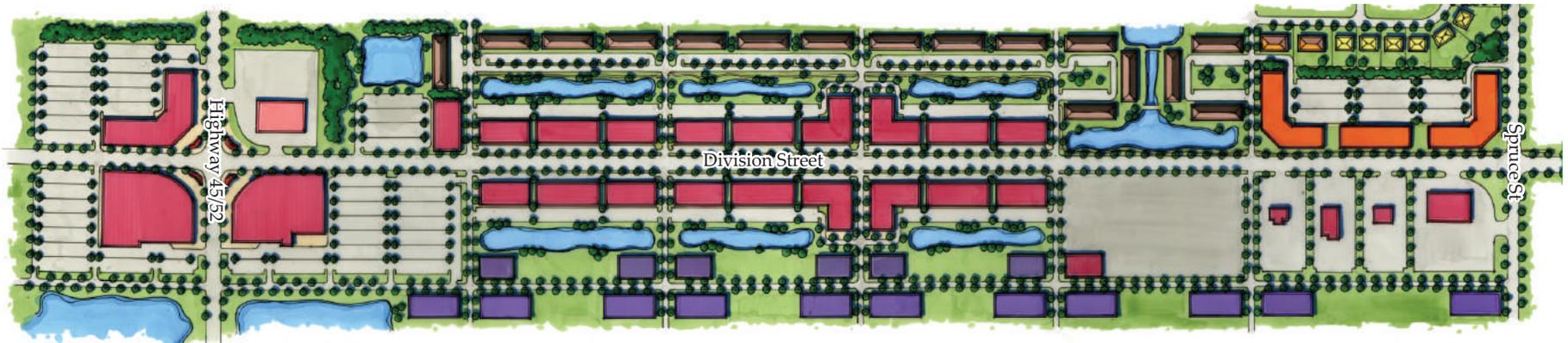
A main intersection is shown half way between Spruce Street and Route 45/52. This street is aligned with the planned main arterial (labeled on the Future Transportation Plan as 500N Road) serving the developing subdivisions to the north, including the planned bridge over the intermittent stream in the floodplain. The concept shows “L”-shaped buildings at this intersection, which could be two stories in height, as shown in the accompanying sketch. Retention ponds are located behind buildings adjacent to rear parking lots. A recreation trail is shown next to the ponds on the north side of the street, and next to multi-family residential units that act as a buffer between the commercial area and the single-family residential areas anticipated as the main use to the north. Business park, office or light-industrial uses, are anticipated to the south of Division Street.

## Land Use and Urban Design Concept

West Division Street is shown developed as Manteno's future Main Street, mimicking features of a historic small town downtown, but at a larger scale and with a wider roadway. The corridor is divided into three parts:

1. Highway commercial, office, and multi-family residential to the east.
2. New Main Street in the center.
3. Shopping Center at the intersection with Route 45/52.

Residential uses are shown to the north of the commercial corridor, while light industrial/business uses are to the south. The commercial space shown is over 680,000 sq. ft., which at current standards is enough for 27,000 residents.



**Figure 5.7: Division Street Commercial Corridor**

The eastern end of the corridor, the area closest to the interstate and Spruce Street, is shown with office and multi-family uses north of Division, and highway commercial uses, such as a gas station, fast food restaurants, and an automobile dealership on the south. The intersection with Route 45/52 is planned for a major retail shopping center on three corners, and the existing Gas City on the northeast corner. In keeping with the Main Street concept, and to avoid the all too common placelessness of typical strip shopping centers, three new big box commercial buildings are shown fronting on the street and enclosing the corner, rather than set behind large parking lots. A surplus of parking is shown in lots accessible from Division Street and Route 45/52. The buildings in this illustration are sized as a 100,000 sq. ft. home and garden store, and a 94,000 sq. ft. apparel store, based on similar development models typical in the region.

In total, West Division Street is shown with approximately 680,000 sq. ft. of new retail commercial space (not including the car dealership parking). Research by the International Council of Shopping Centers calculated that retail shopping centers in the United States average approximately 20 sq. ft. per person, climbing to a high of 40 sq. ft. if all types of retail space are included for a whole metropolitan area. Manteno currently does not have the population to support all of the retail space already available east of the interstate, including a planned full service grocery store. Large big box developments are also planned for the metropolitan area in Bradley, making a calculation for the demand for new space on West Division Street difficult. However, for purposes of example, if the space on West Division Street served more than half of new residents' shopping needs, with half in other commercial development; at 25 sq. ft. per person the 680,000 sq. ft. shown in the concept plan would be enough for an additional 27,000 residents.

Given the potential market, it will take many years to develop the West Division Street commercial corridor. The concept shown is a relatively intense use of the land, in a scheme that presupposes a high level of planning and design control. It is likely that, without strict control by the Village of Manteno, a much looser form of highway commercial will in fact be developed. This could result in a faster development of the land, leading to additional sprawl of the commercial corridor down Route 45/52 frontage and the resulting commercial strip is unlikely to exhibit the small town atmosphere valued by current Manteno residents.

## East Division Street and Downtown

### East Division Street

The area east of the interstate, from Division Street to the South Creek subdivision, has been planned as a commercial area, but remains largely undeveloped. A full-service grocery store is advertised as “coming soon” to a site along the south side of Division Street, but awaits the necessary number of households to support its development.

Given that only spotty development of small strip malls has occurred, the Plan recommends a new, flexible approach to future land use by classifying much of the land as suitable for mixed-use commercial or residential development. Land fronting on the south side of Division Street should have commercial development, but the area south to Cook Street could be developed with retail buildings or residential units, in multi-family, townhouse, or duplex types (see Figure 5.8).



**Figure 5.8: East Division Urban Design Concept**

The urban design concept shows a new full service grocery and drug store along the south side of Division Street. Placing the grocery along the street provides excellent visibility while also enhancing the pedestrian environment. Apartment or condominium buildings and townhouses area located between the shopping center and the school.

## **Downtown**

Continuing east, Division Street leads to historic downtown Manteno at Main Street, then crosses the Illinois Central tracks and meets Route 50. It is interesting to note the different scales on Main Street and Route 50. Manteno's historic Main Street was built at pedestrian scale, serving the surrounding farming community and the passenger rail depot. In contrast, Route 50 was developed during the age of the automobile. Parcels are larger and buildings are spread out to allow for parking lots. Signage is at a larger scale than is found along Main Street. Signs are often lighted pole signs geared to the road. Sidewalks are present along Route 50, but there is a lack of the landscaping features that make it a desirable place to walk.

The urban design plan shows a means for integrating these two different scales into a unified downtown, joined together on the blocks between Oak Street and Locust Street.

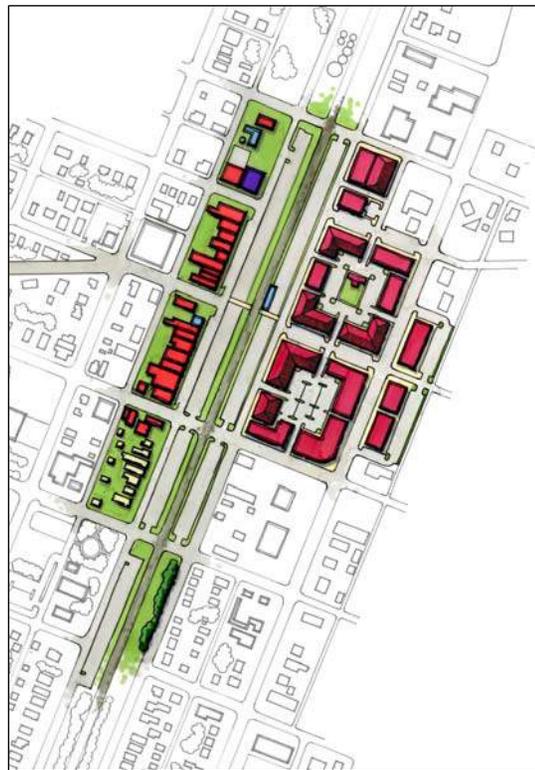
The Plan (*see also Chapter 3*) recommends a number of actions to secure the future of downtown Manteno as a community focus:

- Seek to locate Manteno's new Metra commuter rail stop in downtown Manteno at First Street.
- Create new commuter parking between the east side of the tracks and Oak Street.
- Integrate Route 50 and the Main Street area by redeveloping blocks between Oak Street and Route 50, from Division Street to Third Street.
- Bring new density to downtown in mixed-use buildings along Oak Street, with storefronts on the ground floor and residential units on upper floors.

The issue of where to locate Manteno's commuter rail stop has been explored in planning documents produced as part of the commuter rail feasibility study. The final report of the Kankakee County Commuter Rail Feasibility Study dated January 2005 considers two station sites for Manteno: 10000N Road and 7000N Road. The report also notes that the Village of Manteno revised their preference to 11000N Road or 12000N Road. What is not mentioned is the fact that downtown Manteno was the historic location of the passenger

depot on the old Illinois Central line, and that the old electric interurban depot was also in downtown Manteno near First Street. The two block long historic Main Street was developed because of its proximity to the railroad depot.

Current transit planning gives preference to parking for commuters over the value of transit-oriented development, however Metra policy is to give the Village of Manteno substantial say in where its station is located, when and if the line is extended to Kankakee County. Current Village leadership has expressed an interest in the development potential generated by a downtown station. Parking demand and increases in traffic remain a concern. The location of a downtown station may be less desirable if Manteno is the end of the line, but more feasible if additional stations are located to the south.



**Figure 5.9: Downtown Urban Design Concept**

The urban design concept (*see Figure 5.9*) shows that it is possible to duplicate the parking arrangement east of the tracks as found west of the tracks, leading to an estimate of 240 commuter parking spaces between Third Street and Division Street. An additional 90 spaces could be added between Adams and Division Street, with the potential to add several hundred more north of Third Street, and additional on-street parking along Oak Street. Therefore, the supply of parking could exceed 500 spaces east of the tracks, in addition to existing downtown parking on the west side of the tracks. Without specific ridership forecasts it is difficult to know if this supply will be enough to meet the demand, however the benefit of placing the station in the downtown is that Metra could expect to garner a much bigger percentage of riders accessing the train via

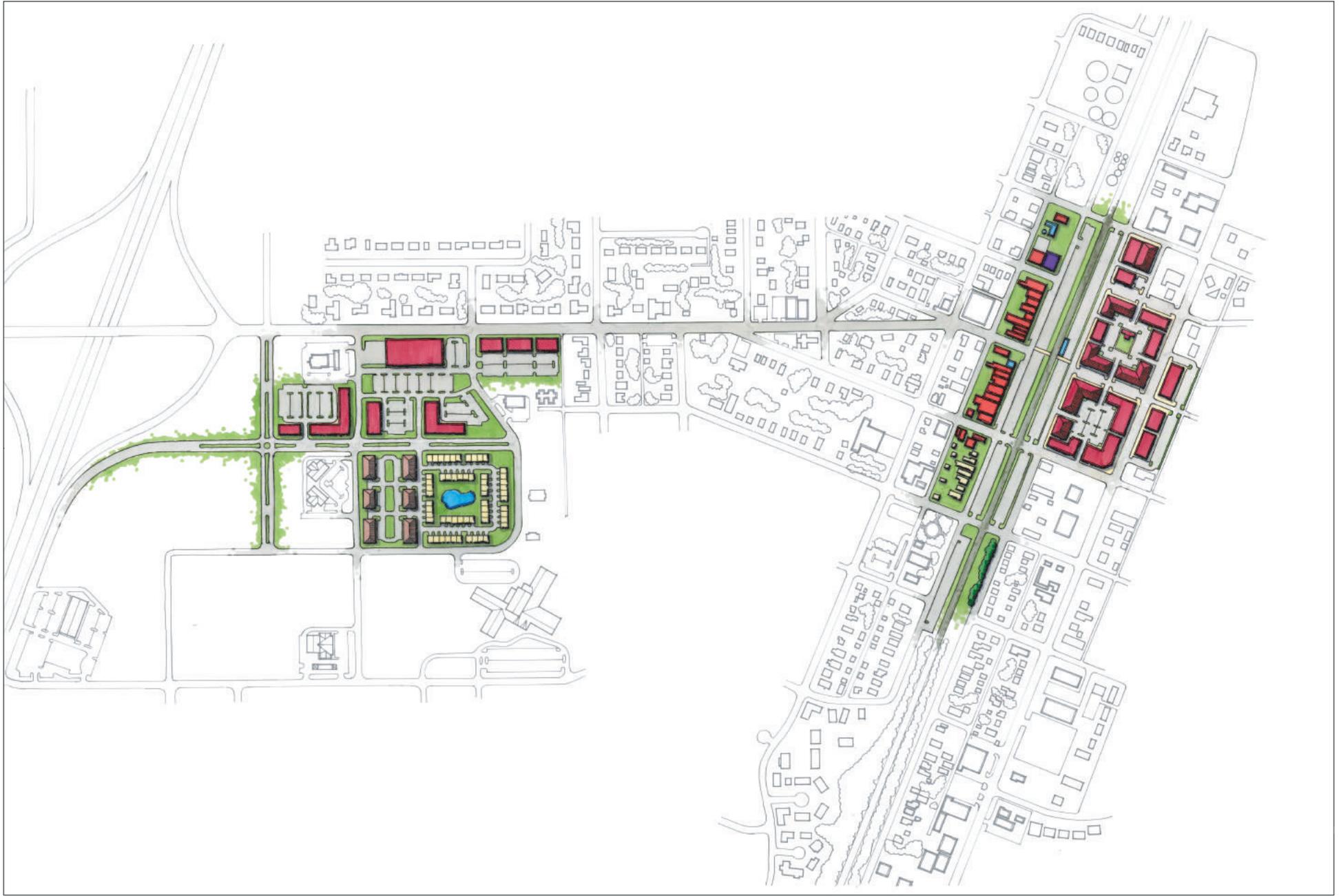
pedestrian and bicycle access than if the station is forced out of town to a location at 11000N or 12000N Road, where nearly everyone would need to drive to get to the depot.

In addition to the potential parking supply, the traffic brought by commuters is a concern for some. However, given current trends, and the Plan's emphasis on growth to the west of the interstate, location of a commuter rail station in downtown Manteno is the best chance that Main Street and Route 50 have to maintain a central position in community life and a customer base for retail uses. The daily traffic brought by commuters would significantly increase the potential market for retail uses, both on Main Street and along Route 50, and also for new storefronts along Oak Street.

The urban design concept shows the block between Division and First, Oak to Route 50 redeveloped, with the exclusion of the relatively new clinic building on the southwest corner. Buildings fronting on Oak Street, directly across from the proposed station would have storefronts on the ground level, and at least two floors of residential units above. The small car dealership on Route 50 could be relocated to West Division Street, or elsewhere along Route 50, allowing the redevelopment to new retail or office uses.

First Street should be designed as a pedestrian-oriented street connecting Main Street to Route 50. A new pedestrian track crossing should be installed at the depot and streetscape elements added to First Street between Oak and Route 50, including wide sidewalks, pedestrian level lighting, landscaping, and angled on-street parking.

The block between First Street and Second Street, from Oak to Route 50, is also shown redeveloped. The emphasis should be on a vertical mixing of commercial and residential uses, providing as many new residential units as the parking will allow. Underground parking should be studied in relation to the market potential for residential units. A small entertainment development is shown for the block between Second and Third Street, potentially including a small theater. This development could make use of the large commuter parking lot in the evening when most of the lot is unused by commuters. Indeed, the presence of the large commuter lot could be a catalyst to creation of a more lively downtown dining and entertainment district in Manteno, with restaurants and clubs allowed to park their patrons in the lots after hours.



**Figure 5.10: East Division and Downtown Concept**

Village of Manteno Comprehensive Plan



This Comprehensive Plan outlines a pattern of future land use within a context supporting continuous and ambitious expansion of the Village of Manteno. The Plan supports expansion of the Village in all directions, but with a preference for growth to the west and southwest.

### **Tri-Village Concept**

The vision expressed in the Plan is of the three villages of Manteno, Bourbonnais, and Bradley growing together in the Career Center, Route 45/52 corridors, and at the proposed new 6000N Road interchange with I-57. This vision is captured with the “Tri-Village” planning concept and the boundary agreement between Manteno and Bourbonnais. The Villages have agreed to support the construction of the 6000N Road interchange and development of the surrounding land. Further efforts should be established to coordinate development near the municipal boundary.

### **Flexibility**

As with the *1991 Comprehensive Plan* and its revision in 1998, this 2006 Plan includes more land than the Village can realistically expect to develop in the planning timeframe to 2025. The value of the Plan is in establishing a pattern of land use which gives developers, the Village, and citizens an outline of how land is to be developed. In some areas, the new 2006 Plan provides increased flexibility in regard to future land use with the addition of a “Commercial or Residential” category, and a “Residential or Industrial” category applied to the large area to the southeast of Manteno, to the Diversatech campus and south to 6000N Road. In previous plans this area was shown for new industrial growth given its access to Route 50 and a railroad spur, but the market is weak for new industrial development. The 2006 Plan recognizes the difficulty in projecting future use of this land and allows for residential or industrial development in this area. As projects are proposed the potential for conflicts will need to be assessed and minimized by refinements to the future land use plan. As a pattern of use

becomes more established the land use plan should be revised to be more specific. In the meantime, agricultural uses are acceptable.

## **Provision of Public Services**

One of the big challenges created by rapid growth is providing basic services to new areas. These services include sewer and water, as well as parks and schools, and fire and police. Recent actions by the Village of Manteno to expand water and sewer capacity provide room for growth. Certain infrastructure projects, such as new local roads or sewer extensions, should be paid for by development fees or constructed by the developer.

Land for parks and schools should also be negotiated as part of annexation and development approval process, as happened with the South Creek development. However, the construction of new schools is the most costly of all the public projects needed for new residential development. The whole Manteno community will share in these costs, and placing school bond referenda before the public will be necessary as long as the community continues to grow. This process will provide a forum to discuss growth issues and citizen's willingness and ability to fund new growth through school construction projects.

Expansion of the village to the southwest may also require new police patrols and fire facilities. While new infrastructure should be paid by the developer, such on-going service and maintenance costs are the responsibility of the body politic.

## **Annexation and Extraterritorial Powers**

The Village of Manteno's main tool for controlling and shaping growth is through its ability to annex land. The Village will continue to exercise its extraterritorial power to plan for future development within one and one-half miles of its municipal limit. This 2006 Plan outlines the desired pattern of land use in this extraterritorial zone, providing land owners and developers with a guide for creating development concept plans. The Village will consider concept plans in the context of annexation proposals and work with land owners and developers to plan and design new projects in keeping with the land use and urban design components of this Plan.

## Zoning and Subdivision

Most of the new development envisioned in this Plan will fit within existing zoning districts. During the annexation and subdivision planning process the proposed plat must include a description of residential types and proposed zoning classification.

The one new land use classification in the 2006 Plan that may need a new zoning district, or zoning overlay district, is the Mixed-Use Commercial/Residential classification. This land use category is primarily applied on Division Street east of the interstate, into downtown between Oak Street and Route 50. The current C1 Downtown Commercial District does allow residential uses “behind or on the second floor of a commercial establishment” as a special use. However, a broader mix of commercial and residential uses is envisioned by the new land use category, so an overlay district might be considered that allows a horizontal mixing of commercial and residential uses on adjoining parcels, as well as a vertical mixing.

Consideration should also be given to adjusting the Site and Structure Requirements in the C2 District, in order to guide the future development of Division Street west of the interstate and Route 50. The minimum lot size of 40,000 square feet (almost an acre), minimum frontage of 120 feet, and setback of 30 feet in front, and 50 feet in the rear yard will produce a loose highway commercial development pattern, rather than one that encourages pedestrian access and a healthy walking environment. Indeed, to produce a small scale, small town commercial corridor, development parcels could be set at maximum of one acre. Requiring a minimum of one acre may also be stifling commercial development, by actually requiring a developer or someone who wants to open a shop to bite off a much bigger piece of land than they need. Bigger shopping centers could be accommodated as PUDs or designated for specific locations, such as at the intersection of Division Street and Route 45/52.

## Incentives

Most of the recent growth in Manteno has been in the form of single-family residential types, mainly serving commuters who work outside of Manteno. No incentives are needed to encourage this growth of Manteno as a bedroom community, given the substantial costs placed on the community by this growth. In contrast, little growth has occurred in recent years in employment generating uses, commercial or industrial. No new employment growth sectors were identified during the planning process.

The main incentive that the Village of Manteno and Kankakee County have to encourage new commercial and industrial development is through the Enterprise Zone Program administered by the State of Illinois Department of Commerce and Community Affairs. The Department's website states that the Enterprise Zone Program "is designed to encourage economic growth and neighborhood revitalization at the local level through various tax incentives, regulatory relief, and improved governmental services."

In 2005 the Village and Kankakee County proposed designation of Enterprise Zones along West Division Street and down Route 45/52; in the commercial area north of the South Creek subdivision; and along Route 50 south and north of the village. Industrial areas at Diversatech and Kmart would be retained as Enterprise Zones.

The Village could also consider a Tax Increment Financing district to spur redevelopment in the downtown area.

## Coordination

The Village of Manteno should continue to work with the Village of Bourbonnais, Village of Bradley, and Kankakee County on joint planning efforts. The new Kankakee County Comprehensive Plan includes policies that address discouraging exurban development, reducing residential zoning in unincorporated areas, and locating new growth in or adjacent to existing municipalities. These policies can benefit the Village of Manteno and the Village should support these efforts through coordination with the County on shared goals and use of its extraterritorial planning powers.

The setting of a boundary between Manteno and Bourbonnais, and Manteno and Bradley is an important first step to building confidence in the ability of the three municipalities to work together. Close coordination on the 6000N Road interchange and the Tri-Village Planning effort for the interchange is a second step toward building a common approach to development where the three villages meet. Competition for revenue generating commercial uses will remain, and anything that Bradley or Bourbonnais build, such as new big box shopping centers, will limit Manteno's potential for new commercial development. Consideration should be given to a revenue sharing agreement, specifically for new commercial development at the new interchange area.