

# **CORRIDOR PRESERVATION**

## **DRAFT CONCEPT DOCUMENT**

**July, 2003**

## **INTRODUCTION**

Over three years ago, staff of the Kankakee County Planning Department was directed by County Administration to develop a method for the preservation of transportation corridors that were deemed important to the future transportation network of Kankakee County. The oversight committee for this task was assigned as the Transportation Subcommittee of the Kankakee County Regional Planning Commission.

A number of methods were researched, with the resultant recommendation by staff and by the Transportation Subcommittee of a method which accomplished the goal without the expenditure of public funds, and seemed the best able to withstand any legal challenge.

The general concept of the method is a hierarchy of importance of roadways, both existing and contemplated in the future, based on the roadway's relative importance to the transportation system, both now and in the future. The general implementing concept is through the use of the already existing legally tested power of setbacks.

The concept has been presented numerous times to the Kankakee County Regional Planning Commission, the Planning, Zoning, and Agriculture Committee and the Bridge and Highway Committee of the Kankakee County Board, and to every Planning Commission in Kankakee County, both for municipalities and for townships. Township Commissioners have been invited to two separate presentations on the concept.

A Public Meeting was held on the Corridor Preservation concept on March 20, 2003, with no negative comments registered on the concept from any attendees. The results of that Public Meeting are being presented to the Kankakee County Regional Planning Commission at their July 22, 2003 meeting, at which time adoption of the concept will be discussed.

After adoption by the Kankakee County Regional Planning Commission, the concept will be presented again to each of the Planning Commissions in the County, with the request for a resolution of support for the concept. After these municipal and township Planning Commission presentations have been made, the concept will be presented to the Planning, Zoning, and Agriculture Committee for action, and to the Kankakee County Board for adoption.

## **GOALS**

The primary goal is very simple. It is not in the private or public interest to have new structures built in the paths of important existing and future transportation facilities. This proposal wishes to minimize the inconvenience for property owners, and to insure that important transportation facilities can be built in the future, when needed. This proposal does not address existing structures in the paths of existing and future transportation facilities.

Secondary goals include a county-wide system of roadways, ranked by their importance, that will allow both the development community and county officials to have clear advance knowledge of the objective requirements for every roadway in the county. Another secondary goal is to attempt to maximize benefit of public expenditure in transportation by attempting to encourage development in those areas.

This proposal creates a county-wide system of “clear corridors” along every roadway, and prohibits the construction of new structures in these “clear corridors”. The rationale for the development of these “clear corridors” is explained in the next section.

## **TIER STANDARDS**

Two principles have been followed in the development of the “clear corridor” concept. The first is that existing construction standards must be followed, or the concept will not withstand legal challenges. The second is that not all roadways have the same level of importance, and a hierarchy of importance must be developed.

The construction standards used in this “clear corridor” concept are State of Illinois Motor Fuel Tax (MFT) standards, the same standards that Township Commissioners and the County Highway Department use when building roadways with MFT funding. Four levels of importance, or “tiers” have been selected to cover anticipated traffic conditions in Kankakee County. These four levels are:

- Rural traffic, with lowest projected traffic volumes (Tier 4)
- Typical rural traffic, with mid-level traffic volumes (Tier 3)
- Traffic bordering on urban levels, with traffic volumes at levels where four lanes are being considered (Tier 2)
- Urban traffic, with traffic volumes at levels where six lanes are being considered (Tier 1)

The corresponding widths of lanes, shoulders, and ditches (total cross section) for each of the four Tier levels under consideration are shown on Exhibits 1 through 4, attached to this report. It should be noted that the Tier 1 cross section, shown in Exhibit 4, exactly the cross section that the Illinois Department of Transportation has proposed for the Interchange Road (6000 N. Road), between U.S. Route 45 and Illinois Route 50.

The Tier cross sections shown in Exhibits 1 through 4 are shown as rural in character, with ditches to drain water from the roadway. The “clear corridor” concept means that a roadway will be protected for its rural design, and, if annexed by an urban jurisdiction, the cross section will have been protected for those potential urban cross sections, depending upon the local choice of that jurisdiction. The cross section, by Tier, is shown below (and on Exhibits 1 through 4):

- Tier 4 – 70 feet
- Tier 3 – 96 feet
- Tier 2 – 110 feet
- Tier 1 – 138 feet

An example of an urban cross section for a Tier 1 roadway is shown in Exhibit 5. It is not the purpose of the Corridor Preservation concept to propose which roadway characteristics might in the future be of importance to an urban jurisdiction. It is the purpose of the Corridor Preservation concept to make sure that the “clear corridors” needed in the future will be available.

## **ROADWAY RANKINGS AND THEIR ASSIGNMENT**

Once the four levels of importance have been established, the exercise becomes one of determining how to assign roadways to those levels. There are a number of methods to accomplish this task, and the one chosen by this exercise may be unique to Kankakee County. The following categories and levels of importance were determined:

- Future Development (30 possible points)
- Interstate Access (20 possible points)
- Current Classification Status (30 possible points)
- Barrier Penetration (50 possible points)
- Major Traffic Generators (40 possible points)
- Classification Links (20 possible points)
- Traffic Factors (20 possible points)

With the exception of roadways within corporate limits and within platted subdivisions, every roadway segment in Kankakee County was analyzed by the above categories. The total mileage analyzed was 1332 miles, divided into 715 segments. Some roadway segments that did not currently exist were also analyzed.

Each of the above criteria has multiple components, and detailed explanations are available for each of the criteria and their components. The more important a roadway segment is for a criteria, the higher the points received. For example, the Warner Bridge Road segment crossing the Kankakee River receives far more points for Barrier Penetration than segments in the vicinity, but without the river crossing. A segment with a railroad crossing would receive more points than a segment a mile away without a railroad crossing.

The top of the hierarchy is Tier 1, and the segments with the most points were assigned to Tier 1. The bottom of the hierarchy is Tier 4, and the segments with the fewest points were assigned to Tier 4. It was the intent of the Corridor Preservation concept to limit each Tier level to a certain percentage of the roadway mileage in Kankakee County. Those limits were as follows:

- Tier 1 – 10% of mileage
- Tier 2 – 20% of mileage
- Tier 3 – 30% of mileage
- Tier 4 – 40% of mileage

Some latitude was left for the discretion of staff involved in the process in two critical areas. The first area of discretion was “continuity of roadway”, meaning that if a significant portion of a roadway (Illinois Route 17 from the Urbanized Area west to just south of Bonfield, for instance) was one Tier designation, staff should have the discretion to continue that designation to keep continuity.

The second area of discretion was in the very special case of the future roadway that will connect the proposed interchange at 6000 N. Road with the River crossing at Warner Bridge Road on the west, and Vincennes Trail on the east, and to connect Warner Bridge Road with Interstate 57 again at Exit 308.

#### Tier 1 Assignment

The highest rated 108.25 miles were classed as Tier 1, and are shown in dark green on Exhibit 6. Discretionary mileage for continuity comprised 24.0 miles, are shown in dark blue on Exhibit 6, and basically fill in gaps on state roadways throughout the county, on county maintained roadways in the Urbanized Area, and at Warner Bridge Road between Illinois Route 102 and Illinois Route 113.

The segment of 6000 N. Road between U.S. Route 45 and Illinois Route 50 was given a discretionary Tier 1 classification, as this will be the busiest portion of the roadway connecting the proposed Interchange with the local roadway system in the vicinity. This segment is shown on Exhibit 6 in dark red, and is 1.5 miles in length. The total mileage of Tier 1 roadway is 133.75 miles, or 10% of the total ranked mileage.

#### Tier 2 Assignment

The next highest rated 184.50 miles were classed as Tier 2, and are shown in yellow on Exhibit 6. Discretionary mileage for continuity comprised 65.5 miles, shown in pink on Exhibit 6, and basically cover the remainder of the county maintained roadway system in the county, as well as other important roadway segments not assigned as yet.

Discretionary Interchange segments comprise 19.0 miles, and are shown in gray on Exhibit 6. The total mileage of Tier 2 roadway is 269.0 miles, or 20.2% of the total ranked mileage.

#### Tier 3 Assignment

The next highest rated 336.50 miles were classed as Tier 3, and are shown in light blue on Exhibit 6. Discretionary mileage for continuity comprised 57.75 miles, and are shown in brown on Exhibit 6. The total mileage of Tier 3 roadway is 394.25 miles, or 29.6% of the total ranked mileage.

#### Tier 4 Assignment

The remaining mileage is assigned as Tier 4, and total 535.0 miles, or 40.1% of the total ranked mileage. Tier 4 roadways are marked with no color on Exhibit 4.

## **IMPLEMENTATION**

The major implementing device for the concept is the front yard setback. These setbacks are currently tied to the zoning of the property, and the intent of this process is to change setbacks so that they are tied to the Tier rating of the roadway. There will be at least three major methods of implementation, using the new setbacks:

1. When issuing Building Permits, the Tier designation of the roadway plus the setback will be the determining factor when determining distance from the centerline of the roadway to the edge of new building construction.
2. When Subdivisions and Rezonings are submitted, the Tier designation of the roadway plus the setback will determine the right-of-way dedication requested from the petitioner.
3. When Special Use permits are requested, the Tier designation of the roadway plus the setback will determine the right-of-way dedication requested from the petitioner.

There are two implementing actions required to make the Corridor Preservation concept workable in fact and law. The first is the adoption process of the Corridor Preservation Tier Map, and the second are amendments in the Zoning Code.

### **Tier Map Adoption Process**

The Transportation Subcommittee of the Kankakee County Regional Planning Commission has held Public Meetings on the Corridor Preservation Tier Map, with no negative comments. The Transportation Subcommittee has recommended that the full Kankakee County Regional Planning Commission adopt the Corridor Preservation Tier Map, and so bring the Map to the Planning, Zoning, and Agriculture Committee of the Kankakee County Board. The next step in the process would be action by that group, and then action by the full Kankakee County Board.

### **Zoning Code Amendments**

The Zoning Board of Appeals is the appropriate body to conduct the required Public Hearings on these issues, and to bring recommendations resulting from those Public hearings back to the Planning, Zoning, and Agriculture Committee for action. Again, the final review and adoption body would be the full Kankakee County Board. This process will begin after the adoption of the Corridor Preservation Tier Map.

## **REVIEW**

It is the intent of the Planning Department to revise the Tier Map every 5 years, and to bring that revised map to the County Board for revision. The first such revision will occur at the conclusion of the Land Use/Transportation Study, which is currently in the Consultant Selection process. The study will take two years to complete after the consultant is under contract, and it is assumed that the approval process for the Land

Use/Transportation Study will take some time after the conclusion of the Study. Modifications to the Corridor Preservation Tier Map are one of the central recommendations to come from the Study, and those modifications will be brought to the Kankakee County Board for action with the final Land Use/Transportation Study.