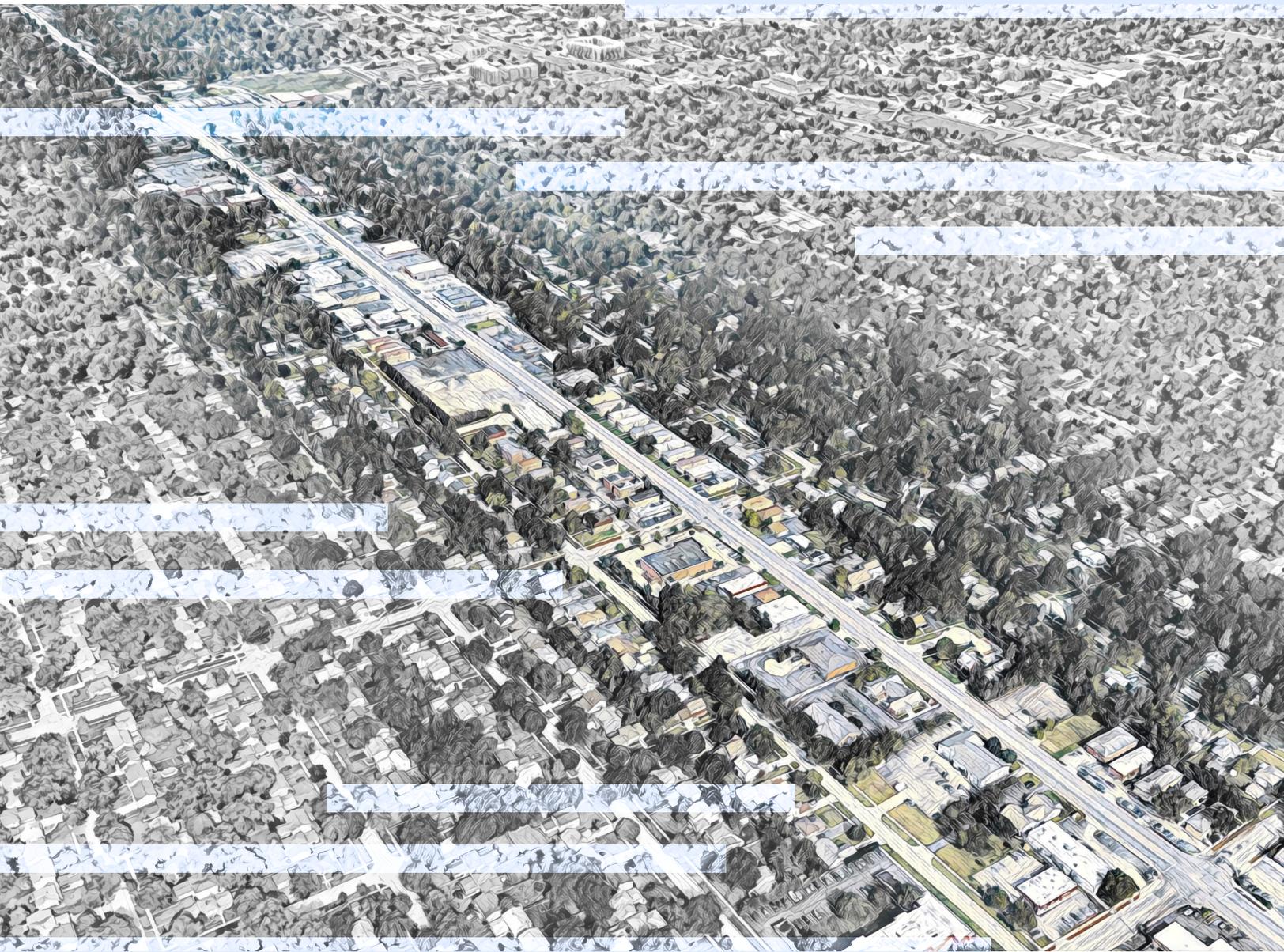


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# ROOSEVELT ROAD CORRIDOR PLAN

*City of Wheaton, IL*



**DRAFT**

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**UPDATED  
09.2021**

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# INTRODUCTION & PLANNING CONTEXT



***This Roosevelt Road Corridor Plan is intended to serve as an update to the City of Wheaton’s Comprehensive Plan, providing specific policy guidance for the eastern section of Roosevelt Road – one of the most prominent commercial corridors within the City.***

In a broad sense, the City’s Comprehensive Plan is a statement of policy, an expression of community intentions and aspirations for maintaining and enhancing its quality of life into the future. The Comprehensive Plan, on a more strategic level, also provides specific direction for future growth and development within the City. As such, the Plan must be viewed in the context of a broader growth management portfolio for Wheaton.

The City’s most recent Comprehensive Plan was adopted in 1999, over two decades ago. The 1999 Plan studied a portion of the Roosevelt Road Corridor – from Naperville Road to the west, and the City limits to the east – as a special area of

focus, and recommended a conservative approach to future land use given the physical constraints along the corridor, and the close adjacency of stable residential neighborhoods. The vision at that time was of a corridor predominantly characterized by small-scale, low intensity office uses, mitigating concerns related to development on small or shallow lots, as well as potential impacts on adjacent residential neighborhoods.

Generally, the 1999 Comprehensive Plan called for redevelopment along the Roosevelt Road Corridor, focused on commercial uses as a means of enhancing the City’s tax base. However, due to the shallow lot depths on the north side of Roosevelt Road, the Plan recommended that new development be limited to office or research, “because of the less intensive nature and reduced parking need of this use.” (City of Wheaton Comprehensive Plan) Small office buildings were recommended in the Plan, including the conversion of existing residential structures to office uses. To implement this policy, the OR Office

and Research Zoning District was developed, and mapped along a significant portion of Roosevelt Road, both within the designated 1999 Roosevelt Road Corridor Special Focus Area and further to the west, to encourage the desired low-intensity development pattern. For new construction, the OR District regulations include provisions that limit the heights of structures and require the inclusion of design features that mimic a residential appearance. Permitted uses within the OR District are limited to business and professional offices, and research laboratories. Retail uses are not allowed as either a permitted or special use in the district.

When the 1999 Plan was adopted by the Wheaton City Council, the goals, strategies and actions described in the Plan became official land use policy used to inform public decisions affecting the future of the community and influencing the rate, amount, type, location, and quality of future development. Land use policies generally describe the potential future uses for an area rather than a specific immediate indication of the appropriate zoning regulations for a specific parcel of land. Because the Comprehensive Plan is intended to serve as a policy guide, it relies on other more detailed regulatory tools for implementation. These tools include the City's Zoning and Subdivision Ordinance and the DuPage County Countywide Stormwater & Floodplain Ordinance.

## **Why Update the Plan Now?**

Adoption of a Comprehensive Plan is the beginning of a process of ongoing implementation throughout the life of the Plan. Effective implementation requires that both City officials and residents be familiar with, and generally supportive of the Plan's major goals, objectives, and strategies. It must be remembered, however, that the Plan is not intended to be a static document; it must be re-examined periodically and updated as needed to ensure its continued relevance and efficacy as conditions and community aspirations change. The 1999 Comprehensive Plan reflects land use and development policies established some 20 years ago in response to demographic and economic factors, the transportation system, community facilities and institutions that rendered the previous 1989 Comprehensive Plan obsolete in terms of policy guidance as the focus shifted from managing growth on Wheaton's periphery to addressing development of the City's remaining vacant parcels, enhancement of Wheaton's commercial base, redevelopment of obsolete properties and expansion of civic and religious institutions.

This shift in focus – toward infill development and enhancement of the City's commercial base, as well as redevelopment of obsolete properties – inarguably has a much greater impact on land use policy in the City's predominantly nonresidential areas than within its established residential neighborhoods. While an overall update to the 1999 Comprehensive Plan may be necessary within the medium term, updates to the City's vision and policy for its commercial centers and corridors are necessary to ensure that Wheaton is able to respond to shifting development conditions, and to meet the needs of an evolving market. As such, the City has continued to plan and think strategically for the future of these

areas, seen most recently in the development of the City's 2013 Downtown Wheaton Strategic Plan and Streetscape Plan. Like downtown Wheaton, the Roosevelt Road Corridor is another important commercial asset that has experienced significant change since the 1999 Plan, and requires a strategic vision to ensure its long-term viability.

Since the adoption of the 1999 Comprehensive Plan, development along Roosevelt Road has continued to occur, impacted significantly in the intervening years by changes in the development environment both nationally and locally. Recent, significant examples of new development along the corridor include larger retail and service uses, such as the Mariano's grocery store at Naperville Road (C5 Zoning District), the CubeSmart self-storage facility at the eastern edge of the corridor (C3 Zoning District), and the Bucky's Mobil service station at President Street (C3 Zoning District). Construction of the type of small office buildings called for in the OR Zoning District per the 1999 Comprehensive Plan has occurred in a limited fashion, though a number of such structures are now vacant.

Changes in the development environment, precipitated by the emergence of new economic, demographic, and technological trends, such as the rise of e-commerce, changes in consumer preferences, and reduced demand for Class B and Class C office space are just a few of the forces impacting the market for new development and redevelopment along the Roosevelt Road Corridor. These recent trends suggest that the time has come to once again re-examine the relevance of the City's current land use policy as articulated in the 1999 Comprehensive Plan, especially as it relates to the future of prominent commercial areas like the Roosevelt Road Corridor.

## **Purpose of this Plan Update**

This effort was initiated in response to the growing obsolescence of many of the buildings along Roosevelt Road, and the importance of enhancing Wheaton's property and sales tax base by encouraging appropriate types of development and revitalization activities that can aid in the long-term viability of the Roosevelt Road Corridor.

The intent of this effort is to ensure that any recommended changes in land use and built form are responsive to market realities, respect the context and form of the surrounding neighborhoods, and encourage redevelopment to occur over time. While the corridor has seen some relatively recent development as mentioned above, not all of the development proposals have been acceptable to the community, for a variety of reasons. Currently, the appropriate future land use direction is unclear in light of changing retail dynamics, changes in the demand for Class B and Class C office space, and community preferences related to the character, form, and uses that should be permitted on Roosevelt Road.

## **Summary of Work to-date**

In 2018, the City retained the team of Camiros, Ltd. and Valerie Kretchmer and Associates to study and prepare a Comprehensive Plan/Market Study/Zoning Ordinance Update for a nearly two mile long section of the Roosevelt Road Corridor, extending from the Illinois Prairie Path – Aurora Branch on the west to the Wheaton/Glen Ellyn border on the east. The primary product of this study effort was a Roosevelt Road Corridor Plan that could be adopted as an amendment to Wheaton’s 1999 Comprehensive Plan, to guide future land use decisions. While zoning recommendations were requested to illustrate how the land use policy could be implemented, it was recognized that a separate, more detailed process would be needed to adopt any specific zoning regulations.

In response to feedback from the Wheaton City Council, as well as members of the community, the plan was revised to ensure a more comprehensive process that built upon community feedback received, ensured new opportunities for review and participation, and established a vision for the Roosevelt Road Corridor informed by community opinions and supported by Wheaton residents.

As the community review and engagement process was set to start in early 2020, the global COVID-19 pandemic began. Wheaton and the region are now beginning to emerge from the worst impacts of this crisis. However, the complete picture of the pandemic’s impact on land use patterns remains to be seen

In June 2021, the City retained Valerie Kretchmer and Associates to update the 2018 market assessment to consider how the office and retail markets in Wheaton, and specifically along Roosevelt Road have been impacted by the pandemic. Both the original market assessment and the 2021 update are presented in Appendix A.

This Plan aims to establish a realistic future land use policy for the Roosevelt Road Corridor that responds to existing conditions and emerging trends, and creates new commercial and residential development opportunity along the corridor. It must also respect and reinforce the established character of many properties located along and nearby the corridor, and acknowledge the established residential neighborhood character of those areas to the north and south of Roosevelt Road. The future land use policies articulated within the plan must serve to articulate a vision for change in a manner that is supportive of and supported by current residents of the City.

# EXISTING CONDITIONS



## Study Area Description

The Roosevelt Road Corridor Study Area extends from the City limits on the east, nearly two miles west to the Illinois Prairie Path – Aurora Branch. The study area includes all parcels fronting directly on Roosevelt Road, as well as parcels immediately to the rear, and those located along side streets accessed from the corridor. Though parcels not directly fronting on Roosevelt Road have been included within the larger study area – for the purposes of considering adjacent uses and development context – recommendations included in the plan are not intended, and should not be interpreted to advocate for change to any existing parcels not immediately fronting on the Roosevelt Road Corridor.

## Land Use

Uses currently observed along the corridor include a broad range, encompassing single-family homes to multi-family residential buildings, large-

scale auto-oriented commercial development, auto-service stations, and small-scale office development. Examining current conditions and recent development along the corridor in light of the vision articulated by the City's 1999 Comprehensive Plan – which proposed that low-intensity Office/Research development would be most appropriate – we see a substantive disconnect. Many of the small-scale office uses advocated for in the 1999 Plan are struggling with vacancy or are in decline. Most recent development has occurred outside of the “Office and Research” designated areas and is of a predominantly retail/service-oriented nature. As such, there is a clear need to evaluate the mixture of uses that are permitted along the corridor. Specifically, this Plan must address where and what new uses may be appropriate for inclusion along the corridor, to create opportunity for new development that may not currently exist.

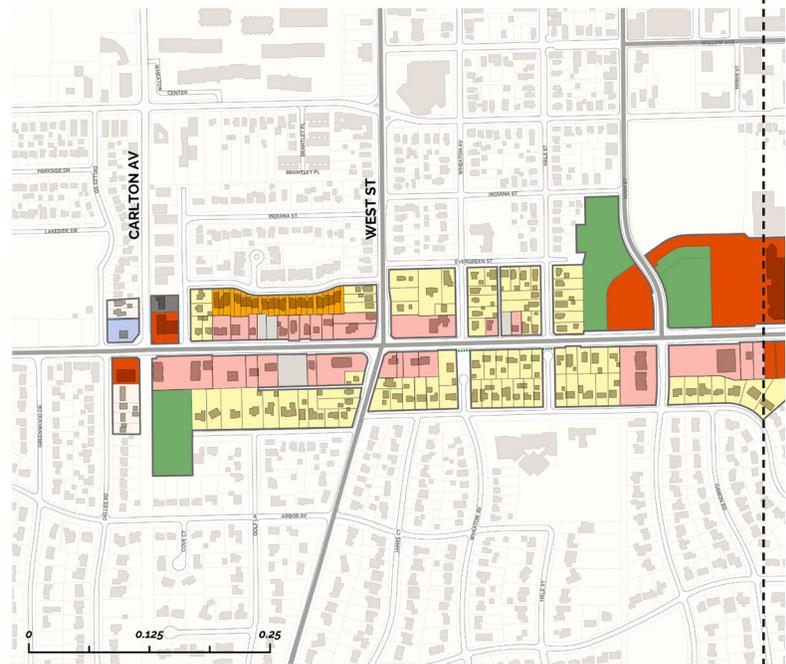
## Land Use Survey

A detailed survey of existing uses was undertaken, allowing for the assembly of an inventory of the current land use organization along the Roosevelt Road Corridor. For the purposes of this study, existing uses have been classified into 11 different land use categories, including:

- Commercial Retail*
- Commercial Office*
- Other Commercial*
- Auto/Service*
- Multi-Family Residential*
- Single-Family Residential*
- Vacant Building*
- Vacant Land*
- Place of Worship*
- Park*
- Utility*

Starting at the eastern end of the corridor study area, we see a predominance of relatively small-scale commercial retail and service uses, offices, single-family and multi-family residential uses. The multi-family development present along this section of the corridor generally exceeds current permitted densities within the City's zoning regulations, leaving inadequate space to accommodate required parking or site landscape. While the 1999 Roosevelt Road Improvement Plan recommended that many of these buildings be replaced by office uses, the City's Comprehensive Plan also recognized that these buildings represent some of the few low-cost housing opportunities within Wheaton. Despite the noted physical limitations to parking and landscape, these structures have maintained tenancy and viability since adoption of the 1999 Plan and remain an important part of the housing mix along Roosevelt Road.

Moving westward toward the center of the corridor, larger-scale commercial retail and service

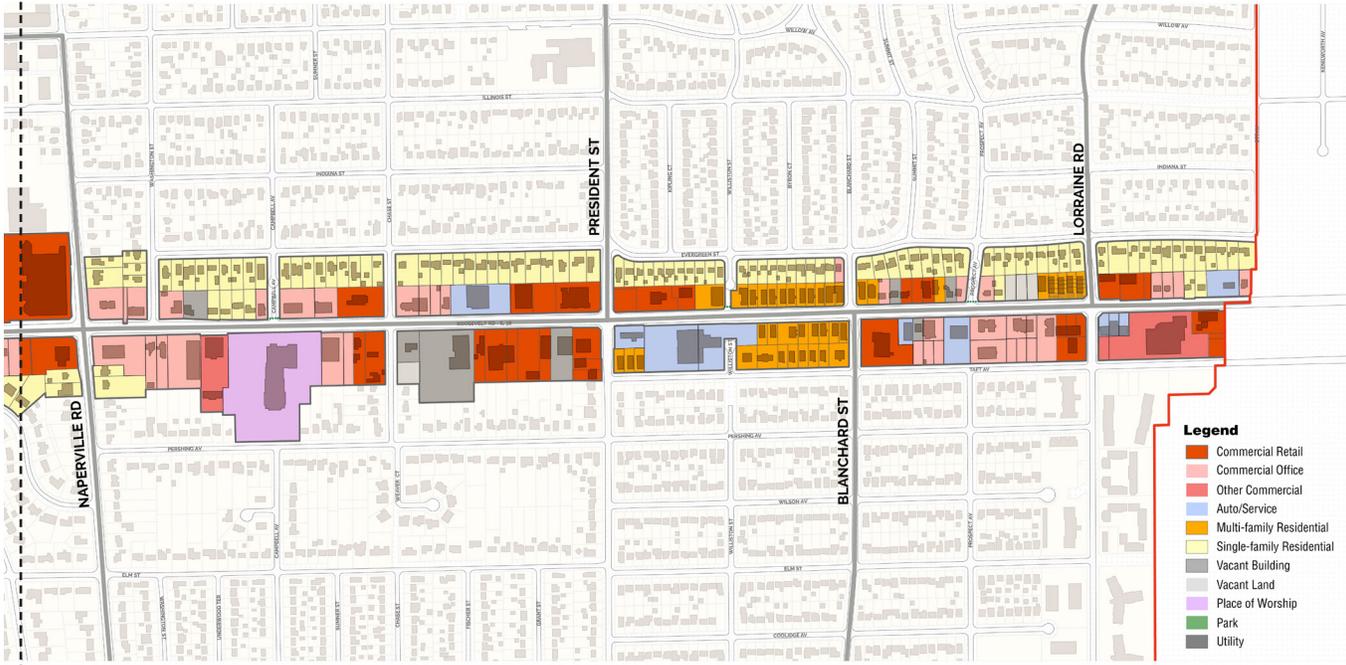


uses begin to intermix with the predominant pattern office development as we approach the intersection of Roosevelt Road and Naperville Road. The most high-profile recent development along the corridor - the Mariano's grocery store - is located at the northwest corner of this intersection. The nearly 75,000 square foot grocery store, opened in 2013, provides over 2.5 acres of parking on-site. An additional employee parking area across Main Street to the west on approximately 1.75 acres of prime land. As indicated in the 2018 market study prepared as a component of the Roosevelt Road Corridor Plan (Appendix A), should this location no longer be needed to accommodate employee parking in the future, a variety of retail users would likely be interested in the location.

There are also numerous development sites west of Naperville Road that would likely attract interest from national chain retailers or restaurants that would find a location nearby the Mariano's to be desirable, however such uses are not permitted under the current zoning

Match

Match



classifications in place (Roosevelt Road Corridor Market Assessment, 2018). Of note is the presence of the 1847 “Warren Wheaton House,” built by the City’s founder, at the northeast corner of the intersection of Roosevelt Road and Naperville Road. The structure has previously seen interest from national retailers and is currently home to a dental office use. Though it is listed on the Wheaton Register of Historic Places, such designation offers no formal protection (design review/certificate of appropriateness, process for review of proposed demolitions, etc.) as might be addressed by a stronger preservation ordinance.

Additionally of note, while the blocks on the southern side of the corridor generally contain more lot depth and typically accommodate uses of a greater scale, the blocks to the north of the corridor (with the exception of the Mariano’s development site from Naperville Road west past Main Street) contain shallower lots abutting Roosevelt Road. The back half of these blocks

– fronting on Evergreen Street – reflects solid single-family residential land use. This is the observed pattern for the entirety of the corridor from the eastern City limit to Naperville Road.

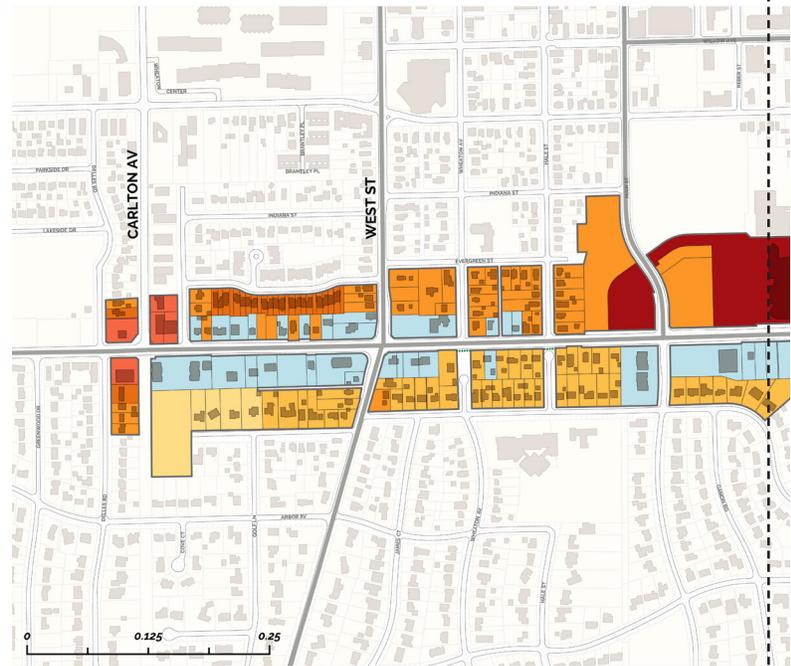
Moving further west, toward West Street, the development character of the corridor becomes much more low intensity, predominantly occupied by commercial office uses intermixing with single-family residential structures. Additionally, many of the office uses within this section of the corridor appear to be residential structures that have previously converted to office use, as is encouraged by the current the OR zoning district mapped here. Importantly, lot depth is significantly reduced throughout this area on both the northern and southern sides of the corridor, with the back half of blocks occupied by single-family residential/townhouse uses.

## Zoning Assessment

There are a number of zoning districts currently mapped over the Roosevelt Road Corridor, including commercial districts (C3, C5, OR), and residential districts (R3, R4, R7), with lots on the north and south of the corridor backing up to a variety of districts including all residential districts from R2 through R7. Apart from the C3 and C5 zoning districts, the zoning currently in place along most of the study area (residential and office/research) presents a somewhat limited range of possibilities for development/redevelopment. Of particular concern is the OR District, which allows only office and research uses by-right and does not allow any residential or commercial uses.

Currently, the Mariano's grocery store and its secondary parking area are the only parcels zoned C5, the highest intensity zoning district mapped on the corridor. The C3 District is mapped generously along the eastern half of the corridor and allows for a broad variety of general commercial uses. Both commercial districts, however, are subject to significant required setbacks that may restrict development on small or shallow lots. The combination of restrictive setbacks, limited building area on small or shallow lots, and the requirement that structures in the C3 and C5 districts be constructed of 100% masonry materials may contribute to a higher cost of development that is seen as a disincentive to new investment along the corridor.

Further, while current uses along the corridor appear to be properly zoned, there are several instances where the zoning district changes from parcel-to-parcel, highlighting the current lack of an overall vision and implementation strategy for the corridor. For example, on the north side of Roosevelt Road between Carlton Avenue and Warrenville Road/West Street, a parcel-to-parcel mix of OR and R4 zoning conveys a lack

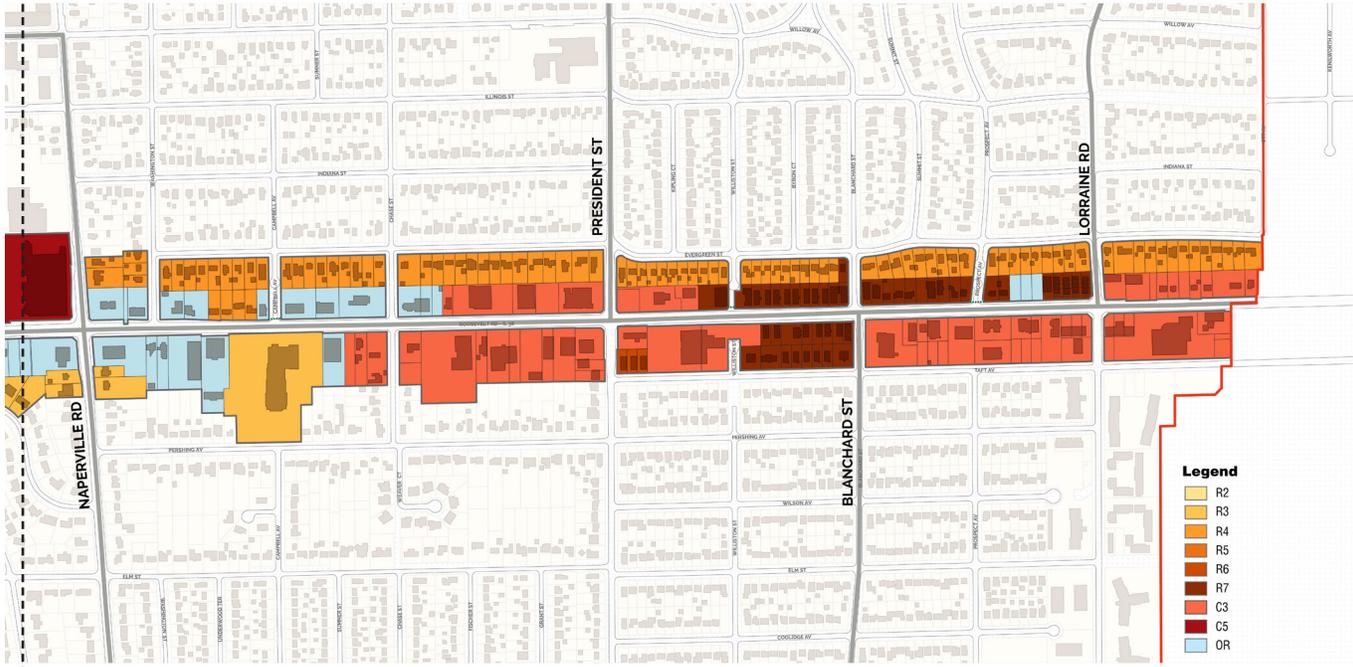


of predictability to developers and investors who may be interested in property along the corridor, but want to ensure their investments will be complemented and supported by coordinated land use policy and development regulations. There is a need to align land use regulation with a new land use vision for these areas, to provide guidance, direction, and predictability to the development community, encouraging new investment.

### OR District

The OR district, mapped over a significant portion of the western half of the corridor, severely limits redevelopment potential. The district allows only offices and research laboratories by-right, and imposes an additional, more restrictive set of bulk and height limitations based upon residential adjacency, size, and frontage along Roosevelt Road. Further, lots within the OR district on the corridor are subject to standards that require them to “replicate a residential structure” through their design, further limiting development forms. The

Match



mix of uses permitted within the district, as well as the dimensional/bulk restrictions it places on new development are oriented toward ensuring a low-intensity office environment, as was recommended by the City's 1999 Comprehensive Plan.

The Roosevelt Road Corridor, however, has continued to grow since the adoption of the policy within the 1999 Comprehensive Plan. Today, Roosevelt Road is a highly trafficked, busy commercial thoroughfare accommodating more than 35,000 vehicles per day. The marketability of many of the previously single-family homes within the OR District that converted to small-scale office uses is now in question. There may be interest in converting some of these structures, particularly along the western edge of the study area, back to residential use, though the regulations of the OR District would currently not allow such conversion. As such, the restrictive nature of the OR District may no longer be appropriate to the modern condition of the corridor.

## Landscape Requirements

The City's landscape requirements, in particular the lot perimeter, or buffering standards, which require a 15' landscaped area and substantial screening adjacent to residential uses and a 10' landscaped area even where non-residential uses abut other non-residential uses, constitute an additional restriction on potential redevelopment along the corridor. These requirements may also unintentionally prohibit desired features for new development such as cross-access parking configurations.

## Urban Design and Infrastructure

### Streetscape

As was the case in 1999, the Roosevelt Road Corridor continues to lack a cohesive visual character. Whereas Wheaton's neighboring communities have made public realm improvements including decorative lighting, continuous sidewalks, and landscaping, few of the streetscape improvements recommended in the 1999 Comprehensive Plan have been implemented. Lighting along the corridor through Wheaton is provided by a basic series of cobra head fixtures approaching intersections. There are no pedestrian scale lighting fixtures installed along the corridor to encourage walking during the evening, and no other lighting is directed toward the public realm outside of the intersection lighting, leaving large portions of the corridor quite dark in the evening and nighttime hours.

The corridor also lacks a continuous sidewalk network, particularly along the eastern extent, where newer developments have installed sidewalks, but existing single-family homes, multi-family developments, and older office structures lack sidewalks that would improve both the walkability and overall aesthetic



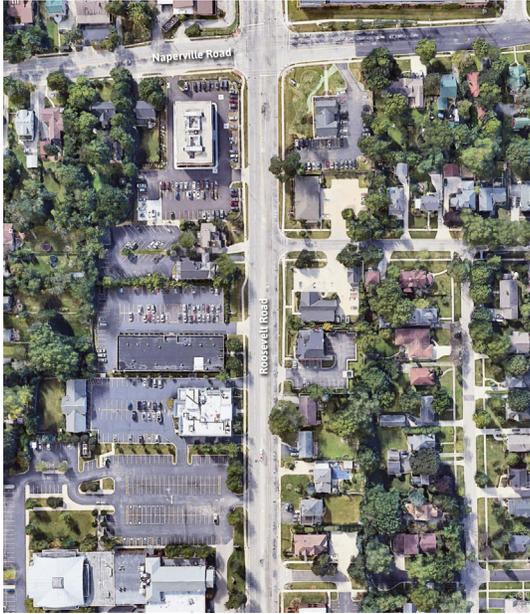
Lack of Continuous Sidewalk Network

appeal of the corridor. Where sidewalks are in place, they are relatively narrow and close to traffic lanes; their condition varies considerably throughout the corridor.

There is no coordinated landscape treatment along the Roosevelt Road Corridor. What landscape is present is primarily on-site landscape required by the City's Zoning Ordinance, including required buffers and parking lot perimeter landscape.

### Setbacks

Buildings are generally set back significantly from the right-of-way, due to the large setbacks required by the current zoning regulations. Coupled with the corridor's approximately 80-foot right-of-way width, and a street section that includes two travel lanes in each direction and a center left-turn lane, these setbacks can often make the corridor feel quite wide, fast, and unfriendly to pedestrians. Further, the abundance of large surface parking lots abutting the corridor,



*Parking Configurations on Roosevelt Road*

whether in front or to the side of structures, exacerbates this lack of definition and often makes the corridor feel even wider. At points along the corridor, pedestrians are forced to navigate a five-foot-wide sidewalk immediately adjacent to lanes of fast-moving vehicles (over 35,000 per day) on one side, and parked cars on the other. Where room for landscape is present between the sidewalk and travel lanes, it is often too narrow to accommodate plantings that may provide a sense of shelter or separation from moving vehicles.

### **Street Closures**

The City's 1999 Roosevelt Road Corridor Improvement Plan recommended a number of street closures. Closures were recommended at Campbell Street (north of Roosevelt Road), Williston Street (north and south of Roosevelt Road), and Prospect Avenue (north and south of Roosevelt Road). All of the recommended street closures from the 1999 Plan have been implemented.

### **Lot Depth**

Lots along the Roosevelt Road Corridor, particularly on the northern side of the road, often exhibit shallow lot depths of 130 feet or less. This lack of lot depth, coupled with the required setbacks of the current zoning regulations, can make the physical realities of contemporary development forms difficult to accommodate. These physical constraints must be weighed against the need to provide flexibility that is needed to encourage redevelopment along the corridor, to ensure that directly abutting residential neighborhoods are adequately recognized as redevelopment may occur.

### **Parking**

There is an abundance of surface parking located along the corridor, predominantly located between structures and the right-of-way, or to the side of structures, abutting the right-of-way. Given Roosevelt Road's function as a subregional arterial, on-street parking is prohibited. In certain cases, where buildings have smaller footprints, or have been converted from residential use, parking is located to the rear of the structure and the front setback maintains a primarily residential appearance from the corridor. Whereas certain uses exhibit what may be an excess of surface parking, other uses lack adequate space to provide the necessary parking—a condition particularly well-observed on multi-family sites on the eastern portion of the Roosevelt Road Corridor.

## Historic Preservation

Incorporated in 1859, Wheaton has a rich history that can be interpreted through the built environment of the City. From the Warren Wheaton House (1847) and the Chicago Golf Club Cottage (1896) to the numerous historic homes on Golf Lane just to the south of the Roosevelt Road Corridor, consideration should be given to ensuring that the City's historic resources are able to be maintained and appreciated.

The City's Historic Commission currently maintains a register of historic properties within the City, "to identify and acknowledge historically significant sites in Wheaton, and to promote awareness and appreciation of their importance to our community."<sup>1</sup> The City does not currently maintain an accessible map of these properties, however, which can make their identification a cumbersome process.

Like a local historic district, properties must meet specific criteria to be deemed contributing or "significant," including:

*Being at least 50 years old and signifying value as a historical site*

*Being at least 50 years old and possessing unique or distinguishing architectural characteristics, or,*

*Being at least 100 years old and retaining their original style and integrity.*

Listing on the Wheaton Register of Historic Places provides no protection to these structures. A review process evaluates applications and determines whether structures meet the criteria to achieve register status, and ongoing review

ensures that original character is maintained by setting guidelines for alterations, repairs and modernizations for significant structures. If it is found that guidelines have not been followed, however, the sole recourse is removal of the structure from the Register.

There are currently numerous structures over 90 years of age (as of 2020) located along or nearby the corridor. Not all of these properties are listed on the register maintained by the Historic Commission. However, Appendix C contains supplementary information relating to these structures (Provided by the Historic Commission), as well as a reference to the Historic Commission's official register, which may be accessed from the City's website.

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1 [City of Wheaton Historic Commission](#)

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# PLANNING FRAMEWORK

## Introduction

On September 11, 2018 an existing conditions workshop was held with the City of Wheaton Planning and Zoning Board (PZB). This workshop was intended to establish a common understanding of the conditions and opportunities along Roosevelt Road, and to identify the issues and concerns that an updated land use plan for the corridor would need to address. The workshop was designed to engage the PZB, property owners, and Wheaton residents in a discussion concerning the desired future land use direction for Roosevelt Road considering current market conditions. Following this first workshop, a second PZB planning workshop was held on November 13, 2018 to continue the dialogue specifically pertaining to desired future land uses along the Roosevelt Road Corridor, as well as approaches to development regulations that could help the City to implement its land use vision. The PZB held an initial plan review meeting on February 12, 2019, and subsequently unanimously recommended approval of the revised Roosevelt Road Comprehensive Plan Amendment at its March 26, 2019 meeting.

The result of these discussions with the City's Planning and Zoning Board, property owners, residents, and staff is a planning framework that highlights key opportunities that were identified, and lays out a broad land use and development vision for the Roosevelt Road Corridor study area. The planning framework is a long-term vision for the future of the corridor, building upon assets already in place, and making strategic adjustments to encourage change where needed. Importantly, the planning framework also establishes a series of guiding principles, intended to express the community's priorities and values with respect to the corridor, and to inform any recommendations or strategies developed to implement the City's vision.

*The Roosevelt Road Corridor Comprehensive Plan Amendment was initially presented to the Wheaton City Council at its May 28, 2019 planning session with an additional discussion at the August 12, 2019 meeting. Based upon community comments and input of the City Council, the Roosevelt Road Corridor Comprehensive Plan Amendment has been further revised.*

## **Key Opportunities**

Based upon analysis of existing conditions, discussions with staff and stakeholders, and feedback from the City Council, the City's Planning and Zoning Board and Wheaton residents at public meetings, a number of key opportunities for the Roosevelt Road Corridor study area have been identified:

### **Reconsider the mix of permitted and special uses allowed along the Roosevelt Road Corridor.**

Additional uses may be appropriate given the changing nature of the corridor and the local and regional markets. New uses should respond to both current market opportunities as well as varying character, site characteristics, and adjacency to residential uses along the corridor.

The current set of uses allowed along much of the Roosevelt Road Corridor is quite limited. This restrained approach to allowed uses, particularly in the OR District, is a direct response to the City's 1999 Comprehensive Plan, which recommended low intensity uses for large stretches of the corridor. As discussed above, these limitations reflect guidance based upon a series of considerations and land use transitions that were taking place some 20 years ago. As much change has occurred since the adoption of the 1999 Plan, reconsideration of this very limited approach is warranted.

The City should explore expanding the range of allowed uses to accommodate a modern mix that includes a variety of dwelling types (and densities), as well as variety of commercial and office uses. This new mixture of uses should address sensitivities to adjacent residential uses, while also addressing the opportunities present at key areas along Roosevelt Road, as well as opportunities for adaptive reuse of existing

structures, including historic structures. Some new uses should be allowed by right, and others should be allowed with additional review through the City's special use process. Additionally, the City may want to restrict some currently allowed uses, such as automobile service/repair, drive-through facilities, and gas stations, as some comments have cited an over-abundance of these types of uses along the corridor.

### **Consider building in flexibility for shallow or narrow lots along the corridor.**

There are a number of lots along the corridor, particularly on the northern side, that exhibit a somewhat shallow condition (approximately 130' in depth or less). Shallow lots can present practical challenges for implementation of some modern development forms that may be desirable along the corridor, such as site configurations that move buildings closer to the street, with parking to the rear or side of structures. The City should consider implementing flexibilities for new development on shallow lots, while continuing to acknowledge buffering needs and the specific context of each site. Such flexibilities include:

#### **Adjustment of required street setbacks.**

The City should consider a reduction in the required minimum front setback to allow development to move closer to the right-of-way. A reduction in the required minimum setback can provide additional flexibility for site designs that include parking to the rear of structures and can help to provide more space for landscape buffers and other site elements.

#### **Adjustment of required rear and interior side setbacks.**

On shallow or irregular lots, communities often employ flexibilities in the form of regulations that are not a set standard, but rather a function

of the lot characteristics. Such a standard may require a rear setback that is a minimum percentage of total lot depth, or a side setback that is a minimum percentage of lot width. This encourages the creation of proportional setbacks, which can provide more developable space on shallow or narrow lots, while still retaining adequate space for landscape buffering and accommodation of other required site elements. A flexible standard, tied to the physical characteristics of the development site, can often be successful in mitigating potential conflicts between allowing flexibility for new development and acknowledging adjacent residential development.

■ **Adjustment of allowed building heights.**

Building heights along the Roosevelt Road Corridor are currently fairly limited for commercially zoned property, particularly in the OR District, which permits a maximum height of 35 feet or 2.5 stories. The C3 District is a bit more permissive, allowing 40 feet in height. The City should consider allowing increased building height in strategic locations along the corridor – perhaps from 35 feet and 2.5 stories to 40 feet and 3 stories in the OR district on larger lots – as a means of providing additional flexibility for new development. Particularly as it relates to the creation of attainable housing, allowing for even modest additional height on what are often constrained development sites may help residential development pencil out at a lower cost of construction, making the difference between housing being built along the corridor, or not.

■ **Adjustment of buffer requirements based upon lot characteristics.**

Currently, a 15' landscaped buffer and a solid fence is required where a nonresidential use

abuts a residential use. Like the issue of rear and side setbacks, this requirement may be too high for shallow or narrow lots. A standard based upon lot depth might be considered as an alternative. For instance, lots with 150' or more of depth should be required to provide the full 15' buffer, and lots that are less than 150' deep should be allowed to provide a smaller buffer with a solid fence. A similar standard might be effective for side yard adjacencies based upon lot width; lots with 60 feet or less in width should provide a reduced buffer with a solid fence. The intent of this type of flexibility is not to eliminate required buffers, but rather to encourage redevelopment through sensible requirements that aim to balance recognition of adjacent neighborhoods with effective standards that acknowledge the practical difficulty of certain site characteristics prevalent along the corridor.

■ **Re-evaluate minimum parking requirements to provide flexibility for new development and redevelopment along Roosevelt Road.**

As redevelopment occurs, minimum parking requirements should be re-evaluated to ensure that they are realistic and allow for optimal use of space on what are often constrained development sites along the corridor.

Current required minimum parking amounts are quite high relative to modern best practices, with uses such as multi-family housing requiring 2.25 spaces per unit, or office uses requiring 3.8 spaces per 1,000 square feet (or 4.5 if less than 5,000 square feet total). Reducing these requirements may help to prevent “overparking” new development on larger sites and can provide greater flexibility for new development on smaller sites along the corridor. Importantly, reducing minimums does not prevent a developer from providing more parking if it is

needed to accommodate demand. Adjusting required minimum parking amounts can, however, help to promote the reuse of buildings or development sites that lack the space to provide the current required amount of parking.

Further, parking requirements should be created for a full range of residential and nonresidential uses, including new uses where appropriate, such as “senior living facility,” as opposed to a single standard for “multi-family” residential development, to accurately reflect the demand created by the range of these uses.

#### **Accommodate additional housing options along the corridor.**

The City’s Request for Proposals, issued in January of 2018, stated a desire to explore options for maintenance and enhancement of housing options attainable to a broad range of residents along the Roosevelt Road Corridor. This is a desire which has been echoed by several Wheaton residents at public meetings conducted throughout this planning process. Further, the Market Study conducted as a component of this Plan (Appendix A) identified a high demand for attainable housing options within the City, and established Roosevelt Road as a desirable location for such options, given the corridor’s proximity to shopping and transit. Such options should be considered for inclusion into the mix of permitted uses along the corridor, whether through new multi-family development, senior housing development, or alternative forms such as single-family attached, or townhomes.

The City’s current zoning ordinance prohibits dwelling units on the ground floor in the C-3 District, and dwelling units are prohibited entirely in the OR District. Given the proximity of these districts to residentially zoned property along the corridor, an identified desire for more housing options in the City, and the opportunity that exists to accommodate new housing along Roosevelt

Road, it makes sense for the City to consider allowing more opportunities for housing to be built along the corridor, particularly where such uses are already present such as west of Main Street.

#### **Create a visually appealing, unified streetscape along the Roosevelt Road Corridor.**

The Roosevelt Road streetscape environment is perceived to be less aesthetically pleasing than that of its neighbors. This condition should be assessed for potential improvement options such as installation of landscape at key corners where adequate space may be available, alternating treatments from one side of the road to another as conditions permit, and investigating opportunities for installation of pedestrian-scale lighting along the corridor. While the overall condition of the corridor – including changes in available space within the right-of-way – may not permit the installation of a unified treatment along the length of the corridor, strategically locating coordinated improvements can help to establish a consistent character, and constitute an effective improvement to the visual appeal of the corridor.

#### **Explore options to ensure the long-term preservation and viability of historic structures.**

To ensure protection of local historic properties, the City could consider avenues for the creation and implementation of a stronger local landmarks ordinance, allowing individual structures to be designated as landmarks, and groups of structures to be designated as historic districts. If these properties were designated as local landmarks, or included within a local historic district, they could be afforded certain protections in the form of a design review process requiring certificates of appropriateness for additions, alterations, or modernizations to ensure they meet the standards in place. Additionally, they could be protected through designated processes to review demolition permit applications, preventing the loss of buildings with historic or

architectural significance to the community, or providing much needed time to propose and consider alternatives to demolition of a structure.

Additionally, whether as a component of a local landmarks ordinance or another strategy, an easily accessible, frequently updated map should be maintained by the City or the Historic Commission to ensure that all interested parties are able to quickly identify where such historic properties are located within the City. Increasing the visibility and ease of identification for these structures is an important component in both celebrating and preserving them.

Short of the establishment of a landmarks ordinance, one of the best ways to ensure the long-term viability of historic structures is to create a development environment that makes such structures appealing for a variety of uses. Currently, two properties with frontage directly on the Roosevelt Road Corridor (the Warren Wheaton House and the Chicago Golf Club Cottage), are within the OR Zoning District, and therefore may only accommodate office or research uses.

As indicated within the Roosevelt Road 2018 and 2021 Market Studies (Appendix A) that accompany this Plan, there is limited demand for these types of office spaces, and Wheaton is competing with other communities in the region for a modest share of businesses who may wish to occupy them. Should current users seek new space or determine that the expense is too great to upgrade these historic structures to meet their needs, the structures may be at risk if new users cannot be found. This type of situation can lead to prolonged vacancy, affordability issues regarding maintenance of structures, and ultimately decline or neglect. However, if a series of low-intensity alternative uses were permitted in structures such as these – cafes, boutiques, art galleries, etc. – there may be other users who would find the spaces suitable, contributing to their ongoing utility and maintenance.

## Vision, Goals and Objectives

The draft vision presented below establishes the lens through which the community wishes to see change occur for the Roosevelt Road Corridor. The intent of establishing such a vision is to ensure that actions taken by the City to capitalize on those key opportunities listed above are guided by a common concept, to ensure the values of the community are reflected in its land use decisions. This vision should be discussed and confirmed by the community and Wheaton City Council. Following the vision, a series of goals and objectives are included, intended to articulate a direction for actions or improvements that will move the City toward achieving its desired vision.

### Vision

*Moving into the future, the Roosevelt Road Corridor will be an aesthetically pleasing, vibrant corridor – a welcoming gateway into the community. The corridor will accommodate a number of new uses and development forms, creating commercial and residential opportunities where they do not currently exist, while respecting the established character of the City, and acknowledging the existing residential character both along and abutting the corridor to the north and south. Development along the corridor will bring vitality and new opportunity for residents and businesses to come to the City, while maintaining the high quality-of-life that current residents enjoy. The Roosevelt Road Corridor will grow into a resource that is supportive of, and supported by its community.*

## Goals and Objectives

### Goal

Support the Roosevelt Road Corridor as a key commercial and mixed-use asset within the City of Wheaton that is able to respond to changing market conditions, help the City maintain a diversified tax base, and meet the needs of both Wheaton residents and visitors.

### Objectives

*Evaluate and encourage expansion of allowed uses along the corridor, in a manner that promotes redevelopment of vacant or underutilized sites.*

*Identify and implement bulk and area flexibilities that can alleviate practical development difficulties for shallow or narrow lots along the corridor, in a manner that maintains effective screening and buffering from adjacent residential uses.*

*Ensure that the overall scale and form of development along the corridor is maintained, and that new development that is out of scale with existing uses is discouraged, particularly on smaller development sites. Where larger development sites and or/ larger existing developments are present, and where new development is unlikely to have a negative impact on adjacent uses, larger scale development may be appropriate.*

*Ensure that standards are in place to effectively buffer existing residential uses from all new development and redevelopment that may occur along the corridor.*

### Goal

Improve the visual appearance of the Roosevelt Road Corridor, ensuring that the corridor projects a positive image of the community.

### Objectives

*Identify funds and initiate potential programs to assist business and property owners with building modernization or on-site improvements that may include signage, lighting, landscaping, parking areas, or streetscape elements.*

*Explore application for funding through the Illinois Transportation Enhancement Program, to “promote and develop alternative transportation options, including bike and pedestrian travel, along with streetscape beautification.”*

*Work with the Illinois Department of Transportation to identify potential improvements within the right-of-way, which may include improvements to lighting, signage, or landscape treatments along the corridor.*

*Prioritize implementation of improvements at key locations along the corridor, establishing focal points that may provide visual relief in the absence of corridor-wide consistent improvements.*

*Work with IDOT and existing business owners to explore options for consolidation of curb-cuts, and facilitation of cross-access easements and shared parking arrangements, creating a more consistent streetscape along the length of the corridor.*

## Goal

Recognize established residential areas along and abutting the Roosevelt Road Corridor, helping to maintain a high quality-of-life for residents.

## Objectives

*Encourage residential development and redevelopment, including a variety of housing types, along Roosevelt Road to supplement and buffer existing residential areas to the north and south, as well as those residential uses currently located on the corridor. Particularly along the western extent of the corridor, permit and encourage formerly residential structures to de-convert from office uses back to residences.*

*Ensure that attainable housing resources on the Roosevelt Road Corridor are maintained. Identify and explore opportunities to create new attainable housing along the corridor.*

*Enforce setback, buffering, and screening requirements strictly to ensure continued compatibility between residential uses, and commercial uses along Roosevelt Road.*

*As properties redevelop, continue to ensure that impacts related to automobile traffic are considered during the City's development review process.*

*Continue to enforce the City's current regulations in place regarding stormwater (Chapter 34 of the City Code) to ensure that any new development along Roosevelt Road meets the City and County requirements.*

*Continue to enforce the City's current regulations in place regarding exterior lighting fixtures in commercial and multi-family residential zoning districts, requiring shielded fixtures "wherever necessary to avoid casting excessive glare upon adjacent property."*

*Continue to enforce the City's current regulations in place regarding Solid Waste (Chapter 54 of the City Code) to ensure proper maintenance of commercial waste areas, as well as adherence to the hours specified in the collection schedule for nonresidential service (6am to 6pm Monday through Friday only) to mitigate potential conflicts between commercial and residential uses along and abutting the corridor.*

# FUTURE LAND USE

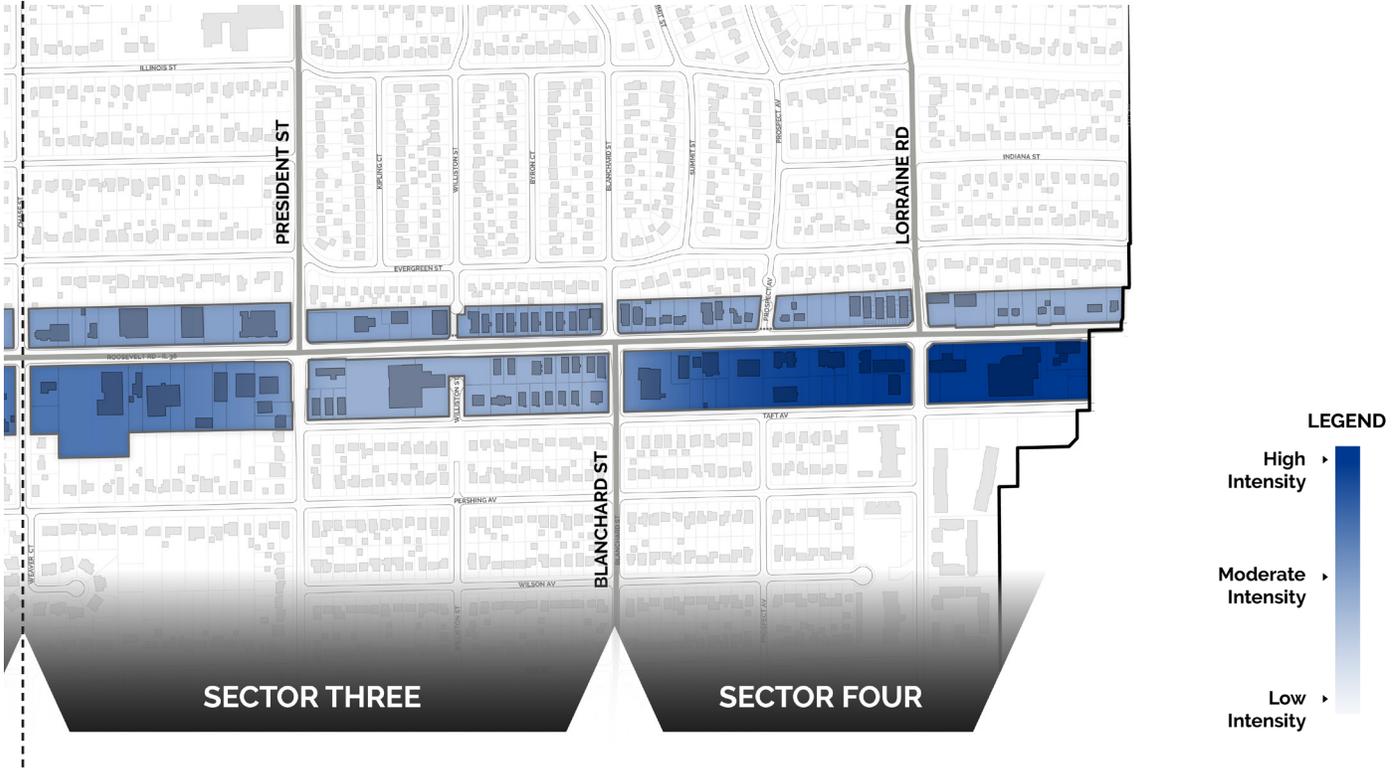


## Future Land Use Recommendations

The future land use plan for the Roosevelt Road Corridor offers structured policy guidance, and a series of recommendations related to allowed uses, and building form for land along Roosevelt Road. The intent of the policy guidance within the Plan is to provide the City with a roadmap to make decisions related to the future use of land along Roosevelt Road.

The specific recommendations are intended to provide a framework that is both solid enough to offer guidance, and flexible enough to allow the City the leeway needed for site-specific evaluation, and consideration of alternative or creative land uses and development forms as they may emerge. As such, the Plan should be viewed as a general roadmap for future development, in alignment with the City's policies, goals, and objectives for the Roosevelt Road Corridor. Parcel-specific boundaries tied to future land use categories are not provided on the map, as the intent is to communicate the intensity of uses in terms of a gradation, or a continuum ranging from very low intensity to high intensity uses.

Match

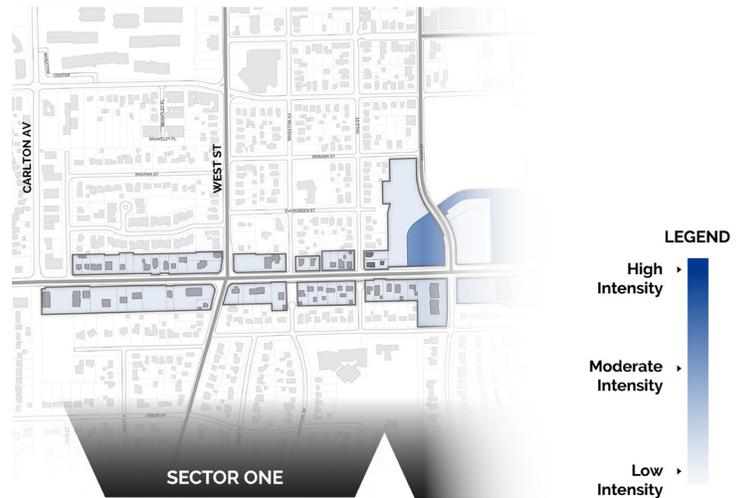


This gradation acknowledges the variation in the form, lot size, disposition, and uses present along Roosevelt Road. It allows the City to evaluate new development, infill development, and redevelopment relative to the overall policies of the City pertaining to the corridor, as well as the specific location and particular characteristics (size-depth-width, proximity to established neighborhoods, market analysis recommendations) of a piece of property.

## Sector One (Very Low Intensity)

The Sector One future use classification is intended to address areas at the western end of the Corridor where only limited change may be appropriate in the future. This area includes a series of low intensity office uses, as well as single-family homes still in residential use, and some which have been converted to office uses per the direction of the 1999 Comprehensive Plan. The Sector One classification additionally acknowledges that the back half of blocks to both the north and south of the corridor in this area are residential blocks that should be recognized.

As the market for the low intensity type of office uses envisioned in the 1999 Comprehensive Plan wanes, this section of the corridor may be appropriate for new types of limited commercial or residential uses, including de-conversion of current office structures back to single-family dwellings.



<b>Existing Characteristics</b>	
<b>Zoning Districts</b>	R4 Single-Family, OR Office and Research
<b>Use Mix (Currently Allowed)</b> <i>Illustrative, not Exhaustive</i>	Office, Research, Single-Family Dwellings, Parking lots, Senior Housing, Nursery Schools, Schools
<b>Maximum Building Height</b>	R4: 35 Feet, OR: 35 Feet (Small Lot Standard)
<b>Minimum Front Setback</b>	20 Feet
<b>Minimum Rear Setback</b>	25 Feet
<b>Future Land Use Characteristics</b>	
<b>Use Mix* (Proposed)</b> <i>Illustrative, not Exhaustive</i>	Office, Residential (Single-Family Detached, Single-Family Attached, Townhouse, Duplex), Low Intensity limited service uses with potential to encourage adaptive reuse of existing structures
<b>Maximum Building Height</b>	35 Feet
<b>Minimum Front Setback</b>	15 Feet
<b>Minimum Rear Setback</b>	<b>Abutting nonresidential:</b> 20 Feet <b>Abutting residential:</b> 30 Feet

\* A proposed series of uses, in detail, is included in the "Sample Regulatory Language" Appendix.

## Sector Two (Low-Moderate Intensity)

The Sector Two future land use classification is intended to address those areas of the Roosevelt Road Corridor centered near the intersection of Roosevelt Road and Naperville Road, with varying lot depth to the north and south of the Corridor. Importantly, the back halves of most blocks to both the north and south of the corridor within this area are residential in character, and as such must be acknowledged. However, as the developable area on a number of the parcels located within this area is significant, there is some variation in terms of the recommended future land use characteristics.

New uses introduced along this section of Roosevelt Road should respond to issues of residential adjacency, as well as varying lot sizes on the north and south sides of Roosevelt Road. For example, larger lots could potentially accommodate new development of a greater intensity than could smaller lots, on which new



development would by default be closer to residential uses at the back of the block. There is currently a limited amount of commercial zoning currently within this area, with the Mariano's Grocery being the only C5 Planned Commercial area along the corridor, and the majority of C3 zoned property falling further to the east.

### Existing Characteristics

<b>Zoning Districts</b>	C5 Planned Commercial, R3 Single-Family, R4 Single-Family, OR Office and Research
<b>Use Mix (Currently Allowed)</b> <i>Illustrative, not Exhaustive</i>	Retail, Restaurants, Fast Food, Office, Single-Family Dwellings, Schools, Nursery Schools, Gas Stations, Drive-Throughs
<b>Maximum Building Height</b>	C3 and C5: 40 Feet, R3 and R4: 35 Feet, OR: 35 Feet (Small Lot Standard)
<b>Minimum Front Setback</b>	20 Feet
<b>Minimum Rear Setback</b>	<b>Abutting nonresidential:</b> 10 Feet <b>Abutting residential:</b> 15 Feet

### Future Land Use Characteristics

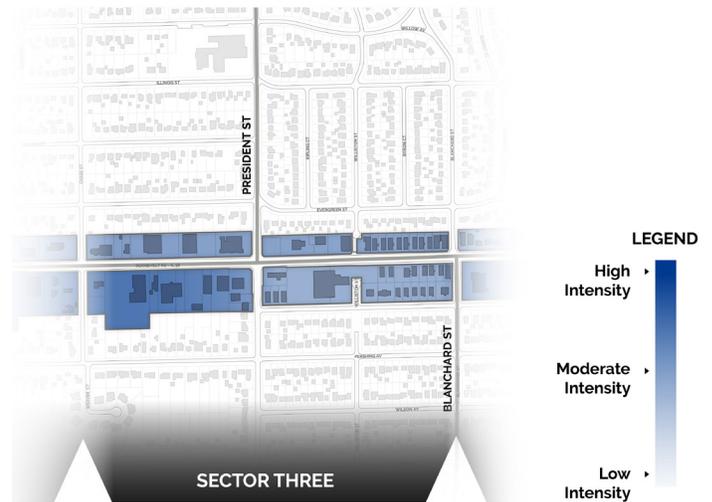
<b>Use Mix* (Proposed)</b> <i>Illustrative, not Exhaustive</i>	<b>Large Parcels:</b> Office, Residential (above the ground floor), limited retail and service uses, restaurants. <b>Small Parcels:</b> Same uses as Sector 1 <b>NO:</b> Auto Repair, Gas Stations
<b>Maximum Building Height</b>	35 Feet
<b>Minimum Front Setback</b>	0 – 20 Foot Build-to Zone (building must locate within 20 feet of front lot line)
<b>Minimum Rear Setback</b>	<b>Abutting nonresidential:</b> 15 Feet <b>Abutting residential:</b> 30 Feet

\* A proposed series of uses, in detail, is included in the "Sample Regulatory Language" Appendix.

### Sector Three (Moderate Intensity)

The Sector Three future land use classification addresses those areas generally falling to the east of Chase Street, and characterized by predominantly larger, C3 zoned parcels to the south, and shallower C3 parcels on the northern side of the right-of-way. Parcels on both sides of the right-of-way directly abut residential neighborhoods, a condition which must continue to be acknowledged. Larger parcels within this sector may be able to handle new development of more moderate intensity, given the prevalence of current C3 zoning – one of the most permissive zoning districts in the City. Further, R7 Multi-family zoning is also present along this section of the corridor creating a nodal area of intermixing between multi-family and commercial uses that is not seen elsewhere along the corridor. Notably, some of the shallowest lot depths observed within the study area are seen on the northern side of the corridor through this section, with C3, R7, and R4 uses in very close proximity. Proportional controls on setbacks and buffering standards may be the most effective way to create more developable area in this section of the corridor, while ensuring that buffers and screening are still in place. Conversely, some of the largest parcels within the study area are seen on the southern side of the corridor throughout this section.

A further consideration should be the closure of South Chase Street, and vacation of the right-of-way for the depth of the development parcels abutting the Roosevelt Road Corridor. Vacating this right-of-way would create a larger, more attractive development site on the southern side of the corridor, potentially encouraging parcel assembly and new development of a significant size, at an appropriate distance and able to be adequately buffered from residential uses along and abutting the corridor.

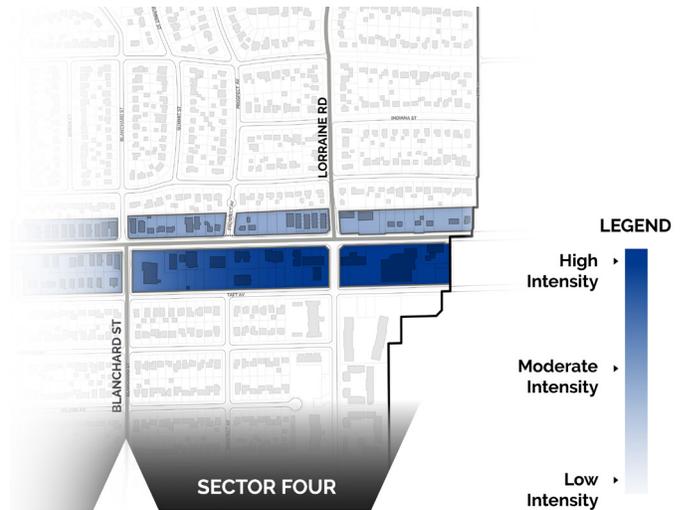


<b>Existing Characteristics</b>	
<b>Zoning Districts</b>	C3 General Commercial, R7 Multi-Family, OR Office and Research
<b>Use Mix (Currently Allowed)</b> <i>Illustrative, not Exhaustive</i>	Retail, Restaurants, Fast Food, Office, Multi-Family, Residential (above the ground floor), Banks/Financial Institutions, Auto-repair, Gas Stations, Drive-Throughs
<b>Maximum Building Height</b>	C3: 40 Feet, R7: 75 Feet, OR: 35 Feet (Small Lot Standard)
<b>Minimum Front Setback</b>	20 Feet
<b>Minimum Rear Setback</b>	<b>Abutting nonresidential:</b> 10 Feet <b>Abutting residential:</b> 15 Feet
<b>Future Land Use Characteristics</b>	
<b>Use Mix* (Proposed)</b> <i>Illustrative, not Exhaustive</i>	Similar to Existing C3 and R7: Office, Residential (above the ground floor), Retail, Service, Restaurants, Multi-Family, Banks/Financial Institutions <b>NO:</b> Auto Repair, Gas Stations
<b>Maximum Building Height</b>	40 Feet
<b>Minimum Front Setback</b>	0 – 20 Foot Build-to Zone (building must locate within 20 feet of front lot line)
<b>Minimum Rear Setback</b>	<b>Abutting nonresidential:</b> 15 Feet <b>Abutting residential:</b> 30 Feet

\* A proposed series of uses, in detail, is included in the "Sample Regulatory Language" Appendix.

## Sector Four (Moderate – High Intensity)

The Sector Four future land use classification is intended to address those areas furthest east on Roosevelt Road within the City of Wheaton. This section of the Roosevelt Road Corridor contains numerous larger parcels on the south side of the corridor, often occupying the width of the full block, and which may accommodate more intensive commercial uses. Shallower lots to the north, which directly abut residential neighborhoods, may require additional consideration in the form of bulk and area flexibilities/proportional controls. New development within this section of the corridor should accommodate a broad range of uses (similar to those currently permitted within the C3 District), including a combination of retail, service, and larger automobile oriented sales and service uses, serving as a transition from the more intensely automobile-oriented use pattern on Roosevelt Road in Glen Ellyn to the east. Though the parcels directly abutting the corridor are currently zoned C3, and therefore allow a broad



range of uses, special attention must continue to be paid to ensuring that any new development, redevelopment, improvements or expansions to uses currently along the corridor are subject to bulk, area, and buffering standards that mitigate potential impacts on the residential uses to the north.

<b>Existing Characteristics</b>	
<b>Zoning Districts</b>	C3 General Commercial, R7 Multi-Family, OR Office and Research
<b>Use Mix (Currently Allowed)</b> <i>Illustrative, not Exhaustive</i>	Retail, Restaurants, Fast Food, Office, Multi-Family, Residential (above the ground floor), Banks/Financial Institutions, Auto-repair, Gas Stations, Drive-Throughs
<b>Maximum Building Height</b>	C3: 40 Feet, R7: 75 Feet, OR: 35 Feet (Small Lot Standard)
<b>Minimum Front Setback</b>	20 Feet
<b>Minimum Rear Setback</b>	<b>Abutting nonresidential:</b> 10 Feet <b>Abutting residential:</b> 15 Feet
<b>Future Land Use Characteristics</b>	
<b>Use Mix* (Proposed)</b> <i>Illustrative, not Exhaustive</i>	Similar to Existing C3: Office, Residential (above the ground floor), Retail, Service, Restaurants, Banks/Financial Institutions, Auto Repair, Gas Stations, Drive-Throughs
<b>Maximum Building Height</b>	40 Feet
<b>Minimum Front Setback</b>	25 Feet
<b>Minimum Rear Setback</b>	<b>Abutting nonresidential:</b> 15 Feet <b>Abutting residential:</b> 30 Feet

\* A proposed series of uses, in detail, is included in the "Sample Regulatory Language" Appendix.

# ZONING TO IMPLEMENT FUTURE LAND USE

## A Strategic Approach

Implementation of the City's desired future land use as articulated in this plan will require changes to the existing zoning along the Roosevelt Road Corridor. In making these changes, the City may choose to pursue one of two strategies.

### Strategy One: Create a Roosevelt Road Corridor Zoning District

To implement its vision for the future of the corridor, the City may choose to create and adopt a Roosevelt Road Corridor base zoning district. Such a zoning district could comprise a series of more targeted subdistricts, tailored to accommodate the desired future development character of the corridor. As opposed to the creation of an overlay district and subdistricts, which would serve to modify the standards of the underlying districts, a base district and subdistricts would establish new regulations from the ground-up, allowing for a more intentional, fine-grained control of permitted uses, bulk and placement of structures, and design considerations. Such an approach would allow the City to take a holistic look at the corridor and initiate rezoning to implement the desired vision at a parcel-by-parcel level of detail.

Additionally, the subdistrict structure would allow the City to establish varying standards based on the land use sectors established in the plan, while aligning each subdistrict to the larger, overall vision of the corridor. It would also allow for the establishment of standards and processes that apply to all subdistricts, such as design review (if desired) to prioritize a cohesive visual identity along the corridor and across subdistricts.

*Nothing within this document constitutes a change to the zoning on any property within the City of Wheaton.*

*The land use policy established above sets a direction for the future of the Roosevelt Road Corridor, and as such a discussion of tools that may be used in the implementation of that policy is necessary. Should the City wish to pursue an update to its development regulations, such an update would proceed through a discrete process separate from the Comprehensive Plan or any amendments to it. Such a process would involve further detailed study, community conversations, and a holistic view of land use and development regulations as they impact the City as a whole, not simply the Roosevelt Road Corridor.*

*Some sample regulatory language has been included as an Appendix to this document and includes a sample use table - providing a more comprehensive view of which uses may be appropriate for introduction into the future land use sectors identified above. The sample regulatory language also includes examples of design standards that may be appropriate for the future land use classifications, as well as sample language related to building material recommendations, landscape and screening, and parking requirements as recommended by this section. The intent is for this sample language to provide a model for how some suggested changes may be implemented through a larger ordinance update process, separate from this plan.*

## **Strategy Two: Targeted Amendments to Current Districts**

The second approach would be to consider a series of targeted amendments to the current zoning districts mapped along the corridor. This approach would be geared toward creating additional flexibilities for new uses, or physical flexibilities to accommodate shallow or narrow lots. Physical flexibilities should be geared toward increasing required setbacks or ensuring that landscape buffers are adequately sized to balance redevelopment along the corridor with acknowledgment of the residential uses to the north and south, as well as those directly abutting Roosevelt Road. Potential actions may include:

### **Consider amendments to the OR Zoning District to permit additional uses along Roosevelt Road.**

*The City should evaluate expanding the allowed uses, both by-right and as special uses, within the OR District. Such expansion could be a further refinement of the current OR standards, which are tailored toward the context of where the district is mapped within Wheaton, as well as the lot sizes of the areas zoned OR. Limited commercial and service uses should be considered. Use permissions could continue to be tied to the size of parcels along the corridor:*

*Small lots, such as those along the western extent of the study area, could be allowed a more limited, low-intensity set of uses, whereas larger lots currently zoned OR, such as those on the south side of the corridor toward the center of the study area, could be permitted to have a slightly more intense mix of uses. Certain uses could only be permitted when not adjacent to a residential district, or could be designated as special uses when located adjacent to a residential district.*

*Such amendments, tailored to the context of the current OR District, could be an effective way of implementing the policy established through the land use “Sectors” described above.*

### **Explore the potential of allowing residential uses on the ground floor within the C3 District along Roosevelt Road.**

*The current C3 regulations permit dwelling units above the ground floor in the C3 District, but do not permit other dwelling types, like townhouse, single-family attached, or duplex dwelling units. These types of dwelling units may be appropriate along portions of the corridor, and the City should explore the possibility of permitting such uses as a means to expand housing options along Roosevelt Road and elsewhere within the City.*

### **Consider adjustments to the bulk and area regulations for lots along the Roosevelt Road Corridor to implement the form articulated in the future land use plan.**

The City should explore the possibility for adjustment to required street setbacks, as recommended above, to provide more flexibility for new structures to locate closer to Roosevelt Road and further from residential areas to the north and south. Additionally, proportional controls for rear yards, interior side yards, and landscape buffers should be considered, as well as modest height increases on parcels of significant size, not to exceed the current C3 standard of 40 feet.

### **Re-evaluate restrictions on building scaling and mass, as well as building materials.**

*Current standards within the OR District require new development to replicate a residential structure through scaling of building mass, placement of windows and doors, varied roof heights, etc. While such standards may continue*

to be of use to encourage development to blend with the more residential character on the western extent of the corridor, they may not be appropriate for other areas of the corridor that are not predominantly residential in scale or character. As such, the current standard that requires all lots abutting the right-of-way of Roosevelt Road to meet this standard should be refined. As site plan and architectural approval, as well as downtown design review, would continue to be required for uses within the OR District, there would continue to be discretionary review of proposed development to ensure the intent of the standards is being met, and to consider contextual appropriateness.

Similarly, the exterior masonry construction requirement within the commercial districts should be reconsidered. Such prescriptive standards can often fail to acknowledge new, contemporary materials which may be just as hardy and visually attractive as masonry. Further, they can unintentionally serve as a disincentive to new development or redevelopment, as the cost of such materials relative to more contemporary materials may be a limiting factor. Further, as new construction within the commercial districts is subject to site plan and architectural approval, any proposed materials should be reviewed for appropriateness as part of the approval process. As such, a general recommendation is to move away from only permitting masonry materials, to specifically listing materials that are not permitted, and allowing the approval process to evaluate the appropriateness of new materials as they may emerge.

#### **Consider Updates to landscape and parking requirements.**

The City's current landscape requirements are extensive, and require lot perimeter landscaping, building perimeter landscaping, parking lot perimeter landscaping, and parking

lot interior landscaping. While landscape is undoubtedly a critical part of aesthetic appeal, and important in ensuring adequate buffering between incompatible uses, the combination of the current requirements may result in overlapping, cumbersome regulations that create redundancies and may unintentionally prohibit some desirable outcomes, such as parking lot perimeter landscape that effectively prohibits cross access and shared parking arrangements.

In general, the City should explore ways in which to simplify the current landscape requirements, such as by requiring parking lot perimeter landscape only where a parking lot abuts the right-of-way. The lot perimeter landscaping requirements are adequate to handle parking lot perimeter areas where they abut interior side and rear lot lines. Further, the requirement for perimeter landscape to include a berm, and 15 feet in depth may be excessive. The intent should be to require the amount of landscape needed to provide effective environmental benefits, screening, beautification, and buffering, in the simplest manner possible.

Additionally, the City should explore updates to its current parking requirements, as discussed earlier within this document. A holistic review of parking ratios is the recommended approach to ensure the community as a whole is requiring an appropriate amount of parking, and that new specific uses are addressed with tailored parking requirements, such as "senior living," or "residential care facility." However, such a holistic approach is best reserved for a comprehensive revision of the City's zoning regulations, to ensure alignment between district intent, permitted uses, and tailored parking requirements. A simple way to alleviate some of the pressure that current parking requirements may be exerting on smaller lots abutting Roosevelt Road would be to consider implementing a standard reduction of 15% for those nonresidential uses abutting the corridor.



**ROOSEVELT ROAD  
CORRIDOR PLAN**

*City of Wheaton, IL*

**APRIL  
2020**

**DRAFT**

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# APPENDIX A ROOSEVELT ROAD MARKET STUDY

*Contains both the original 2018 Market Study, as well  
as the 2021 Update to assess impacts of the COVID-19  
pandemic.*



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**TO:** Jim Kozik and Tracy Jones – City of Wheaton

**FROM:** Valerie Kretchmer – Valerie S. Kretchmer Associates, Inc.

**DATE:** September 5, 2018

**SUBJECT:** Roosevelt Road Corridor Draft Market Assessment

Valerie S. Kretchmer Associates, Inc. (VSKA) conducted a market assessment of the Roosevelt Road corridor as it relates to office and retail conditions, as well as opportunities for affordable housing. The following pages present our analysis and findings.



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## I. CONCLUSIONS AND RECOMMENDATIONS

### A. Conclusions

The demographics of Wheaton are highly desirable for retail, office and multi-family residential uses. Roosevelt Road's advantages are excellent visibility, good traffic counts and parking. However, the disadvantages are difficulty exiting businesses on Roosevelt Road, especially for left turns, traffic back-ups at lights, and noise.

#### 1. Office Market

Much of the office space along Roosevelt Road is obsolete, having been built 30+ years ago. It would be too expensive to upgrade many to modern standards. Some don't have elevators and the building designs aren't conducive to modern space requirements. For medical users, the cost of additional plumbing can be prohibitive. As such, existing buildings are becoming more difficult to keep fully occupied, especially houses that have been converted to office space. Typical office tenants along Roosevelt Road are medical practitioners, other professionals and service businesses which need less than 2,000 square feet of space. Interestingly, given the lack of modern space, there has been interest on the part of doctors and dentists in occupying their own office buildings.

#### 2. Retail Market

The retail market in Wheaton is a local, rather than regional one. However, the market is strong with high occupancy rates at the larger shopping centers along Butterfield Road in the Danada area. While traffic counts are high along Roosevelt Road in the Study Area, the lots are generally shallow, making it difficult to accommodate larger retailers. Mariano's is the notable exception and a major success story for Roosevelt Road and the city.

There are some potentially developable lots west of Naperville Road close to Downtown that would be attractive to a variety of retail and restaurant users. Reportedly, three of four corners at Warrenville Road currently for sale would have retailer interest. However, current zoning does not permit retail use in the office district. There are also some vacant lots east of Naperville Road that have had developer and user interest, but the sellers and potential buyers were not able to negotiate acceptable deals. These are still be potential retail opportunities and over time, sellers may be willing to lower asking prices. Well managed strip centers are doing fine, though there is competition from centers on the west side of Glen Ellyn which tend to have higher profile tenants.

The changes in shopping patterns and spending habits have been well documented, as has the "retail apocalypse." There are almost weekly announcements of bankruptcies and store closings, even among companies once considered the mainstays of shopping centers

and malls. While online shopping now accounts for 9-10% of total retail sales, online sales account for more than 30% in some categories such as apparel.

As such, restaurant and entertainment users are now considered the most desirable tenants as their experiences can't be as easily replaced online. Fitness centers and daycare centers are similar and they have expressed interest in sites along Roosevelt Road. Wheaton's total retail sales decreased slightly between 2016 and 2017, though food sales were up 1.8% and eating and drinking sales were basically stable. Again, this points to the importance of fulfilling both everyday needs as well as experiences.

### 3. Multi-Family Residential Market

Wheaton currently has several very high quality newer apartment buildings catering to the top of the rental market with rents in excess of \$1,500 for a one-bedroom and \$2,200 for a two-bedroom apartment. However, the number of units that are affordable to low and moderate income households is limited. CHAD (Community Housing Advocacy & Development) operates 30 units in Wheaton, 18 of which are on Roosevelt Road. Its rents are well below market at \$691 for one-bedroom and \$767 for two-bedrooms. Demand is extremely high and turnover is low.

One other affordable apartment complex is Marian Park operated by Mercy Housing. It is located west of the Study Area on Roosevelt Road and has 200 subsidized apartments with a multi-year wait list. As such, there is a great need for more affordable apartments for both families and senior citizens in Wheaton.

Sites along Roosevelt Road would be appropriate for different types of small and medium-sized buildings, given the proximity to shopping and public transit. DuPage County has funding available for this and is interested in working with communities. The Illinois Housing Development Authority (IHDA) approves developer requests for funds for affordable housing and Wheaton would be viewed very positively by the Authority, given its high quality schools and access to shopping, services and jobs. Developers would definitely be interested in developing affordable projects targeting both families and seniors.

## **B. Recommendations**

Many sites zoned for office use are for sale, but there are few takers. The City's requirement that offices have a residential look may have been appropriate in the 1980s but probably no longer make sense. Flexibility in zoning on the western portion of Roosevelt Road to allow for a wider range of commercial uses, including retail, would lead to more development.

Shallow lot depths constrain development beyond a strip center or single tenant building with parking on the side in some sections of Roosevelt Road. However, there are several larger

parcels that would be suitable for more than a few small tenants. One is the Mariano's employee parking lot west of the grocery store. If no longer needed by Mariano's, there would be a variety of developers and restaurants interested in the location.

Neighbor concerns that more retail on Roosevelt Road would bring too much traffic to side streets should be researched and accurate data provided. Traffic studies would show residents, the City and potential retailers the likely traffic patterns resulting from different retail uses.

Some requirements may be onerous for small office buildings, such as setbacks, rear access alleys paved to subdivision standards and stormwater detention. These should be reviewed in light of the City's development goals for Roosevelt Road.

Existing small multi-family buildings on the east side of Roosevelt Road are in need of interior and exterior improvements, in some cases to bring them into compliance with building codes. Parking is tight and creative solutions should be explored with landlords to provide an adequate number of spaces, possibly with some on-street permit parking. Other resources for building improvement are available from DuPage County and the Community Investment Corporation (CIC), that offer loans for building improvement. DuPage County also has a program that provides loans to low and moderate income homeowners for rehabilitation. These programs should be explored and brought to the attention of landlords and homeowners. County staff are very interested in working with the City of Wheaton on these efforts.

## II. STUDY AREA DESCRIPTION

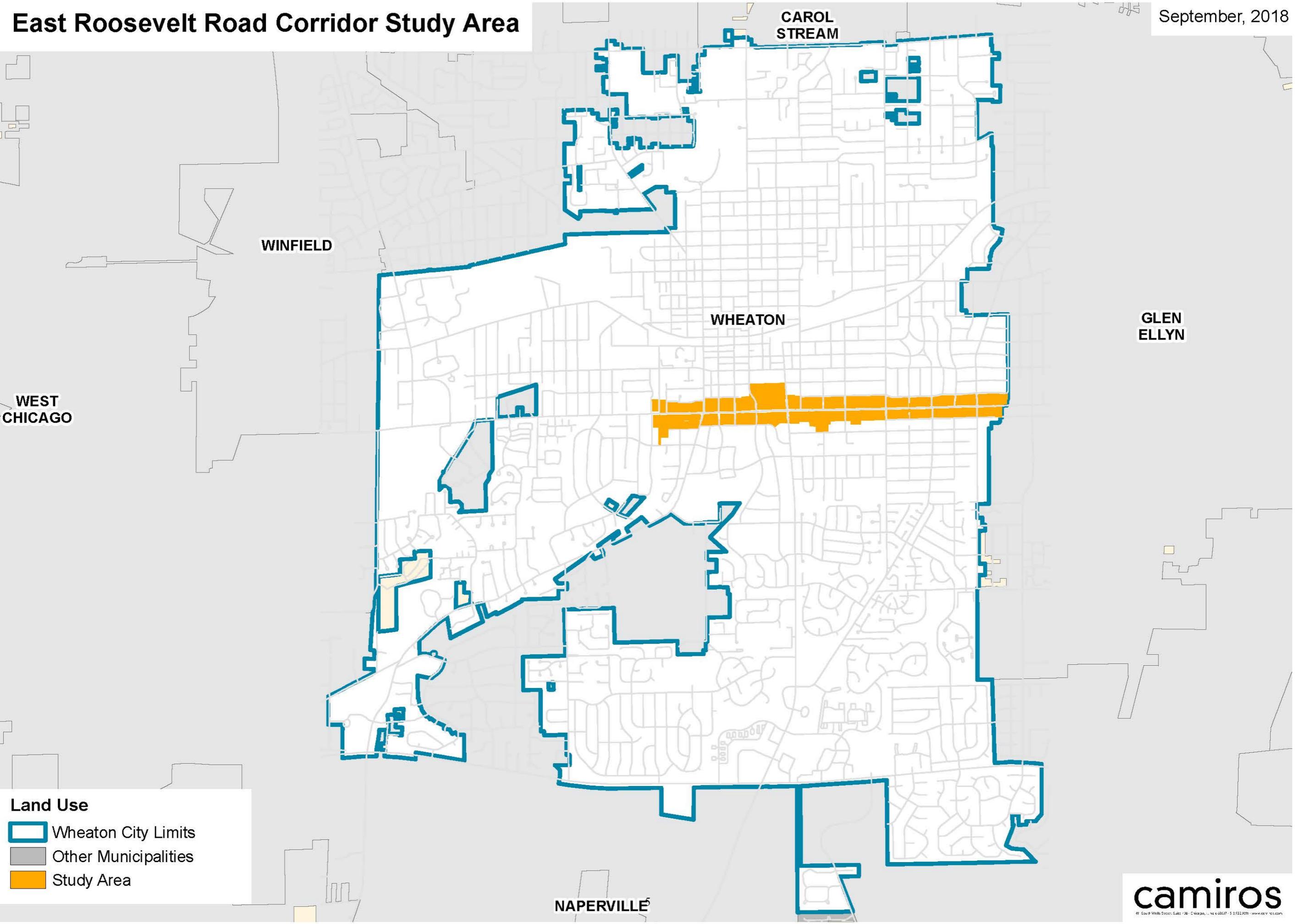
The Roosevelt Road Study Area extends from the city's east border east of Lorraine Road to Delles Road on the west and covers the north and south sides of Roosevelt Road, extending one block north and south from Roosevelt Road. A map of the Study Area is on the following page.

Roosevelt Road is characterized by a mix of older office buildings, single-family homes, some of which have been converted into offices, strip shopping centers, Mariano's grocery and several other larger retail establishments, banks, parks, a church, an apartment complex and small multi-story apartment buildings.

Land uses fronting on the blocks north and south of Roosevelt Road are primarily residential, most of which are single-family, with multi-family on the block south of Roosevelt Road facing Taft Avenue. Some commercial uses occupy deeper lots. Stormwater is an issue for a few properties but not for most.

# East Roosevelt Road Corridor Study Area

September, 2018



### **III. WHEATON DEMOGRAPHICS AND EMPLOYMENT OVERVIEW**

#### **A. Population and Households**

The city of Wheaton registered an estimated 2.6% increase in population to almost 54,300 and a 2.9% increase in households to almost 19,800 between 2010 and 2018, reversing a decline between 2000 and 2010. By 2023, projections by demographic data vendor Esri estimate population and household growth of 1.2% and 1.4% respectively, as shown in Table 1 below. The recent and projected percentage increases for the city exceed those of DuPage County.

Wheaton's median age of 39.3 years is identical to that of the county, however, it has a slightly smaller share of children and larger share of seniors age 65+. Due to the presence of Wheaton College, its share of 15-24 year olds is much higher. Given the higher senior population, its average household size is smaller than the county at 2.59 persons, though still consistent with a family-oriented community.

Table 2 shows the distribution of households by age in Wheaton. Seventy-two percent of households are headed by a person under 65 years of age and 28% by a person over 65. However, by 2023, given the aging of the population, the share of households under 65 is projected to decrease by 4% while the share over 65 is projected to increase by 16%. This has implications for the type of housing that will be needed in the coming years to serve an aging population.

#### **B. Households by Age and Income**

Wheaton households tend to be affluent with 55% of those under age 65 and 32% of those over age 65 earning over \$100,000 per year. However, over 1,800 households under 65 (13%) and 1,500 over 65 (28%) have incomes under \$35,000, which generally equates to less than 60% of the Area Median Income (or AMI), the level that qualifies households for subsidized or other affordable housing.

Projections to 2023 show a decrease in all but the most affluent households under 65 years of age, and increases in the number of senior households, with the largest increases among those with incomes over \$100,000. Table 3 shows these trends.

Table 1

**WHEATON AND DUPAGE COUNTY  
POPULATION CHARACTERISTICS**

	Wheaton		DuPage County	
	Number	Percent	Number	Percent
<u>Population</u>				
2000 Census	55,181		904,054	
2010 Census	52,894		916,924	
Change, 2000-2010	-2,287	-4.1%	12,870	1.4%
2018 Estimated	54,289		934,648	
Change, 2010-2018	1,395	2.6%	17,724	1.9%
2023 Projected	54,930		944,738	
Change, 2018-2023	641	1.2%	10,090	1.1%
<u>Households</u>				
2000 Census	19,337		325,565	
2010 Census	19,191		337,132	
Change, 2000-2010	-146	-0.8%	11,567	3.6%
2018 Estimated	19,755		344,021	
Change, 2010-2018	564	2.9%	6,889	2.0%
2023 Projected	20,024		348,009	
Change, 2018-2023	269	1.4%	3,988	1.2%
Average Household Size, 2018	2.59		2.68	
<u>Population by Age, 2018</u>				
Under 5	2,708	5.0%	52,749	5.6%
5-14	6,764	12.5%	120,576	12.9%
15-24	8,534	15.7%	115,265	12.3%
25-34	6,448	11.9%	124,942	13.4%
35-44	6,184	11.4%	119,644	12.8%
45-54	7,118	13.1%	126,805	13.6%
55-64	7,667	14.1%	130,169	13.9%
65-74	5,187	9.6%	85,883	9.2%
75-84	2,400	4.4%	39,221	4.2%
85+	1,277	2.4%	19,394	2.1%
Median Age, 2018	39.3		39.3	

Source: Esri

Table 2

**CHARACTERISTICS OF WHEATON HOUSEHOLDS BY AGE  
2018 AND 2023**

	<u>2018</u>		<u>2023</u>		<u>Change</u>	
	Number	Percent	Number	Percent	Number	Percent
<b>Total Households</b>	19,755		20,027		272	1.4%
Age 15-24	539	2.7%	507	2.5%	-32	-5.9%
Age 25-34	2,585	13.1%	2,573	12.8%	-12	-0.5%
Age 35-44	3,105	15.7%	3,332	16.6%	227	7.3%
Age 45-54	3,772	19.1%	3,422	17.1%	-350	-9.3%
Age 55-64	<u>4,304</u>	<u>21.8%</u>	<u>3,894</u>	<u>19.4%</u>	<u>-410</u>	<u>-9.5%</u>
Total Under 65	14,305	72.4%	13,728	68.5%	-577	-4.0%
Age 65+	5,450	27.6%	6,299	31.5%	849	15.6%

Source: Esri

### C. Employment Trends

Tables 4 and 5 that follow show the employment trends for those working in Wheaton (At-Place Employment) and those living in Wheaton (Wheaton Residents) based on data from the Census. These include all categories of employment, including Public Administration, which is one of the larger employers in the city. However, the most current information from this source is from 2015. More recent estimates from the Illinois Department of Employment Security (as of 2017), do not include Public Administration, so we decided that they are less useful for this analysis.

Wheaton has a 2015 employment of 24,800, a 23% increase since 2010. The largest sectors are Health Care and Social Assistance (19%), Educational Services (16%), Public Administration (16%) and Retail Trade (12%). These four account for 63% of the city's employment. The largest increases were in Educational Services, Health Care and Social Assistance.

Table 3

**CHARACTERISTICS OF WHEATON HOUSEHOLDS BY AGE AND INCOME  
2018 AND 2023**

Age/Income	2018		2023		Change 2018-2023	
	Number	Percent	Number	Percent	Number	Percent
<b>Household Income - Under Age 65</b>	14,305		13,728		(577)	-4.0%
\$0-\$14,999	697	4.9%	604	4.4%	(93)	-13.3%
\$15,000-\$24,999	459	3.2%	354	2.6%	(105)	-22.9%
\$25,000-\$34,999	691	4.8%	565	4.1%	(126)	-18.2%
\$35,000-\$49,999	1,079	7.5%	929	6.8%	(150)	-13.9%
\$50,000-\$74,999	1,755	12.3%	1,503	10.9%	(252)	-14.4%
\$75,000-\$99,999	1,778	12.4%	1,639	11.9%	(139)	-7.8%
\$100,000-\$149,999	3,016	21.1%	2,952	21.5%	(64)	-2.1%
\$150,000-\$199,999	2,138	14.9%	2,222	16.2%	84	3.9%
\$200,000+	2,692	18.8%	2,960	21.6%	268	10.0%
<b>Household Income - Over Age 65</b>	5,450		6,299		849	15.6%
\$0-\$14,999	522	9.6%	564	9.0%	42	8.0%
\$15,000-\$24,999	476	8.7%	489	7.8%	13	2.7%
\$25,000-\$34,999	521	9.6%	563	8.9%	42	8.1%
\$35,000-\$49,999	639	11.7%	724	11.5%	85	13.3%
\$50,000-\$74,999	982	18.0%	1,066	16.9%	84	8.6%
\$75,000-\$99,999	594	10.9%	664	10.5%	70	11.8%
\$100,000-\$149,999	799	14.7%	973	15.4%	174	21.8%
\$150,000-\$199,999	428	7.9%	560	8.9%	132	30.8%
\$200,000+	489	9.0%	696	11.0%	207	42.3%

Source: Esri

The city had 27,000 employed residents as of 2015, a 5% increase since 2010. The largest employment sectors were Educational Services (13%), Professional, Scientific and Technical Services (11%), Health Care and Social Assistance (11%) and Retail Trade (9%). These four account for 44% of resident-based employment, indicating that residents are employed in a wider range of industries than the jobs based in Wheaton. It is noteworthy that a relatively large share of residents is employed in the low-paying retail sector, while so many are employed in higher paying sectors.

Table 9

## AT-PLACE EMPLOYMENT TRENDS IN WHEATON

Industry (NAICS)	2015	2014	2013	2012	2011	2010	Change 2010-2015	
							Number	Percent
All Industries	24,800	24,724	24,547	22,690	21,029	20,171	4,629	22.9%
Agriculture, Forestry, Fishing, and Hunting (11)	3	2	2	3	1	2	1	50.0%
Mining, Quarrying, and Oil and Gas Extraction (21)	0	0	0	0	0	0	0	N/A
Utilities (22)	0	1	200	0	3	14	-14	-100.0%
Construction (23)	472	442	394	444	466	367	105	28.6%
Manufacturing (31-33)	209	242	251	267	284	296	-87	-29.4%
Wholesale Trade (42)	395	390	394	342	561	449	-54	-12.0%
Retail Trade (44-45)	2,880	2,898	3,046	3,059	2,988	2,727	153	5.6%
Transportation and Warehousing (48-49)	81	87	76	72	66	50	31	62.0%
Information (51)	554	530	491	474	425	365	189	51.8%
Finance and Insurance (52)	1,057	1,083	1,130	1,040	898	784	273	34.8%
Real Estate and Rental and Leasing (53)	193	131	125	121	124	141	52	36.9%
Professional, Scientific, and Technical Services (54)	2,176	1,924	2,165	2,002	2,001	1,887	289	15.3%
Management of Companies and Enterprises (55)	6	10	12	7	21	66	-60	-90.9%
Administration and Support and Waste Management and Remediation Services (56)	491	512	508	528	578	515	-24	-4.7%
Educational Services (61)	4,061	4,013	3,972	3,848	2,010	2,164	1,897	87.7%
Health Care and Social Assistance (62)	4,748	4,522	4,037	3,043	3,016	3,014	1,734	57.5%
Arts, Entertainment, and Recreation (71)	629	748	795	785	761	800	-171	-21.4%
Accommodations and Food Services (72)	2,223	2,216	2,287	2,039	1,907	1,668	555	33.3%
Other Services, except Public Administration (81)	780	914	917	890	997	866	-86	-9.9%
Public Administration (92)	3,842	4,059	3,745	3,726	3,922	3,996	-154	-3.9%

Source: U.S. Census, OnTheMap

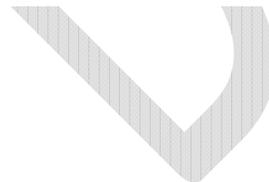


Table 5

EMPLOYMENT TRENDS FOR WHEATON RESIDENTS

Industry (NAICS)	2015	2014	2013	2012	2011	2010	Change 2010-2015	
							Number	Percent
All Industries	27,012	26,745	27,691	26,853	26,409	25,702	1,310	5.1%
Agriculture, Forestry, Fishing, and Hunting (11)	29	26	37	26	38	24	5	20.8%
Mining, Quarrying, and Oil and Gas Extraction (21)	12	14	5	12	18	7	5	71.4%
Utilities (22)	99	112	112	85	107	86	13	15.1%
Construction (23)	852	804	782	742	787	733	119	16.2%
Manufacturing (31-33)	1,947	1,872	1,969	1,962	1,911	1,773	174	9.8%
Wholesale Trade (42)	1,687	1,582	1,693	1,596	1,511	1,478	209	14.1%
Retail Trade (44-45)	2,345	2,389	2,600	2,569	2,633	2,548	-203	-8.0%
Transportation and Warehousing (48-49)	856	850	979	920	861	797	59	7.4%
Information (51)	701	681	690	735	697	687	14	2.0%
Finance and Insurance (52)	1,813	1,668	1,708	1,769	1,652	1,762	51	2.9%
Real Estate and Rental and Leasing (53)	410	390	421	382	387	366	44	12.0%
Professional, Scientific, and Technical Services (54)	3,027	2,799	2,784	2,708	2,644	2,579	448	17.4%
Management of Companies and Enterprises (55)	677	784	846	786	688	710	-33	-4.6%
Administration and Support and Waste Management and Remediation Services (56)	1,846	1,759	1,939	1,713	1,700	1,495	351	23.5%
Educational Services (61)	3,484	3,373	3,344	3,417	3,323	3,442	42	1.2%
Health Care and Social Assistance (62)	2,887	3,140	3,190	3,115	3,035	2,931	-44	-1.5%
Arts, Entertainment, and Recreation (71)	638	706	684	651	668	720	-82	-11.4%
Accommodations and Food Services (72)	1,875	1,918	1,992	1,845	1,754	1,684	191	11.3%
Other Services, except Public Administration (81)	944	1,022	994	931	1,016	921	23	2.5%
Public Administration (92)	883	856	922	889	979	959	-76	-7.9%

Source: U.S. Census, OnTheMap



Over half of the people who work in Wheaton live in DuPage County, with 15% living in Wheaton. Another 5.5% live in Chicago, while 3.6% live in Northwest Cook County and 2.2% live in West Cook County.

Wheaton’s unemployment rate is consistently below that of DuPage County, the Chicago metro area, Illinois and the U.S. As of May 2018, it was only 2.4%, a significant decrease over the past year as shown in Table 6 below.

**Table 6**

**UNEMPLOYMENT RATES FOR WHEATON AND RELEVANT GEOGRAPHIES  
(NOT SEASONALLY ADJUSTED)**

<b>Geography</b>	<b>May 2018</b>	<b>May 2017</b>	<b>Change (Points)</b>
Wheaton	2.4%	3.6%	-1.2
DuPage County	2.6%	3.6%	-1.0
Chicago-Naperville-Elgin IL-IN-WI MSA	3.4%	4.4%	-1.0
Illinois	3.5%	4.4%	-0.9
United States	3.6%	4.1%	-0.5

Source: Illinois Department of Employment Security (IDES)

## IV. OFFICE MARKET

### A. Characteristics of Existing Space and Tenants Along Roosevelt Road

Roosevelt Road's advantages are excellent visibility, good traffic counts and parking. It is also relatively close to the County Courthouse and Downtown Wheaton (which can be walkable depending on the location on Roosevelt Road). Cars backed up at stoplights can lead to new customers at nearby businesses. However, it can be very difficult to exit businesses, especially left turns, and noisy along the corridor.

Some buildings are doing well, while many have low occupancy rates. Better quality and updated buildings are generally doing fine, indicating that there are tenants willing to pay for quality. However, Roosevelt Road has many obsolete office buildings that would be too expensive to upgrade to modern standards. Some don't have elevators and the building design isn't conducive to modern space requirements. For medical users, the cost of additional plumbing can be prohibitive. Buildings with elevators have an advantage over most in Downtown Wheaton which don't have elevators.

Typically houses converted to office space have higher vacancy rates. They are not ADA-accessible, have inefficient layouts, don't have elevators or adequate number of bathrooms. Unfortunately, there is very little interest in converting these back to single-family homes due to their size and the traffic on Roosevelt Road.

Typical office occupants are small tenants, primarily medical, therapists, alternative medicine, legal, financial advisors and service businesses, serving the local Wheaton-Glen Ellyn area. Many live in Wheaton. Business space requirements have changed in the past 10-15 years; doctors are mostly part of hospital groups that provide their own office space; other small businesses that may have needed 2,000 square feet, now only need 500 square feet and location is less important.

There are some office condo buildings but many of these units are being rented. The for-sale market is not that strong with prices of \$90-100 per square foot for small tenants. Few office condo purchasers have more than 3,000 square feet. Prices per square foot are lower for larger tenants but they are hard to find.

Buildings are Class B and C. Class B buildings typically have rents ranging from \$15-20 per square foot gross. Better buildings go up to \$21-22 per square foot. Of this, common area maintenance and real estate taxes account for about \$6-8 per square foot.

New construction is looking for at least \$23 per square foot gross. Asking rents at the former Wheaton Inn are higher at \$22 net plus pass-throughs of \$6.00 per square foot. Many sites zoned for office use are for sale, but there are few takers.

## **B. Competition Within 5 Miles of Roosevelt Road and Main Street**

Roosevelt Road buildings are competing with buildings on Naperville Road near Danada and on County Farm Road and Manchester Road near the County complex. They are not competing with buildings along the East-West Tollway.

VSKA obtained data from Reis, a national real estate research firm, on the characteristics of the competitive buildings to Roosevelt Road. They are located primarily in Wheaton and Glen Ellyn, with a few in Carol Stream. Table 7 below shows the characteristics of the competitive office buildings in Wheaton and within the 5-mile radius.

Wheaton has 14 of the 25 competitive properties with 441,517 square feet, 41% of the competitive inventory. The median building size is small at 22,000 square feet in Wheaton and 30,000 square feet among the competition. The buildings tend to be older with a median age of 18 years in Wheaton and 35 years for the competition overall. Wheaton's median asking rent of \$16.59 is higher than the competitive group's (\$15.00) and its vacancy rate is considerably lower at 19.7% vs. 28.0%. However, even at 19.7%, the vacancy rate is quite high.

Table 8 shows the average rent and vacancy trends for the buildings within 5 miles. The average rent has actually decreased over the past three years from a 2015 high of \$17.11. These rents are well below Class A space in the East-West Tollway sub-market (\$22.74 average, with Class A at \$28.70 and Class B at \$22.08 per square foot gross).

However, the vacancy rate has decreased since 2015's high of 32.4%. According to Reis, the overall vacancy rate of buildings within 5 miles of Roosevelt Road and Main Street is still very high at 27.3% as of the first quarter of 2018, down slightly from 28.0% as of the fourth quarter of 2017.

These data do not include office condominiums which are either owner-occupied or investor-owned and rented out individually. Some properties along Roosevelt and Naperville Roads are condominiums.

**Table 7**

**OFFICE BUILDINGS IN WHEATON AND WITHIN  
5- MILE RADIUS OF ROOSEVELT ROAD**

	<b>Wheaton</b>	<b>5-Mile Radius</b>
Number of Buildings	14	25
Total Square Footage	441,517	1,091,048
Median Building Size (SF)	22,000	30,000
Median Building Age	1990	1983
Median Asking Rent	\$16.59	\$15.00
Average Vacancy Rate	19.7%	28.0%

Source: Reis, Inc.; Valerie S. Kretchmer Associates, Inc.

**Table 8**

**OFFICE MARKET TRENDS WITHIN  
5-MILE RADIUS OF ROOSEVELT ROAD**

<b>Year (4th Quarter)</b>	<b>Average Rent/ SF</b>	<b>Vacancy Rate %</b>
2017	\$16.58	28.0%
2016	16.89	30.2%
2015	17.11	32.4%
2014	17.10	24.6%
2013	16.57	29.1%

Source: Reis, Inc.

### C. Comparison to the Chicago Suburban Market and East-West Tollway Sub-Market

Table 9 below shows suburban Chicago office market trends since 2013, based on data from brokerage firm CBRE. As of year-end 2017, the suburban market had almost 105.4 million square feet. The vacancy rate of 18.6% represents a steady improvement since 2013, despite the attention paid to suburban companies relocating to Downtown Chicago. The vacancy rates for all classes of property have decreased since 2013, with the Class A vacancy rate down from 15.5% in 2013 to 14.3% in 2017.

However, absorption (the difference between occupied space from one period to another) has been significantly lower over the past two years than it had been in 2013, 2014 and 2015. The 2017 level of absorption was only 142,653 square feet, with only 87,671 square feet of Class A and 129,682 square feet of Class B space absorbed. Class C space had negative absorption.

The gross average asking rent (including real estate taxes, common area maintenance and building insurance) has increased for all classes of space since 2013 to \$22.64 overall. The Class A average rent was \$28.38 as of year-end 2017, an 11.8% increase.

In comparison, the East-West Tollway sub-market has almost 39.8 million square feet, equal to 38% of the Chicago suburban total. The vacancy rate was notably lower at 16.6% with a much lower Class A vacancy of 13.0%. The vacancy rate has been decreasing steadily since 2013 when the rate was 18.3%.

Absorption was considerably stronger at 302,091 square feet in 2017, though Class A space had negative absorption in both 2016 and 2017. The average asking rent in this sub-market was similar to that of the suburbs overall at \$22.74, with the Class A average at \$28.70.

Table 10 shows these trends for the East-West Tollway sub-market.

Table 9

## SUBURBAN CHICAGO OFFICE MARKET TRENDS - 2013-2017

Year-End*	Bldg. Class	Rentable Area (SF)	Direct Vacancy Rate	Annual Net Absorption	Gross Asking Lease Rates/SF
2013		110,560,775	20.0%	1,289,406	\$21.20
	Class A	42,233,587	15.5%	478,735	\$25.38
	Class B	43,607,090	21.8%	478,471	\$20.86
	Class C	24,720,098	24.4%	332,200	\$16.35
2014		109,992,775	18.9%	1,168,331	\$21.63
	Class A	42,043,196	14.0%	609,205	\$26.15
	Class B	43,973,797	21.8%	-30,541	\$21.18
	Class C	23,975,782	22.0%	589,667	\$16.60
2015		106,682,279	18.4%	873,686	\$21.92
	Class A	39,495,559	13.0%	649,855	\$26.66
	Class B	43,096,193	21.7%	138,918	\$21.33
	Class C	24,090,527	21.3%	84,913	\$16.78
2016		106,754,403	18.0%	194,388	\$22.65
	Class A	40,412,817	12.9%	-24,102	\$27.83
	Class B	41,588,539	21.0%	225,642	\$22.16
	Class C	24,753,047	21.5%	-7,152	\$17.01
2017		105,396,316	18.6%	142,653	\$22.64
	Class A	39,748,068	14.3%	87,671	\$28.38
	Class B	41,547,039	20.6%	129,682	\$21.84
	Class C	24,101,209	22.0%	-74,700	\$16.99

\* Data as of 4th Quarter.

Source: CBRE

Table 10

## EAST-WEST TOLLWAY SUB-MARKET OFFICE TRENDS - 2013-2017

Year-End*	Bldg. Class	Rentable Area (SF)	Direct Vacancy Rate	Annual Net Absorption	Gross Asking Lease Rates/SF
2013		40,889,732	18.3%	179,308	\$21.17
	Class A	12,853,765	13.4%	68,308	\$25.98
	Class B	18,970,464	20.2%	61,339	\$20.67
	Class C	9,065,503	21.2%	49,661	\$16.24
2014		40,996,744	18.3%	13,276	\$21.42
	Class A	12,738,563	11.8%	144,168	\$27.59
	Class B	19,582,419	21.2%	(199,594)	\$21.07
	Class C	8,675,762	21.1%	68,702	\$16.44
2015		40,887,587	17.4%	308,013	\$21.79
	Class A	12,738,563	11.2%	56,501	\$28.28
	Class B	19,572,050	20.3%	171,282	\$21.39
	Class C	8,576,974	20.2%	80,230	\$16.57
2016		40,598,789	17.0%	3,689	\$22.44
	Class A	13,051,961	11.9%	(107,439)	\$28.99
	Class B	19,180,352	19.9%	49,853	\$21.62
	Class C	8,366,476	18.3%	61,275	\$16.86
2017		39,766,346	16.6%	302,091	\$22.74
	Class A	12,697,961	13.0%	(95,819)	\$28.70
	Class B	19,187,352	18.2%	338,644	\$22.08
	Class C	7,881,033	18.6%	59,266	\$16.98

\* Data as of 4th Quarter.

Source: CBRE

## V. RETAIL MARKET

### A. Characteristics of Existing Space and Tenants Along Roosevelt Road

Wheaton is viewed as a more local than regional market, in between the Oakbrook/ Lombard and Naperville retail concentrations. Retail buildings along Roosevelt Road are mostly Class B and C and asking rents are \$16-22 per square foot gross. However, newer retail buildings at busy intersections are commanding \$25-35 per square foot NNN (triple net) where tenants pay their pro-rata share of common area maintenance and real estate taxes.

While retail is generally overbuilt here as well as regionally and nationally, there are retailers who might consider Roosevelt Road. They are likely to be restaurants, gas stations and small businesses, rather than medium sized stores. There has been interest from fitness centers and daycare centers as well.

Some national chains, primarily quick service restaurants, have expressed interest in sites along Roosevelt Road west of Naperville Road. However, the zoning does not permit these uses. Reportedly, three of four corners at Warrenville Road currently for sale would have retailer interest. Mariano's reportedly does very well and tenants would be interested in locating near it. Shallow lot depths in many locations along Roosevelt Road constrain development beyond a strip center or single tenant building with parking on the side.

Some property owners have been unrealistic in what their properties are worth. There would be interest if the owners were more realistic.

The employee parking lot for Mariano's is a desirable development site and would be attractive to a range of retailers. It could be developed as a mixed-use project if it were available.

### B. Competition Within 5 Miles of Roosevelt Road and Main Street

The Danada area is generally the preferred shopping center location in Wheaton and while there are some vacancies at centers there, they are generally doing well with strong anchor tenants. Small store space tends to be expensive, running \$25-low \$30s per square foot NNN with pass-throughs adding \$6-7. Small, local tenants have a hard time affording these rents.

Table 11 below shows the inventory of retail centers in Wheaton and within 5 miles of Roosevelt and Main, based on data from Reis. Wheaton has four shopping centers with 782,344 square feet. The area within 5 miles has a total of 17 centers with just over 2 million square feet. However, Wheaton accounts for 39% of the square footage since the median size of its centers is 226,267 square feet vs. only 52,000 square feet for all of the centers. The median center age is similar (1990 and 1989), though Wheaton's average asking rent for non-anchor space is higher at \$25.97 per square foot, compared to \$21.63 for all of the centers. The vacancy rate is similar at 17%.

**Table 11****RETAIL CENTERS IN WHEATON AND WITHIN  
5- MILE RADIUS OF ROOSEVELT ROAD**

	<b>Wheaton</b>	<b>5-Mile Radius</b>
Number of Centers	4	17
Total Square Footage	782,344	2,026,010
Median Center Size (SF)	226,267	52,000
Median Center Age	1990	1989
Average Asking Rent*	\$25.97	\$21.63
Average Vacancy Rate	16.9%	17.2%

\* Non-Anchor

Source: Reis, Inc.; Valerie S. Kretchmer Associates, Inc.

Table 12 on the following page shows the distribution of retail centers by type – community or neighborhood. Community centers are larger and have anchors such as grocery stores, discount department stores (Target, Wal-Mart), and clothing stores such as Marshalls, TJ Maxx and Ross. Neighborhood centers are smaller and are often un-anchored.

The area within 5 miles of Roosevelt Road and Main Street has 6 community centers with almost 1.5 million square feet and 11 neighborhood centers with almost 540,000 square feet. Not surprisingly, the median size of the community centers is more than ten times larger (236,000 square feet) than the median for neighborhood centers (12,150 square feet). The average vacancy rate in the community centers is significantly lower at 13.2% compared to 28.1% in the neighborhood centers. The average non-anchor asking rent is also 20% higher at \$22.38 per square foot.

This is not surprising given the fact that the community centers, primarily in the Danada area, have the best anchor tenants that draw customers to both larger and smaller tenants in the centers. The smaller neighborhood centers have a mix of service uses and convenience retailers that are much less of a draw.

Table 12

**COMMUNITY AND NEIGHBORHOOD CENTERS  
WITHIN 5- MILE RADIUS OF ROOSEVELT ROAD**

	Community	Neighborhood
Number of Centers	6	11
Total Square Footage	1,487,295	538,715
Median Center Size (SF)	235,954	21,153
Median Center Age	1988	1998
Average Asking Rent*	\$22.38	\$18.73
Average Vacancy Rate	13.2%	28.1%

\* Non-Anchor

Source: Reis, Inc.; Valerie S. Kretchmer Associates, Inc.

### C. Far West Suburban Retail Market Trends

CBRE data in Table 13 below shows that the Far West suburbs (that includes Wheaton) had a higher vacancy rate than the Chicago suburbs overall in each of the past five years. As of year-end 2017, the vacancy rate for the Far West suburban sub-market stood at 14.9%, equal to more than 3.3 million vacant square feet. This vacancy rate is significantly higher than the overall Chicago suburban retail vacancy rate of 10.6%. The average asking rent in the Far West suburbs ranged from \$15.11-17.48 per square foot at the end of 2017, lower than the suburban average of \$17.08-20.24.

While absorption can vary greatly year to year based on lease expirations and more recently, retail bankruptcies, last year the Far West sub-market registered positive absorption of almost 76,500 square feet, compared to negative absorption in each of the prior four years. The total Chicago suburban absorption in 2017 totaled 1.7 million square feet, the second year in a row in which the suburbs experienced positive absorption.

Table 13

## FAR WEST SUBURBS &amp; TOTAL SUBURBAN CHICAGO RETAIL MARKET - 2013-2017

Location	Year*	Gross Building Area (SF)	Vacancy Rate	Net Absorption	Avg. Asking Lease Range/SF
Far West Suburbs	2013	22,031,280	11.3%	(10,200)	\$15.36-19.37
	2014	21,595,716	11.2%	(358,610)	16.55-19.94
	2015	21,301,207	10.9%	(213,862)	14.91-17.72
	2016	22,002,995	13.9%	(22,677)	14.45-16.98
	2017	22,357,839	14.9%	76,482	15.11-17.48
Total Suburban Chicago	2013	111,410,159	9.2%	(2,176,166)	\$12.22-\$21.82
	2014	111,450,902	10.0%	(839,517)	\$16.18-\$19.52
	2015	107,892,283	9.8%	(2,975,317)	\$17.15-\$19.39
	2016	117,038,144	10.7%	7,164,426	\$16.77-\$20.31
	2017	118,837,408	10.6%	1,717,027	\$17.08-\$20.24

\* Data as of the 4th Quarter except for 2013, which is 3rd Quarter.

Source: CBRE

#### D. Wheaton Retail Sales Trends

VSKA analyzed retail sales trends in Wheaton in 2016 and 2017 based on data from the Illinois Department of Revenue on sales tax receipts. Wheaton's retail sales decreased very slightly (0.2%) between 2016 and 2017, though sales in the largest retail category, food, increased by 1.8%. Automotive and Filling Stations registered a 10% increase and Lumber, Building and Hardware a 5% increase. Drugs and Miscellaneous Retail and Furniture, Household and Radio declined by 3.6% and 10.6% respectively. Eating and Drinking Places had basically stable sales. Table 14 on the following page shows these trends.

Bricks and mortar retail have suffered with the increase in on-line shopping, which now accounts for 9-10% of all retail sales. However, in some categories, 30% or more sales are made on-line. Convenience shopping, dining and entertainment tend to be more resistant to competition from on-line shopping.

Table 14

## WHEATON RETAIL SALES, 2016-2017

Category	2016	2017	Change
General Merchandise	\$72,887,124	\$72,551,311	-0.5%
Food	190,246,571	193,726,307	1.8%
Drinking and Eating Places	85,027,416	84,939,105	-0.1%
Apparel	19,290,583	18,990,114	-1.6%
Furniture & Household & Radio	24,259,486	21,691,008	-10.6%
Lumber, Building, Hardware	12,452,213	13,080,408	5.0%
Automotive & Filling Stations	24,144,797	26,558,789	10.0%
Drugs & Miscellaneous Retail	126,244,438	121,707,671	-3.6%
Agriculture & All Others	34,501,099	34,206,093	-0.9%
Manufacturers	<u>7,377,677</u>	<u>7,867,595</u>	<u>6.6%</u>
Total	596,431,404	595,318,401	-0.2%
Total Consumer Retail*	554,552,628	553,244,713	-0.2%

\* Excludes Agriculture & All Others and Manufacturers.

Source: Illinois Department of Revenue; Valerie S. Kretchmer Associates, Inc.

## **VI. MULTI-FAMILY RESIDENTIAL**

### **A. Wheaton Overall Housing Characteristics**

Wheaton's housing stock is well occupied overall with only a 4.4% vacancy rate. The homeowner vacancy rate is extremely low at 1.8%, while the rental vacancy rate is also considered low at 4.3%. The city's housing is largely owner-occupied (72%) and single-family detached houses account for 61% of the housing stock. Housing in buildings with 10 or more units represents 17% of the city's housing.

On average, owner-occupied housing has larger households (2.76 persons) than renter households (2.34 persons). The share of households with their own children under 18 is higher among homeowners. Just over one third of households in owner-occupied housing and 28% in rental housing have their own children under 18 living with them. Not surprisingly, renters are much more likely to be single persons. Table 15 on the following page shows these characteristics, based on data from the Census's most current American Community Survey (ACS).

### **B. Owner-Occupied Housing Characteristics**

According to ACS data, the median housing value in Wheaton (for all owner-occupied units) was \$342,000. This includes single-family, townhouses and condominiums. Twenty-two percent of owner-occupied units have a value over \$500,000.

Seventy-one percent of owner-occupants have a mortgage with a median monthly cost of \$2,231. Twenty-eight percent of owners with a mortgage are paying more than 30% of their income for housing, while 20% are paying more than 35% of income, indicating that many Wheaton homeowners are cost-burdened.

Among those without a mortgage, the median monthly cost is only \$873 and far fewer are cost-burdened. Only 15% are paying more than 30% of income and 12% more than 35% of income. It is very likely that the majority of households without a mortgage are senior citizens. Table 16 below shows these characteristics.

### **C. Renter-Occupied Housing Characteristics**

The median gross rent paid by all renters in Wheaton was \$1,260 according to the most recent ACS data. Less than one quarter of the rental units had gross rents under \$1,000, indicative of the lack of affordable apartments in the city. Table 17 below shows the rental characteristics in the city of Wheaton.

**Table 15**  
**WHEATON HOUSING CHARACTERISTICS**  
**2012-2016**

	Number	Percent
<u>Total Housing Units</u>	20,092	
Occupied	19,215	95.6%
Vacant	877	4.4%
Owner-Occupied	13,860	72.1%
Renter-Occupied	5,355	27.9%
Homeowner Vacancy Rate		1.8%
Rental Vacancy Rate		4.3%
<u>Household Size and Composition</u>		
Owner-Occupied Average Size	2.76	
1-Person		20.5%
2-Persons		34.7%
3-Persons		17.6%
4+-Persons		27.2%
% with Related Children Under 18		34.0%
Renter-Occupied Average Size	2.34	
1-Person		37.8%
2-Persons		30.9%
3-Persons		13.6%
4+-Persons		17.7%
% with Related Children Under 18		27.5%
<u>Units in Structure</u>		
1-unit, detached	12,188	60.7%
1-unit, attached	2,088	10.4%
2-4 units	1,328	6.6%
5 to 9 units	1,063	5.3%
10 or more units	3,413	17.0%
Mobile home or other	12	0.1%

Source: 2012-2016 American Community Survey.

Table 16

**WHEATON 2012-2016 OWNER-OCCUPIED  
HOUSING CHARACTERISTICS**

	Number	Percent
<u>Housing Value</u>		
Less than \$50,000	226	1.6%
\$50,000 to \$99,999	250	1.8%
\$100,000 to \$149,999	891	6.4%
\$150,000 to \$199,999	1,055	7.6%
\$200,000 to \$299,999	3,200	23.1%
\$300,000 to \$499,999	5,253	37.9%
\$500,000 to \$999,999	2,723	19.6%
\$1,000,000 or more	262	1.9%
Median	\$342,000	
<u>Mortgage Status</u>		
Housing units with a mortgage	9,828	70.9%
Housing units without a mortgage	4,032	29.1%
<u>Selected Monthly Owner Costs</u>		
<u>With a Mortgage</u>		
Less than \$500	58	0.6%
\$500 to \$999	357	3.6%
\$1,000 to \$1,499	1,515	15.4%
\$1,500 to \$1,999	2,044	20.8%
\$2,000 to \$2,499	2,038	20.7%
\$2,500 to \$2,999	1,472	15.0%
\$3,000 or more	2,344	23.9%
Median	\$2,231	
% Paying 30% or more of Income		27.8%
% Paying 35% or more of Income		19.7%
<u>Without a Mortgage</u>		
Less than \$250	134	3.3%
\$250 to \$399	48	1.2%
\$400 to \$599	378	9.4%
\$600 to \$799	1,027	25.5%
\$800 to \$999	1,008	25.0%
\$1,000 or more	1,437	35.6%
Median	\$873	
% Paying 30% or more of Income		14.9%
% Paying 35% or more of Income		12.1%

Source: 2012-2016 American Community Survey.

Table 17

**WHEATON 2012-2016 RENTER-OCCUPIED  
HOUSING CHARACTERISTICS**

	Number	Percent
<u>Gross Rent</u>		
Less than \$500	210	4.1%
\$500-999	1,057	20.4%
\$1,000-1,499	2,299	44.5%
\$1,500-1,999	1,266	24.5%
\$2,000-2,499	181	3.5%
\$2,500-2,999	85	1.6%
\$3,000 or more	72	1.4%
Median	\$1,260	
<u>Gross Rent as a Percent of Income</u>		
Less than 15.0%	487	9.6%
15.0 to 19.9%	696	13.7%
20.0 to 24.9%	955	18.8%
25.0 to 29.9%	451	8.9%
30.0 to 34.9%	478	9.4%
35.0% or more	2,010	39.6%
30.0% or more	2,488	49.0%

Source: 2012-2016 American Community Survey.

As shown above, affordability is a significant issue for Wheaton's renters. Almost half of all renters are paying more than 30% of income in rent with 40% paying more than 35%. Thirty percent is generally considered the maximum that a household should pay in gross rent (which includes tenant-paid utilities).

The Illinois Housing Development Authority (IHDA) prepared data on the availability of affordable rental units by Census tract for the entire state, known as the Affordable Rental Unit Survey (ARUS). It shows the number of rental units that are affordable to households at various income levels expressed as a percent of the Area Median Income (AMI). These are based on the

metro area's median household income (\$64,467 for the Chicago metro area in 2018). For purposes of this affordable rental survey, IHDA multiplies the median income by the AMI level (\$64,467 x 30%, \$64,467 x 40% etc.) These do not take into account household size; however, when qualifying households for affordable housing programs, household size is a factor. Larger households are able to earn more than the amounts shown on Table 18 below.

The maximum rents that would be affordable to households at these income levels assuming a household pays no more than 30% of their income in gross rent are also shown. As an example, for a household at 60% AMI (maximum income of \$38,680), the maximum affordable gross rent would be \$967. IHDA then calculates the number and percent of rental units that are affordable to households at each of these income levels.

For the City of Wheaton, 22% of rental units are affordable to households earning up to 60% AMI, while 52% are affordable to those earning up to 80% AMI. The rates are considerably lower for those with very low incomes 50% AMI or less). Wheaton's affordable shares are lower for those with incomes at 40%-80% AMI than in DuPage County as a whole.

We also looked at individual Census tracts that are within the City of Wheaton (only a portion of some tracts are within the city limits), as well as the four tracts that include the Roosevelt Road Study Area. Again, only a portion of these four tracts are in the Study Area. Of the 2,158 rental units in these tracts, 25% are affordable to those with incomes less than 60% AMI and 59% are affordable to those with incomes less than 80% AMI. The rates for households earning less than 50% AMI are slightly lower than the rates for Wheaton, while the rates at 60% and 80% AMI are slightly higher than the city as a whole. However, they are not so much higher, indicating that the Study Area does not have an unusually large share of affordable rental housing. Table 18 and the map that follows show the affordable housing shares.

As such, there is a significant need for a variety of affordable housing types in the city to serve existing residents, including seniors and families.

#### **D. Rental Properties and Opportunities in Wheaton**

Newer multi-family properties located in downtown Wheaton, including apartments, condominiums, townhomes, and rowhomes, are reportedly doing very well. Rents at newer apartments in Wheaton, such as Courthouse Square and Wheaton 121 are well above what a lower income renter could afford. The rental ranges are:

Studio	\$1,360-1,519
One-Bedroom	\$1,529-1,870
Two-Bedroom	\$2,205-2,520
Three-Bedroom	\$3,295

Table 18

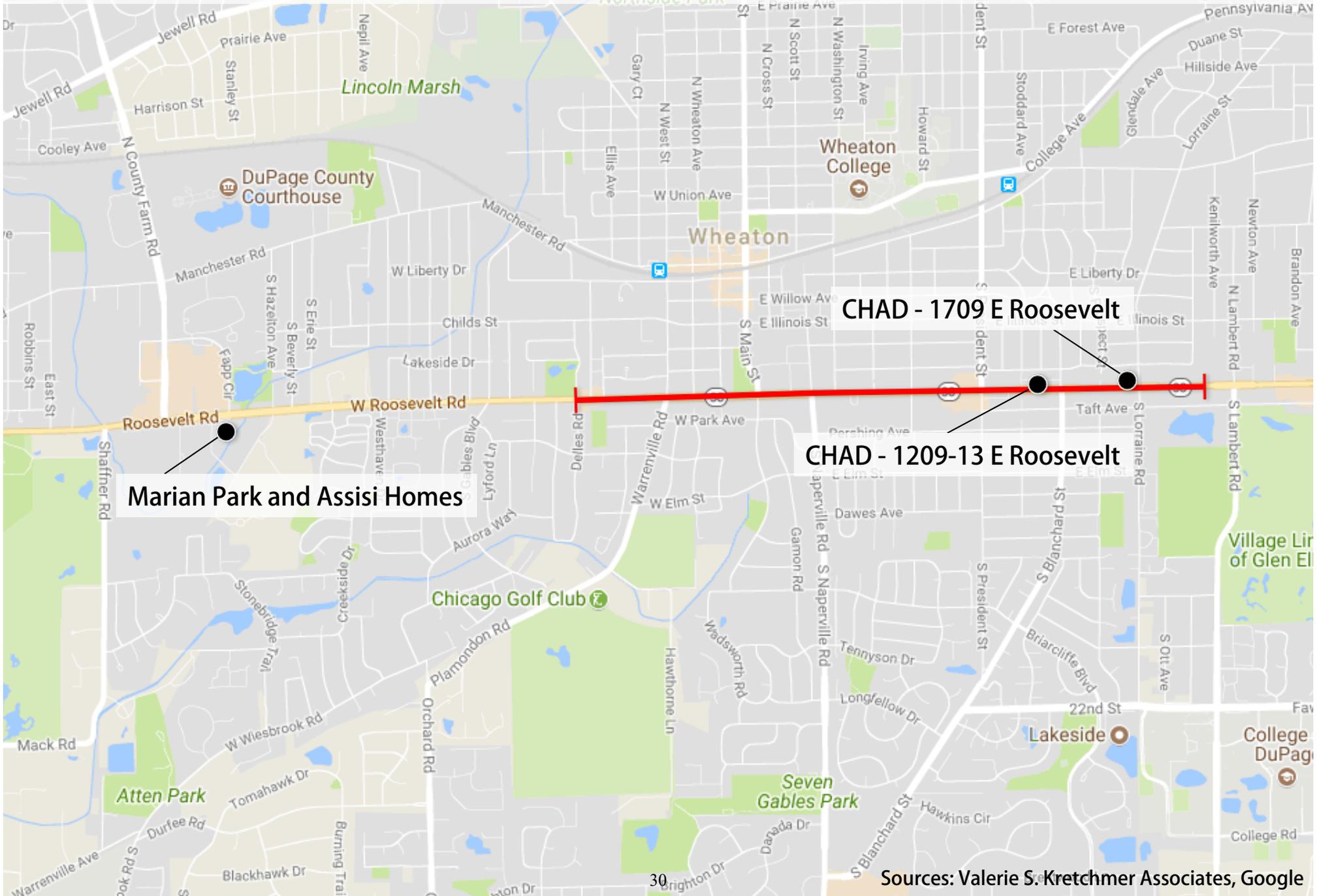
**2018 AFFORDABLE RENTAL UNIT SURVEY**  
(Based on 2012 - 2016 American Community Survey 5-Year Estimates)

Census Tract	MSA Median HH Income (in 2016 inflation-adjusted dollars)	Total Renter Occupied Housing Units	30% AMI		40% AMI		50% AMI		60% AMI		80% AMI		Notable Rental Properties/Areas
			Number of Affordable Rental Units	% of Occupied Rental Units Affordable to HHs at 30% AMI	Number of Affordable Rental Units	% of Occupied Rental Units Affordable to HHs at 40% AMI	Number of Affordable Rental Units	% of Occupied Rental Units Affordable to HHs at 50% AMI	Number of Affordable Rental Units	% of Occupied Rental Units Affordable to HHs at 60% AMI	Number of Affordable Rental Units	% of Occupied Rental Units Affordable to HHs at 80% AMI	
	<b>Maximum Income</b>			<b>\$19,340</b>		<b>\$25,787</b>		<b>\$32,234</b>		<b>\$38,680</b>		<b>\$51,574</b>	
	<b>Maximum Gross Rent</b>			<b>\$484</b>		<b>\$645</b>		<b>\$806</b>		<b>\$967</b>		<b>\$1,289</b>	
<b>DuPage County</b>	\$64,467	88,486	3,282	4%	4,893	6%	9,359	11%	24,755	28%	53,169	60%	
<b>City of Wheaton</b>	\$64,467	5,170	200	4%	245	5%	544	11%	1,127	22%	2,708	52%	
<b>Study Area Tracts</b>													
8424	\$64,467	681	55	8%	72	11%	186	27%	311	46%	482	71%	Roosevelt Rd MF buildings E of Naperville Rd. Downtown Wheaton
8425	\$64,467	295	0	0%	0	0%	6	2%	70	24%	139	47%	
8426.05	\$64,467	223	0	0%	0	0%	11	5%	23	11%	76	34%	Apts. off of Lorraine, near College of DuPage
8427.04	\$64,467	959	16	2%	23	2%	27	3%	139	14%	566	59%	
	<b>Study Area Total</b>	2,158	71	3.3%	95	4.4%	230	10.7%	544	25.2%	1,263	58.5%	
<b>Non-Study Area</b>													
8418.01	\$64,467	460	0	0%	0	0%	5	1%	89	19%	281	61%	Wheaton College  Marian Park (200 deep subsidy units) TGM Danada (600 units), Briarbrook Homes (342 units).
8419.01	\$64,467	24	0	0%	0	0%	0	0%	0	0%	0	0%	
8419.02	\$64,467	273	10	4%	18	6%	60	22%	161	59%	218	80%	
8426.01	\$64,467	247	0	0%	0	0%	0	0%	6	2%	19	8%	
8426.02	\$64,467	24	0	0%	0	0%	0	0%	0	0%	0	0%	
8426.03	\$64,467	508	10	2%	10	2%	60	12%	94	19%	211	42%	
8426.04	\$64,467	561	109	19%	130	23%	209	37%	209	37%	302	54%	
8427.02	\$64,467	1,057	0	0%	0	0%	0	0%	14	1%	458	43%	
8427.03	\$64,467	132	0	0%	0	0%	9	7%	16	12%	19	14%	
8427.11	\$64,467	13	0	0%	0	0%	0	0%	0	0%	0	0%	
	<b>Total</b>	7,615	271	3.6%	346	4.5%	803	10.5%	1,679	22.0%	4,033	53.0%	

Note: Not all properties in Study Area tracts are located in the Roosevelt Road Study Area and not all Non-Study Area tracts are located within Wheaton's municipal boundaries. The median income is for the Chicago MSA and is not adjusted for household size. The maximum income and rent shown for each AMI level is not adjusted for household or unit size. Larger households can earn more at each level. Larger units can rent for more at each level.

Source: Illinois Housing Development Authority, American Community Survey 2012-16 and Valerie S. Kretchmer Associates, Inc.

# Roosevelt Road Study Area and Affordable Apartments



CHAD (Community Housing Advocacy & Development) operates 30 units in Wheaton, including 3 buildings with 18 units on Roosevelt Road. Interest is strong with relatively low turnover in CHAD's buildings throughout the western suburbs. One-bedroom rents here are \$691 and two-bedroom rents are \$767, well below market rents. About 1/3 of the tenants have Section 8 vouchers or subsidies through PADS or Catholic Charities. Most are working in lower wage jobs. CHAD would be interested in developing or partnering with a developer on a new Low-Income Housing Tax Credit (LIHTC) building for families and seniors if a suitable site could be identified.

Mercy Housing's Marian Park (west of the Study Area on Roosevelt Road) has a multi-year wait list for its affordable family and senior units. The property contains 200 subsidized units ranging from studios (525 square feet) to four bedroom/two bath townhomes (1,345 square feet).

Assisi Homes is also owned and managed by Mercy Housing. It is unsubsidized, but the rents are more affordable than at nearby Class A properties: \$880-980 for one and two-bedroom apartments.

As the population ages, there is a growing need for more affordable senior housing in Wheaton and nearby suburbs, and Roosevelt Road would be a very reasonable location for this. There would be developer interest and a project would score well on the Illinois Housing Development Authority's (IHDA) funding criteria, which includes housing in areas with good public transportation and easy access to shopping, services and medical care.

DuPage County has HOME funds for development of affordable housing of all types, family and senior. A recent allocation of \$1.1 million went for new senior housing in Naperville. DuPage County also has some funding for building rehabilitation that might be useful for owners of apartments renting to households earning less than 60% AMI (Area Median Income). Funding could also be available for rehabilitation of owner-occupied units if the owners have incomes under 80% AMI. The County is interested in working with Wheaton on these housing initiatives.

Community Investment Corporation (CIC) is a Community Development Financial Institution (CDFI) based in downtown Chicago that provides loans and technical assistance for acquisition, rehabilitation and preservation of affordable market rate rental housing in the Chicago area. It also offers landlord training in property management and energy conservation. Wheaton is an area it is very interested in working. This could be a good resource for individual apartment owners along Roosevelt Road. Basic information on CIC is attached at the end of this report.

There is demand for more multi-family residential within walking distance of Metra and Mariano's. While limited, there are sites that could potentially meet these needs on or just off Roosevelt Road.

There is also demand for smaller residential, townhomes and condominiums within Wheaton that would provide more opportunities for current Wheaton residents to downsize without leaving their community.

## E. Characteristics of Affordable Senior Developments in Suburban Chicago

Table 19 below shows some basic project information for 17 affordable buildings in suburban Chicago, including the number of units, land area, density and height. This gives a sense of the scale of typical buildings. The median number of units is 85 with a land area of 2.97 acres, density of 29 units per acre and three stories in height. However, these have a wide range in terms of size (51-140 units), density (6-117 units per acre), and land area (0.48 to 10 acres). The buildings range from 2-5 stories. The older buildings tend to be larger as IHDA is now funding projects no more than 75-80 units.

**Table 19**

### REPRESENTATIVE AFFORDABLE SUBURBAN SENIOR HOUSING DEVELOPMENTS

<b>Location</b>	<b># of Units</b>	<b>Land Area (Acres)</b>	<b>Density (units/acre)</b>	<b># of Floors</b>
Woodridge	92	3.40	27	4
Bloomingtondale	91	5.10	18	3
Forest Park	56	0.48	117	5
St. Charles	74	1.37	54	4
Hoffman Estates	140	3.04	46	5
Barrington	51	3.87	13	3
Vernon Hills	111	1.90	58	5
Mount Prospect	74	2.58	29	3
Lake Zurich	95	2.97	32	3
Crystal Lake	60	10.00	6	3
Lake in the Hills	92	5.78	16	2
Elgin	60	1.70	35	4
Huntley	78	5.43	14	3
West Dundee	86	10.00	9	4
Oak Forest	85	2.07	41	5
New Lenox	53	2.54	21	3
Blue Island	90	1.66	54	3
Median	85	2.97	29	3

Source: Valerie S. Kretchmer Associates, Inc.

## **VII. APPENDIX**

### **A. Community Investment Corporation Overview 2018**

DRAFT

BY THE NUMBERS Since 1984



# CIC overview 2018

## We Revitalize Neighborhoods and Keep Rental Housing Affordable

CIC is Chicago's leading source of financing for the acquisition, rehabilitation, and preservation of affordable rental housing in Chicago neighborhoods and suburban communities.

Our investors are local, regional, and national banks who have made multiyear commitments to CIC. Our clients are hard-working small business owners who develop and manage safe, quality affordable rental housing.

CIC programs help to build strong communities that are integral parts of the Chicago region.



## Innovative Financing

### Improving Multifamily Buildings

For more than 30 years, multifamily lending has been our core activity. With more than \$250 million available for multifamily lending through 2020, CIC is a key source of financing in Chicago-area low and moderate income communities.

In 2017 alone, CIC loans made it possible for developers to rehab more than 1,880 affordable multifamily rental units and provide quality housing for low and moderate income families.

### Redeveloping 1-4 Unit Properties

In 2014, CIC launched a \$26 million loan pool to finance investor-owned 1-4 unit buildings. These properties make up almost half of the Chicago area's rental stock and were hit hard by foreclosures. In 2017, CIC expanded the loan pool to a total of \$38 million through 2020.

### Conserving Energy and Saving Money

Energy Savers provides technical assistance, financing, and construction oversight for owners to conserve energy and reduce utility use and cost by 25-30 percent. Implemented in partnership with Elevate Energy, this nationally recognized program has helped owners retrofit 33,000 units, with CIC providing more than \$24 million in loans and grants to retrofit 10,200 units.



## Community Development

### Troubled Buildings Initiative

CIC's affiliate company, Community Initiatives, Inc. (CII) administers the Troubled Buildings Initiative (TBI) in partnership with the City of Chicago. Since 2003, TBI has used code enforcement to improve the physical condition and management of more than 580 troubled buildings and prevent abandonment, demolition, and loss of nearly 12,000 units of affordable rental housing.

### Purchasing Distressed Properties

CII acquires distressed properties and sells them to responsible owners who rehab the buildings, provide stable management, and preserve affordable rental housing. Since 2003, CII has sold more than 550 properties with more than 5,000 units to new owners.

### A Reliable Partner

Government, philanthropic, and corporate partners look to CIC to administer community development programs and deliver results. CIC is a key partner in efforts like Renew Woodlawn, the City of Chicago's Micro Market Recovery Program, and programs supported by grants from the MacArthur Foundation, the JP Morgan Chase Foundation, and more.



## Policy Leadership

### The Preservation Compact

CIC is coordinator of The Preservation Compact, a collaborative of local government, non-profit, and housing leaders working to preserve affordable rental housing in Cook County. Originally convened by the MacArthur Foundation, The Preservation Compact has led efforts to expand energy conservation, ensure fair and predictable property taxes, preserve government assisted housing, streamline code and permit processes, and ensure credit is available in all communities for affordable housing.

### Property Management Training

CIC's landlord training program provides more than a thousand landlords each year with the tools to market, manage, and maintain residential rental property.

Through Property Management Training, CIC is constantly expanding and strengthening the pool of qualified apartment building owners and investors. The success of these local business owners is the foundation of affordable housing and healthy communities.



**Community Investment Corporation**

312.258.0070 | [cicchicago.com](http://cicchicago.com)

222 South Riverside Plaza, Suite 380

Chicago, Illinois 60606

## A MODEL FOR IMPACT INVESTING

Our financing provides affordable housing for thousands of low and moderate income families.

Our programs improve neighborhoods, support landlords, and protect the buildings we invest in.

And we do it all while providing a positive return to our investors—every year for the last 30 years.

*Intentionally Blank*



**Kretchmer  
Associates**

**REAL ESTATE AND PLANNING CONSULTING**

807 Davis Street #2004,  
Evanston, IL 60201  
847.864.8895  
vsk@kretchmerassociates.com

**MARKET ASSESSMENT UPDATE**

**Roosevelt Road  
Wheaton, Illinois**

**DATE**

**August 2021**

**PRODUCED FOR**

**City of Wheaton**





# Kretchmer Associates

REAL ESTATE AND PLANNING CONSULTING

807 Davis Street #2004,  
Evanston, IL 60201  
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vsk@kretchmerassociates.com

August 10, 2021

Mr. Jim Kozik, Director of Planning and Economic Development  
City of Wheaton  
303 W. Wesley Street  
Wheaton, IL 60187

Dear Jim:

Valerie S. Kretchmer Associates (VSKA) is pleased to submit the attached market update to our September 2018 market assessment for the Roosevelt Road Corridor. Wheaton remains a very desirable community. Over the past year, business and shopping patterns changed dramatically due to COVID-19, though Wheaton's retail areas have fared well in comparison to many Chicago area locations.

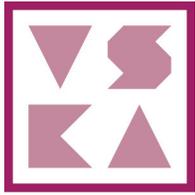
However, the overall suburban Chicago office market, including the East-West Tollway sub-market and Wheaton, have been more seriously impacted by the pandemic. This includes the smaller and older Class B and C buildings along Roosevelt Road, that don't have the design, technology, energy efficiency and health features businesses want today.

Thank you for the opportunity to work on this assignment for you.

Sincerely,

Valerie Sandler Kretchmer  
President





**Kretchmer  
Associates**

REAL ESTATE AND PLANNING CONSULTING

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## **PROJECT SCOPE**

The City of Wheaton retained Kretchmer Associates to update the market assessment prepared in September 2018 for the Roosevelt Road corridor in Wheaton. Of particular concern is how the changes due to COVID-19 have affected the office and retail markets in Wheaton, and specifically along Roosevelt Road. Kretchmer Associates conducted the following for this analysis:

- Re-visited the corridor and competing locations.
- Contacted real estate brokers active in Wheaton about retail and office market conditions.
- Updated the office, retail, and residential market data, as well as demographic and employment trends for Wheaton.
- Assessed changes since 2018 and the implications for Roosevelt Road.

## **SUMMARY AND CONCLUSIONS**

### **Office Market**

The office market continues to be more problematic, and it is still too soon to tell what the longer term impact of COVID-19 will be on office buildings. Will work from home be the long-term model? It may be another year before companies decide how long employees can work remotely, when and if they'll require employees to come into the office, and what type of hybrid work environment works for them.

Both the suburban and downtown Chicago office markets experienced an increase in vacancy over the past 17 months. The suburbs fared better than downtown, but vacancy rates are at all-time highs. The East-West Tollway sub-market has substantial vacancies, including a record amount of sub-lease space. Many landlords are offering generous incentives to attract tenants, though leasing remains slow.

Brokers report little leasing activity over the past two years in smaller Wheaton buildings, including those along Roosevelt Road. Buildings in downtown Wheaton tend to have higher rents than those along Roosevelt Road and Naperville Road, as small businesses and individuals gravitate to the walkability and amenities downtown. Individuals who want to work outside of their home have the option of co-working spaces that hadn't been as common a few

years ago.

Typical Wheaton tenants are small, under 2,000 square feet, and include primarily medical, other professional and service businesses. Many lawyers prefer to be closer to the DuPage County courthouse than along Roosevelt Road.

As such, most of the office buildings along Roosevelt Road are obsolete and don't have the latest design, technology, environmental and health features that tenants want today. Despite the road's excellent visibility and high traffic counts, re-use or redevelopment to non-office uses will be the highest and best use for many of the properties.

### **Retail Market**

Despite the pandemic and increase in on-line shopping, the retail market has fared generally well in Wheaton. Vacancies have increased, but not to the level at regional shopping locations. Wheaton's retail concentrations continue to serve local residents' more basic shopping and dining needs. Large store vacancies remain more difficult to fill, with more choices for tenants, and fewer large stores to fill the spaces. The increase in retail bankruptcies, along with the strategic closing of underperforming stores, has increased vacancies across the metro area, including the western suburbs.

Consumer-oriented retail sales increased by 3.7% in Wheaton between 2017 and 2019, but decreased 5% between 2019 and 2020 due to the pandemic. However, 2020's sales were only 1% lower than they were in 2017, with the largest losses in general merchandise (department and discount stores), dining, and apparel. These declines were partially offset by increases in food, building supplies and hardware. This is consistent with national trends.

### **Residential Market**

The residential market remains strong in Wheaton. Rents are high, with an overall median of \$1,400, according to the most recent Census data, though downtown rents range from \$1,700-\$2,200 for one bedroom, \$2,100-2,900 for two-bedrooms, and \$3,400-4,000 for three-bedroom units. Given these high rents, it is not surprising that 44% of Wheaton's renters are paying over 30% of their income in rent, indicating a sizable number of rent-burdened households.

Wheaton is a very desirable community. Single-family home prices increased substantially in the past year due to record low interest rates, tight inventory, and demand for larger homes due to COVID.

### **Implications for Roosevelt Road**

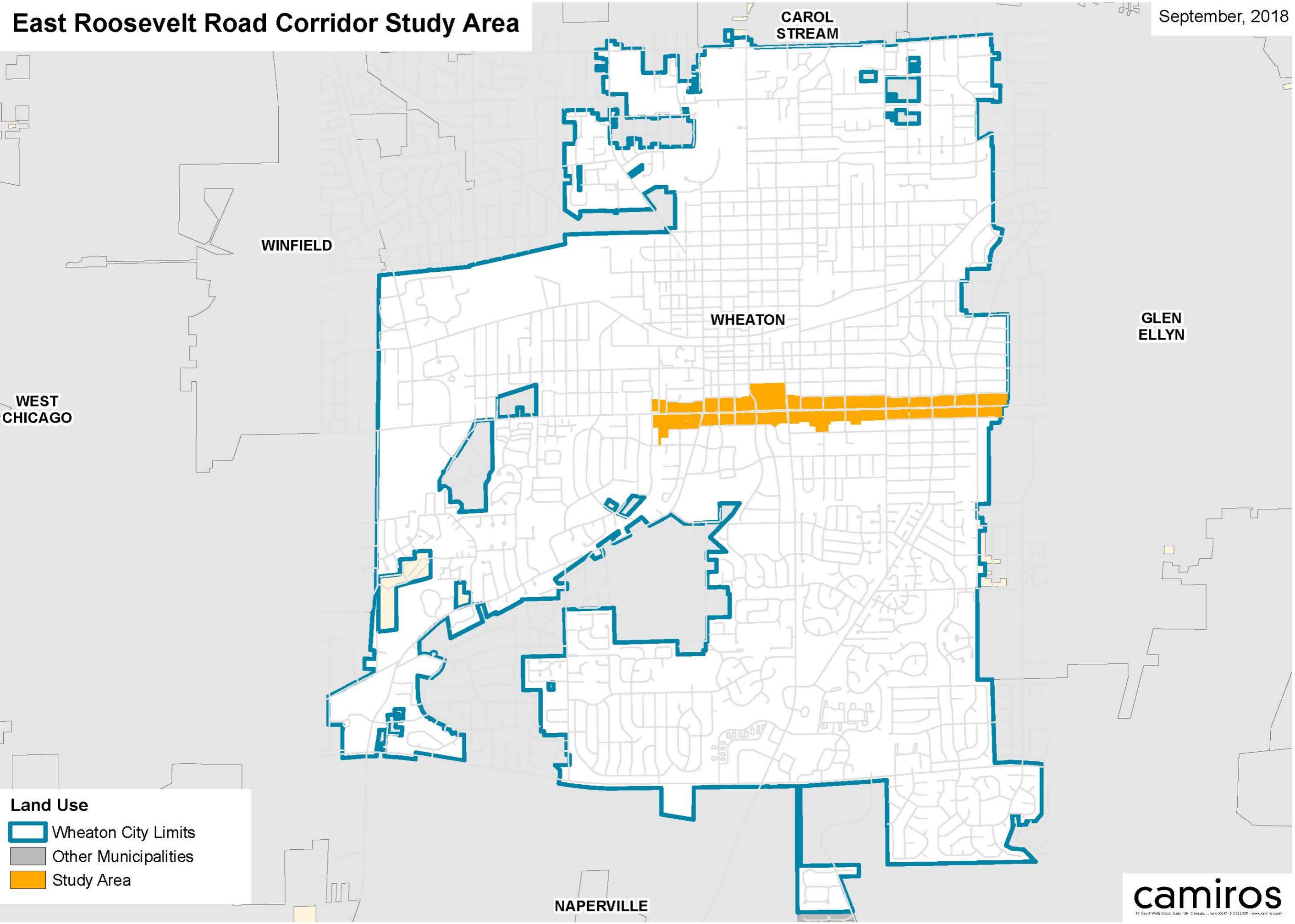
Since most of the office buildings along Roosevelt Road are older Class B and C properties, they are not seeing much demand. With effective rents going down at Class A properties, tenants can upgrade their space for the same or only a little higher rent. While some new office space might be marketable, office use west of Naperville Road is no longer the highest and best use.

Alternate uses make sense along the corridor. Mariano's is a major draw. A mix of small retail and residential uses would be more marketable than the existing office space. Particularly close to downtown, small scale retail and restaurant uses that complement Mariano's would be marketable.

A variety of residential property types could likely be supported along the corridor, from medium density buildings to townhouses. This includes both rental and for sale products ranging from affordable to workforce to market-rate housing.

# East Roosevelt Road Corridor Study Area

September, 2018



- Land Use**
- Wheaton City Limits
  - Other Municipalities
  - Study Area

## **DEMOGRAPHICS AND EMPLOYMENT**

### **Population and Households**

Table 1 below shows the population characteristics for the city of Wheaton and DuPage County. The city registered an estimated 1.2% increase in population to 53,700 and a 2.1% increase in households to almost 19,700 between 2010 and 2020, reversing a decline between 2000 and 2010. By 2025, projections by demographic data vendor Esri estimate a very slight decline in population and a very minimal increase in households. The city's increases exceed those of DuPage County.

Wheaton's median age of 39.5 years is almost identical to that of the county, however, it has a higher share of people over 55 years (31%) and slightly lower share of children than DuPage overall. With Wheaton College, Wheaton's share of 15-24 year olds is much higher than the county. Given the higher senior population, its average household size is smaller than the county's at 2.57 persons, though still consistent with a family-oriented community.

The senior population is growing in Wheaton, as it is across the Chicago region and nationally. The number of households over 65, now accounting for 28% in the city, is projected to increase by 15.5% over the next five years, bringing their share to 32%, while the number under 65 is projected to decrease by 5%, as shown in Table 2 below.

### **Households by Age and Income**

Wheaton households are mostly affluent with 59% of those under age 65 and 32% of those over age 65 earning over \$100,000 per year. However, over 1,700 households under 65 (12%) and almost 1,400 over 65 (25%) have incomes under \$35,000, which generally equates to less than 60% of the Area Median Income (or AMI), the level that qualifies households for affordable housing programs.

Projections to 2025 show an increase in the number of affluent households under 65 and senior households with incomes over \$35,000, with the largest increases among those with incomes over \$100,000. Table 3 shows these trends.

Table 1

**WHEATON AND DUPAGE COUNTY  
POPULATION CHARACTERISTICS**

	Wheaton		DuPage County	
	Number	Percent	Number	Percent
<u>Population</u>				
2000 Census	55,360		904,054	
2010 Census	53,067		916,924	
Change, 2000-2010	-2,293	-4.1%	12,870	1.4%
2020 Estimated	53,690		923,540	
Change, 2010-2020	623	1.2%	6,616	0.7%
2025 Projected	53,589		922,601	
Change, 2020-2025	-101	-0.2%	-939	-0.1%
<u>Households</u>				
2000 Census	19,397		325,565	
2010 Census	19,253		337,132	
Change, 2000-2010	-144	-0.7%	11,567	3.6%
2020 Estimated	19,659		341,949	
Change, 2010-2020	406	2.1%	4,817	1.4%
2025 Projected	19,681		342,411	
Change, 2020-2025	22	0.1%	462	0.1%
Average Household Size, 2020	2.57		2.66	
<u>Population by Age, 2020</u>				
Under 5	2,664	5.0%	51,534	5.6%
5-14	6,658	12.4%	117,179	12.7%
15-24	8,384	15.6%	111,640	12.1%
25-34	6,339	11.8%	122,791	13.3%
35-44	6,185	11.5%	120,664	13.1%
45-54	6,791	12.6%	120,301	13.0%
55-64	7,517	14.0%	128,604	13.9%
65-74	5,283	9.8%	89,539	9.7%
75-84	2,539	4.7%	41,867	4.5%
85+	1,330	2.5%	19,421	2.1%
Median Age, 2020	39.5		39.6	

Source: Esri

Table 2

**CHARACTERISTICS OF WHEATON HOUSEHOLDS BY AGE  
2020 AND 2025**

	<u>2020</u>		<u>2025</u>		<u>Change</u>	
	Number	Percent	Number	Percent	Number	Percent
<b>Total Households</b>	19,620		19,768		148	0.8%
Age 15-24	529	2.7%	497	2.5%	-32	-6.0%
Age 25-34	2,534	12.9%	2,633	13.3%	99	3.9%
Age 35-44	3,127	15.9%	3,229	16.3%	102	3.3%
Age 45-54	3,596	18.3%	3,330	16.8%	-266	-7.4%
Age 55-64	<u>4,304</u>	<u>21.9%</u>	<u>3,691</u>	<u>18.7%</u>	<u>-613</u>	<u>-14.2%</u>
Total Under 65	14,090	71.8%	13,380	67.7%	-710	-5.0%
Age 65+	5,530	28.2%	6,388	32.3%	858	15.5%

Source: Esri

Table 3

**CHARACTERISTICS OF WHEATON HOUSEHOLDS BY AGE AND INCOME  
2020 AND 2025**

Age/Income	<u>2020</u>		<u>2025</u>		<u>Change 2020-2025</u>	
	Number	Percent	Number	Percent	Number	Percent
<b>Under Age 65</b>	14,056		14,213		157	1.1%
\$0-\$14,999	643	4.6%	378	2.7%	(265)	-41.2%
\$15,000-\$24,999	451	3.2%	422	3.0%	(29)	-6.4%
\$25,000-\$34,999	623	4.4%	654	4.6%	31	5.0%
\$35,000-\$49,999	1,021	7.3%	976	6.9%	(45)	-4.4%
\$50,000-\$74,999	1,520	10.8%	1,297	9.1%	(223)	-14.7%
\$75,000-\$99,999	1,533	10.9%	1,899	13.4%	366	23.9%
\$100,000-\$149,99	3,011	21.4%	2,674	18.8%	(337)	-11.2%
\$150,000-\$199,99	2,227	15.8%	2,551	17.9%	324	14.5%
\$200,000+	3,027	21.5%	3,362	23.7%	335	11.1%
<b>Over Age 65</b>	5,530		6,388		858	15.5%
\$0-\$14,999	456	8.2%	418	6.5%	(38)	-8.3%
\$15,000-\$24,999	453	8.2%	432	6.8%	(21)	-4.6%
\$25,000-\$34,999	458	8.3%	359	5.6%	(99)	-21.6%
\$35,000-\$49,999	634	11.5%	691	10.8%	57	9.0%
\$50,000-\$74,999	1,037	18.8%	1,270	19.9%	233	22.5%
\$75,000-\$99,999	700	12.7%	728	11.4%	28	4.0%
\$100,000-\$149,99	820	14.8%	1,102	17.3%	282	34.4%
\$150,000-\$199,99	393	7.1%	462	7.2%	69	17.6%
\$200,000+	579	10.5%	926	14.5%	347	59.9%

Source: Esri

## Employment Trends

Tables 4 and 5 that follow show the employment trends for those working in Wheaton (At-Place Employment) and those living in Wheaton (Wheaton Residents) based on data from the Census. These include all categories of employment, including Public Administration, one of the larger employers in the city. However, the most current information from this source is from 2018, so it predates the pandemic.

Wheaton had 24,755 employees in 2018, almost identical to the 2015 number. The largest sectors continue to be Health Care and Social Assistance (21%), Educational Services (16%), Public Administration (16%) and Retail Trade (12%), which account for 65% of the city's total. The largest increases were in Educational Services, Health Care and Social Assistance, and Public Administration.

As of 2018, there were 27,300 employed Wheaton residents, a 1% increase since 2015. The largest employment sectors, accounting for 45% of employed residents, were Educational Services (13%), Health Care and Social Assistance (12%) Professional, Scientific and Technical Services (11%), and Retail Trade (9%). Residents are employed in a wider range of industries than the jobs based in Wheaton.

According to 2018 Census data from On the Map, 14% of those who worked in Wheaton also lived in Wheaton, while 17% lived in nearby communities in DuPage County, and 7% lived in Chicago.

A slightly higher share, 33%, of those who lived in Wheaton worked in Wheaton and other nearby DuPage communities (Naperville, Glen Ellyn, Carol Stream, Oak Brook, Downers Grove, Lisle), while 17% worked in Chicago.

Wheaton's unemployment rate is consistently below that of DuPage County, the Chicago metro area, Illinois, and the U.S. As of March 2021, it was 4.0%, an increase over the same period one year earlier just before the pandemic, when it was only 2.5%, as shown in Table 6 below. The rate has come down significantly since the summer of 2020 when it hit 11.2%.

Table 4

**AT-PLACE EMPLOYMENT TRENDS IN WHEATON**

Industry (NAICS)	2018	2017	2016	2015	Change 2015-2018	
					Number	Percent
All Industries	24,755	24,807	25,074	24,808	-53	-0.2%
Agriculture, Forestry, Fishing, and Hunting (11)	3	4	3	3	0	0.0%
Mining, Quarrying, and Oil and Gas Extraction (21)	0	0	0	0	0	0.0%
Utilities (22)	0	6	6	0	0	0.0%
Construction (23)	487	503	464	472	15	3.1%
Manufacturing (31-33)	305	199	238	209	96	31.5%
Wholesale Trade (42)	341	349	283	395	-54	-15.8%
Retail Trade (44-45)	2,927	2,947	2,906	2,880	47	1.6%
Transportation and Warehousing (48-49)	202	204	176	81	121	59.9%
Information (51)	373	315	471	554	-181	-48.5%
Finance and Insurance (52)	665	726	982	1,057	-392	-58.9%
Real Estate and Rental and Leasing (53)	143	158	151	201	-58	-40.6%
Professional, Scientific, and Technical Services (54)	1,999	1,950	1,991	2,176	-177	-8.9%
Management of Companies and Enterprises (55)	0	1	1	6	-6	n/a
Administration and Support and Waste Management and Remediation Services (56)	343	417	475	491	-148	-43.1%
Educational Services (61)	4,017	3,961	4,017	4,061	-44	-1.1%
Health Care and Social Assistance (62)	5,147	5,262	5,068	4,748	399	7.8%
Arts, Entertainment, and Recreation (71)	830	751	842	629	201	24.2%
Accommodations and Food Services (72)	2,072	2,146	2,225	2,223	-151	-7.3%
Other Services, except Public Administration (81)	919	872	792	780	139	15.1%
Public Administration (92)	3,982	4,036	3,983	3,842	140	3.5%

Source: U.S. Census, OnTheMap

Table 5

**EMPLOYMENT TRENDS FOR WHEATON RESIDENTS**

Industry (NAICS)	2018	2017	2016	2015	Change 2015-2018	
					Number	Percent
All Industries	27,349	27,292	27,567	26,995	354	1.3%
Agriculture, Forestry, Fishing, and Hunting (11)	17	34	35	29	-12	-70.6%
Mining, Quarrying, and Oil and Gas Extraction (21)	13	6	6	12	1	7.7%
Utilities (22)	100	91	96	98	2	2.0%
Construction (23)	840	872	892	849	-9	-1.1%
Manufacturing (31-33)	2,032	2,010	2,065	1,950	82	4.0%
Wholesale Trade (42)	1,594	1,677	1,658	1,683	-89	-5.6%
Retail Trade (44-45)	2,348	2,368	2,375	2,339	9	0.4%
Transportation and Warehousing (48-49)	946	899	922	854	92	9.7%
Information (51)	637	608	742	705	-68	-10.7%
Finance and Insurance (52)	1,771	1,929	1,696	1,808	-37	-2.1%
Real Estate and Rental and Leasing (53)	415	423	419	409	6	1.4%
Professional, Scientific, and Technical Services (54)	3,036	2,997	3,016	3,030	6	0.2%
Management of Companies and Enterprises (55)	657	693	694	678	-21	-3.2%
Administration and Support and Waste Management and Remediation Services (56)	1,735	1,720	1,746	1,846	-111	-6.4%
Educational Services (61)	3,438	3,386	3,463	3,480	-42	-1.2%
Health Care and Social Assistance (62)	3,259	3,241	3,331	2,889	370	11.4%
Arts, Entertainment, and Recreation (71)	691	686	684	637	54	7.8%
Accommodations and Food Services (72)	1,930	1,810	1,915	1,876	54	2.8%
Other Services, except Public Administration (81)	1,057	1,059	993	945	112	10.6%
Public Administration (92)	833	783	819	878	-45	-5.4%

Source: U.S. Census, OnTheMap

Table 6

**UNEMPLOYMENT RATES FOR WHEATON AND RELEVANT GEOGRAPHIES  
(NOT SEASONALLY ADJUSTED)**

<b>Geography</b>	<b>March 2021</b>	<b>March 2020</b>	<b>March 2019</b>	<b>Change 2019-2021 (points)</b>
Wheaton	4.0%	2.5%	2.7%	1.3
DuPage County	5.4%	3.1%	3.1%	2.3
Chicago-Naperville-Elgin IL-IN-WI MSA	7.5%	4.1%	4.2%	3.3
Illinois	7.1%	4.0%	4.4%	2.7
United States	6.2%	4.5%	3.9%	2.3

Source: Illinois Department of Employment Security (IDES)

## OFFICE MARKET

### Regional Market Conditions

The pandemic has had a major negative impact on the office market throughout the country, the metro area, and the western suburbs. According to real estate firm CBRE, by year end 2020, the suburban Chicago's direct vacancy rate (excluding sub-lease space) increased to 22% from 18.5% the prior year. All classes of office space were hit hard, with Class A vacancies increasing the most, by 5.5 percentage points. In addition, a large amount of sub-lease space is available as companies downsized, further adding to the total vacancy.

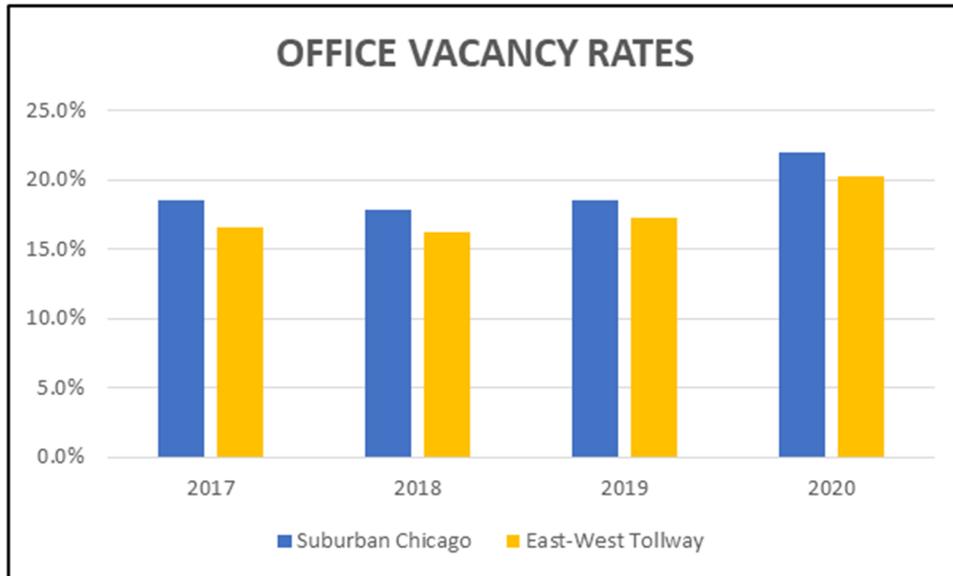
Absorption, the amount of space leased at the end of one period compared to the prior period, was negative in 2020, as the occupied space was almost 1.6 million square feet less. Absorption decreased for all classes of space, with the largest drop in Class B offices. While average asking rents have not decreased much, incentives are common, amounting to 10-15% off of the asking rent. Table 7 below shows suburban Chicago office market trends since 2017.

The East-West Tollway sub-market in which Wheaton is located fared better, recording a 20.3% direct vacancy rate at year-end 2020, up from 17.3% in 2019. Again, the largest increase was in Class A space, with a 5.2 percentage point increase. Absorption was also negative, with almost 1 million square feet less space occupied at year-end 2020 than in 2019. Class B space had the biggest drop in absorption in this sub-market as well.

Asking rents in the East-West Tollway sub-market are generally comparable to the overall suburban Chicago market. They have remained stable, but concessions in the form of free rent, higher tenant improvement allowances, moving expenses, etc. are very common here as well. Table 8 below shows these trends for the East-West Tollway sub-market.

Brokers report little demand overall as companies are trying to figure out what their space needs will be going forward. In 2020, many companies reduced their space when leases came up for renewal, or put excess space up for sub-lease. The verdict is still out as to whether companies will need less space in the future as more people work from home and companies are flexible about how often employees need to be in the office. However, more space will be allocated per employee to allow for social distancing.

Figure 1



Source: CBRE.

Overall, the office market is not likely to return to pre-COVID leasing and occupancy levels for another year at a minimum, until fears about COVID-19 are behind us. The desire to work from home at least part-time, means that even conservative businesses will consider some form of hybrid work arrangement.

Thus, the overall demand for office space is expected to decrease, and this will hit lower quality buildings particularly hard. With concessions making Class A space more affordable, especially if firms take less space, Class B and C space will not be able to compete. Owners will need to upgrade their buildings or reduce rents to give price-sensitive tenants a reason to be in these buildings.



Table 7

**SUBURBAN CHICAGO OFFICE MARKET TRENDS - 2017-2020**

<b>Year-End*</b>		<b>Rentable Area (SF)</b>	<b>Direct Vacancy Rate</b>	<b>Annual Net Absorption (SF)</b>	<b>Gross Asking Lease Rate/SF</b>
2017	Total	105,396,316	18.6%	142,653	\$22.64
	Class A	39,748,068	14.3%	87,671	\$28.38
	Class B	41,547,039	20.6%	129,682	\$21.84
	Class C	24,101,209	22.0%	-74,700	\$16.99
2018	Total	102,909,660	17.9%	360,774	\$23.38
	Class A	39,323,068	14.4%	35,012	\$28.79
	Class B	40,824,915	20.4%	79,926	\$22.44
	Class C	22,761,677	19.4%	315,860	\$17.20
2019	Total	102,909,660	18.5%	294,529	\$23.73
	Class A	39,323,068	14.7%	151,389	\$29.22
	Class B	40,824,915	20.9%	181,228	\$22.46
	Class C	22,761,677	20.9%	-38,088	\$17.63
2020	Total	106,795,235	22.0%	-1,570,421	\$24.16
	Class A	43,082,961	20.2%	-638,996	\$29.20
	Class B	41,517,387	23.7%	-744,268	\$22.54
	Class C	22,194,887	22.5%	-187,157	\$17.56

\* Data as of 4th Quarter

Source: CBRE



Table 8

**EAST-WEST TOLLWAY SUB-MARKET OFFICE TRENDS - 2017-2020**

<b>Year-End*</b>	<b>Bldg. Class</b>	<b>Rentable Area (SF)</b>	<b>Direct Vacancy Rate</b>	<b>Annual Net Absorption (SF)</b>	<b>Gross Asking Lease Rate/SF</b>
2017	Total	39,766,346	16.6%	302,091	\$22.74
	Class A	12,697,961	13.0%	-95,819	\$28.70
	Class B	19,187,352	18.2%	338,644	\$22.08
	Class C	7,881,033	18.6%	39,266	\$16.98
2018	Total	39,262,218	16.2%	146,444	\$23.57
	Class A	12,272,961	12.8%	74,652	\$29.98
	Class B	19,107,525	17.9%	-36,874	\$22.77
	Class C	7,881,733	17.2%	108,666	\$17.11
2019	Total	39,262,218	17.3%	-55,563	\$23.77
	Class A	12,272,961	15.4%	-71,626	\$29.28
	Class B	19,107,524	18.3%	36,721	\$22.77
	Class C	7,881,733	17.9%	-20,208	\$17.38
2020	Total	40,169,808	20.3%	-935,060	\$24.27
	Class A	13,474,112	20.7%	-234,258	\$29.30
	Class B	18,913,891	20.4%	-614,623	\$22.46
	Class C	7,782,805	19.3%	-86,179	\$17.56

\* Data as of 4th Quarter.

Source: CBRE

### Wheaton and Vicinity Market Conditions

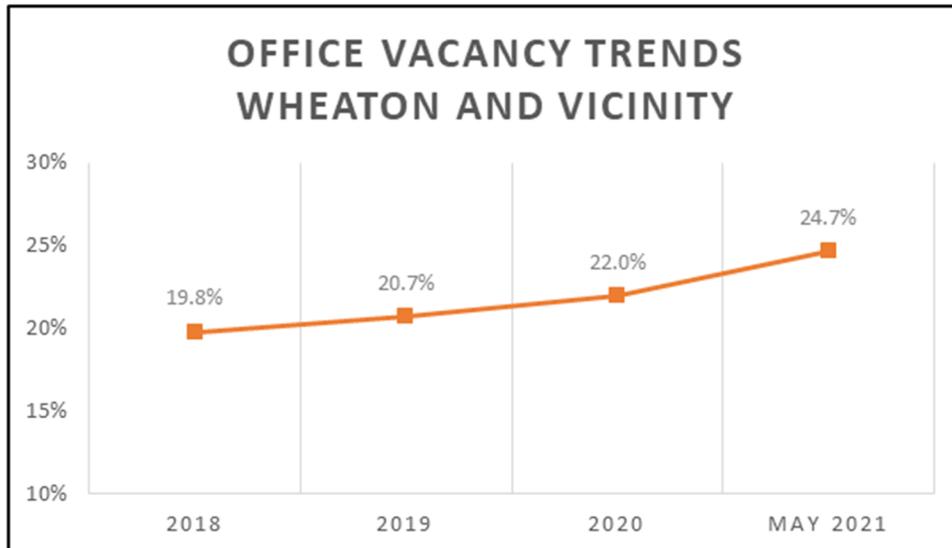
The office market in Wheaton and vicinity, excluding the Class A buildings along I-88, have seen an increase in vacancy rates as well, from 19.8% in 2018 to 24.7% as of May 2021 according to data from Reis, Inc. (a division of Moody's). While asking rents have remained steady, concessions in the form of reduced rent, months of free rent, or higher tenant improvement allowances, reduce the effective rent by 10-15% according to local office brokers.

Table 9 below shows that the buildings in Wheaton are doing better than those in the nearby vicinity (roughly the area from I-355 to

Winfield Road, and from Butterfield Road to North Avenue, which includes the Danada and DuPage County office areas). For 14 buildings in Wheaton covered in the Reis survey, the vacancy rate as of May 2021 was 19.8%, with an average effective rent of \$13.71 per square foot, 24% below the average asking rent.

In Wheaton and vicinity, of 27 buildings covered by Reis, the vacancy rate was higher and the average effective rent was lower at \$13.06 per square foot. Thus, the market is very soft at present. Since the average age of buildings is the mid-1980s, most are not state-of-the-art in terms of design, technology, energy efficiency, and current healthy building standards.

Figure 2



Source: Reis, Inc.

Table 9

**OFFICE BUILDINGS IN WHEATON AND VICINITY\***

	<b>Wheaton</b>	<b>Wheaton &amp; Vicinity</b>
Number of Buildings	14	27
Total Square Footage	445,484	1,282,093
Average Building Size (SF)	31,820	53,421
Average Building Age	1987	1985
Average Asking Rent	\$18.13	\$17.30
Average Effective Rent	\$13.71	\$13.06
Vacancy Rate	19.8%	24.7%

\* Includes area between I-355 and Winfield Road, from Butterfield Road to North Avenue

Source: Reis, Inc.; Kretchmer Associates, Inc.

### Implications for Roosevelt Road

Given the current state of the office market in and near Wheaton, as well as the trends impacting offices in general, the prospects for Class B and C office space are not good. Since most of the buildings along Roosevelt Road are Class B and C, it makes sense to allow a mix of uses along Roosevelt Road in the future.



## **RETAIL MARKET**

### **Suburban Chicago and Far West Suburbs**

The retail landscape nationally and in the Chicago area has been changing over the past five years, even prior to COVID-19. As widely reported, the U.S. and metro Chicago are overbuilt with retail stores. Numerous retail chains went bankrupt in the past four years and others closed underperforming stores. Large format stores have suffered the most, with numerous vacant big boxes formerly housing department stores, grocers, electronics, furniture, sporting goods, and clothing stores, to name just some of the casualties.

E-commerce had been increasing yearly and its share increased to 16% of total retail sales during the past year. While the pandemic made on-line shopping a necessity for many people, when restrictions were lifted, shoppers gladly went back to in-person shopping and dining. Bricks and mortar will still be relevant; but most retail observers believe that the companies that have robust on-line and in-store options will be most successful in the future.

According to the Spring 2021 report by Colliers International, "Retail Moving Forward," 70% of retailers report that managing on-line returns has become a problem. This points to the need for both in-store and on-line options.

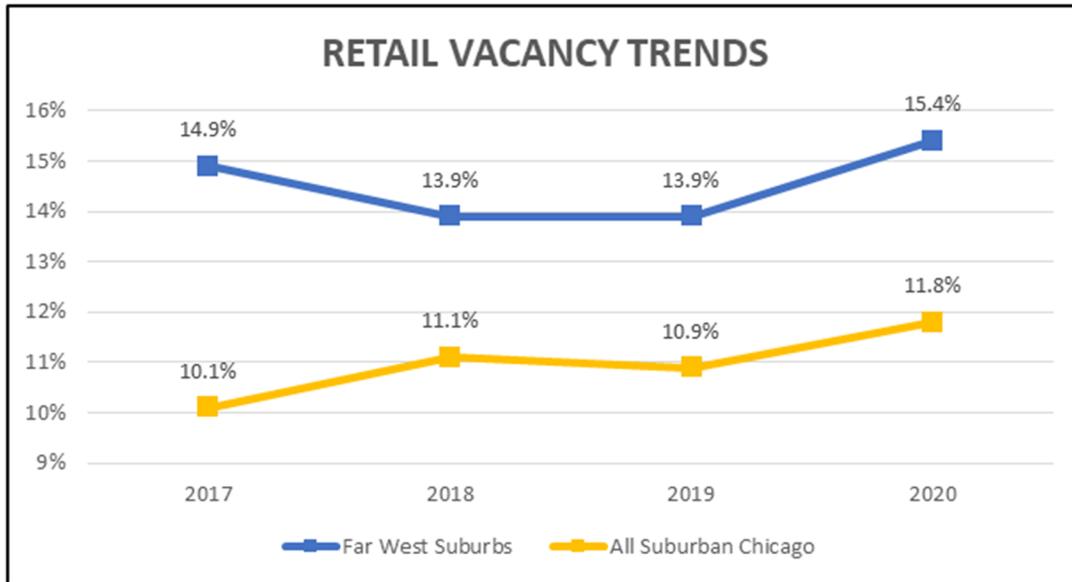
CBRE data in Table 10 below shows that the Far West suburbs (that includes Wheaton) had a higher vacancy rate than the Chicago suburbs overall in each of the past four years. The 2020 vacancy at 15.4% was 1.5 percentage points higher than in 2019 in the Far West Suburbs, compared to the 11.8% vacancy in the suburbs overall.

The average asking rent in the Far West suburbs ranged from \$14.87-17.33 per square foot at the end of 2020, lower than the rent range in the prior four years, and lower than the overall suburban average of \$16.55-20.66.

While absorption can vary greatly year to year based on lease expirations and store closures, net absorption in the Far West sub-market was a negative 220,000 square feet last year. The total Chicago suburban absorption was even worse at a negative 290,000 square feet.



Figure 3



Source: CBRE

Table 10

**FAR WEST SUBURBS & TOTAL SUBURBAN CHICAGO RETAIL MARKET TRENDS  
2017-2020**

Sub-Market	Year*	Gross Building Area (SF)	Vacancy Rate	Net Absorption	Avg. Asking Lease Range/SF
Far West Suburbs	2017	22,357,389	14.9%	76,494	\$15.11-\$17.48
	2018	23,079,050	13.9%	844,924	\$15.16-\$17.72
	2019	23,078,703	13.9%	-299	\$15.27-\$17.43
	2020	23,227,096	15.4%	-220,640	\$14.87-\$17.33
Total Suburban Chicago	2017	134,306,922	10.1%	17,268,778	\$17.08-\$20.24
	2018	136,156,587	11.1%	1,849,665	\$16.67-\$20.33
	2019	138,573,491	10.9%	2,416,904	\$16.54-\$20.53
	2020	138,285,012	11.8%	-288,479	\$16.55-\$20.66

\* Data as of the 4th Quarter except Q3 2019

Source: CBRE

## Wheaton and Vicinity

Wheaton is a more local than regional retail market, in between the Oakbrook-Lombard-Downers Grove and Naperville retail concentrations. The Danada area is generally the preferred shopping center location in Wheaton, and while there are some vacancies at centers there, they are generally doing well with strong anchor tenants. However, the center at County Farm Road and Roosevelt Road still has not leased the former Ultra space.

Table 11 below shows the retail inventory in Wheaton and the area bounded by I-355, Winfield Road, Butterfield Road and North Avenue, based on data from Reis. The vacancy rate at the 8 centers in Wheaton is 22.9% as of May 2021. In the larger area, it increased dramatically between 2019 and 2020 from 13.9% to 18.1%, to the current 18.7% as of May 2021.

There is a notable difference in vacancy rates between community centers (typically anchored by grocery stores, Target, Walmart etc.), and neighborhood centers (typically only small stores), at 18.0% vs. 21.7%. The average effective rent (excluding anchor tenants) is \$16.98 in Wheaton, slightly higher than in the larger area, as shown in Table 12 on the following page.

## Wheaton Retail Sales Trends

VSKA analyzed retail sales trends in Wheaton from 2017-2020 based on data from the Illinois Department of Revenue on sales tax receipts.

Wheaton's consumer retail sales (excluding agriculture and manufacturers) increased between 2017 and 2019 by 3.7%, but declined by 5.1% in 2020. Given the impact of COVID on shopping habits, this drop is actually relatively small.

The largest declines were in drinking and eating places and general merchandise (such as Target, Kohls, etc.), while food stores saw an 8% increase, and building and hardware stores registered a 24% increase. This is consistent with national trends, as people ate at home more, and spent money on home improvements vs. other forms of entertainment and travel. Figure 5 and Table 13 below show these trends.

## Implications for Roosevelt Road

In-store retailing will not be going away, though less desirable retail locations will suffer as stores move to better locations when they become available. This is already happening. Roosevelt Road is not a prime retail location compared to the Danada area.

Additional retail, restaurant and entertainment uses could be possible on Roosevelt Road close to Naperville Road, where they can draw off of Mariano's traffic and a major intersection. Given narrow property depths for much of the corridor and adjacent residential parcels, small users are most likely. Locations near major intersections along Roosevelt Road will have the most appeal for retailers and restaurants.

Table 11

**RETAIL CENTERS IN WHEATON AND VICINITY\***

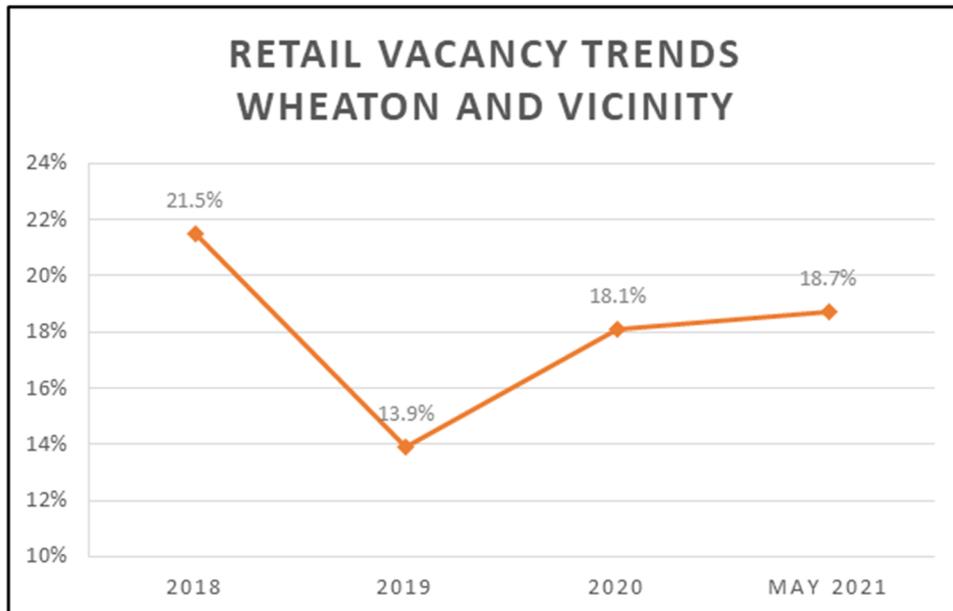
	Wheaton	Wheaton & Vicinity
Number of Centers	8	26
Total Square Footage	1,038,463	2,249,713
Average Center Size (SF)	129,808	86,527
Average Center Age	1983	1986
Average Asking Rent**	\$19.26	\$18.56
Average Effective Rent**	\$16.98	\$16.36
Vacancy Rate	22.9%	18.7%

\* Includes area between I-355 and Winfield Road, from Butterfield Road to North Avenue

\*\* Non-Anchor

Source: Reis, Inc.; Kretchmer Associates, Inc.

Figure 4



Source: Reis, Inc.

Table 12

**COMMUNITY AND NEIGHBORHOOD CENTERS  
IN WHEATON AND VICINITY\***

	<b>Community (with anchor)</b>	<b>Neighborhood (without anchor)</b>
Number of Centers	6	20
Total Square Footage	1,301,761	947,952
Average Center Size (SF)	216,960	47,398
Average Center Age	1981	1988
Average Asking Rent**	\$15.78	\$19.39
Average Effective Rent**	\$13.91	\$17.10
Vacancy Rate	18.0%	21.7%

\* Includes area between I-355 and Winfield Road, from Butterfield Road to North Avenue

\*\* Non-Anchor

Source: Reis, Inc.; Kretchmer Associates, Inc.



Figure 5



Source: Illinois Department of Revenue; Kretchmer Associates



Table 13

**WHEATON RETAIL SALES BY CATEGORY - 2017-2020**  
(In Millions \$)

Category	2017	2018	2019	2020	Change			
					2017-2019		2019-2020	
					#	%	#	%
General Merchandise	\$72.6	\$75.2	\$71.6	\$59.0	(\$0.9)	-1.6%	(\$12.6)	-21.4%
Food	193.7	199.4	209.4	226.7	15.7	6.9%	17.3	7.6%
Drinking and Eating Places	84.9	86.0	86.3	68.3	1.3	2.0%	(18.0)	-26.4%
Apparel	19.0	18.8	16.6	9.1	(2.4)	-26.4%	(7.5)	-81.6%
Furniture & Household. & Radio	21.7	20.5	21.5	18.3	(0.2)	-1.3%	(3.2)	-17.3%
Lumber, Bldg, Hardware	13.1	13.1	13.9	18.4	0.9	4.7%	4.4	24.0%
Automotive & Filling Stations	26.6	32.3	32.1	28.2	5.5	19.6%	(3.9)	-13.9%
Drugs & Miscellaneous Retail	121.7	120.0	121.9	117.6	0.2	0.2%	(4.3)	-3.7%
Agriculture & All Others	34.2	40.5	36.6	33.3	2.4	7.2%	(3.3)	-9.8%
Manufacturers	7.9	7.9	3.1	3.8	(4.7)	-126.5%	0.6	16.9%
<b>Total</b>	<b>595.3</b>	<b>613.8</b>	<b>613.0</b>	<b>582.6</b>	<b>17.7</b>	<b>3.0%</b>	<b>(30.4)</b>	<b>-5.2%</b>
<b>Total Consumer Retail*</b>	<b>\$553.2</b>	<b>\$565.4</b>	<b>\$573.3</b>	<b>\$545.5</b>	<b>\$20.0</b>	<b>3.7%</b>	<b>(\$27.8)</b>	<b>-5.1%</b>

\* Excludes Agriculture & All Others and Manufacturers

Source: Illinois Department of Revenue; Kretchmer Associates

## RESIDENTIAL MARKET

### Wheaton Overall Housing Characteristics

Wheaton's housing stock is well occupied, with only a 6.2% vacancy rate according to the 2015-2019 American Community Survey, the most recent available Census data. The homeowner vacancy rate was extremely low at 2.2%, while the rental vacancy rate was 7.1%, higher than it had been three years ago, but still reasonable. The city's housing is largely owner-occupied (73%) and single-family detached houses account for 60% of the housing stock. Housing in buildings with 10 or more units represents 16% of the city's housing.

On average, renter housing has smaller households (69% with one or two people) than owner households (55% with one or two people). As would be expected, the share of households with their own children under 18 is higher among homeowners. Forty-four percent of owner households and 25% in rental housing have their own children under 18 living with them. Table 14 on the following page shows these characteristics, based on data from the Census's most current American Community Survey (ACS).

### Owner-Occupied Housing Characteristics

According to ACS data, the median housing value in Wheaton (for all owner-occupied units) was \$358,000. This includes single-family, townhouses and condominiums. Twenty-five percent of owner-occupied units have a value over \$500,000.

Two thirds of owner-occupants have a mortgage, with a median monthly cost of \$2,395. Twenty-six percent of owners with a mortgage are paying more than 30% of their income for housing, indicating that many Wheaton homeowners are cost-burdened.

Among those without a mortgage, the median monthly cost is only \$930. Far fewer are cost-burdened, with only 11% paying more than 30% of income. Table 15 below shows these characteristics.

According to data from Redfin, the median single-family home price in Wheaton increased by 23% between June 2020 and June 2021 to \$394,500. However, the median price dropped by 9% between June 2018 and June 2020, due to pandemic concerns in 2020. The dramatic increase in the past year is due to record low interest rates, the desire for more space since COVID, and the low inventory of homes for sale.

Table 14

**WHEATON HOUSING CHARACTERISTICS  
2015-2019**

	Number	Percent
<u>Total Housing Units</u>	20,439	
Occupied	19,174	93.8%
Vacant	1,265	6.2%
Owner-Occupied	14,044	73.2%
Renter-Occupied	5,130	26.8%
Homeowner Vacancy Rate		2.2%
Rental Vacancy Rate		7.1%
<u>Household Size and Composition</u>		
Owner-Occupied Average Size	2.77	
1-Person	4,795	20.5%
2-Persons	6,647	34.7%
3-Persons	2,962	17.6%
4+-Persons	4,770	27.2%
% with Related Children Under 18	6,182	44.02%
Renter-Occupied Average Size	2.23	
1-Person	1,935	37.8%
2-Persons	1,760	30.9%
3-Persons	634	13.6%
4+-Persons	801	17.7%
% with Related Children Under 18	1,263	24.6%
<u>Units in Structure</u>		
1-unit, detached	12,325	60.3%
1-unit, attached	2,201	10.8%
2-4 units	1,410	6.9%
5 to 9 units	1,239	6.1%
10 or more units	3,227	15.8%
Mobile home or other	37	0.2%

Source: 2015-2019 American Community Survey.

Table 15

**WHEATON 2015-2019 OWNER-OCCUPIED  
HOUSING CHARACTERISTICS**

	Number	Percent
<u>Housing Value</u>		
Less than \$50,000	76	0.5%
\$50,000 to \$99,999	164	1.2%
\$100,000 to \$149,999	794	5.7%
\$150,000 to \$199,999	953	6.8%
\$200,000 to \$299,999	3,159	22.5%
\$300,000 to \$499,999	5,331	38.0%
\$500,000 to \$999,999	3,301	23.5%
\$1,000,000 or more	266	1.9%
Median	\$358,000	
<u>Mortgage Status</u>		
Housing units with a mortgage	9,546	68.0%
Housing units without a mortgage	4,498	32.0%
<u>Selected Monthly Owner Costs</u>		
With a Mortgage		
Less than \$500	4	0.0%
\$500 to \$999	180	1.9%
\$1,000 to \$1,499	1,187	12.4%
\$1,500 to \$1,999	1,978	20.7%
\$2,000 to \$2,499	1,802	18.9%
\$2,500 to \$2,999	1,487	15.6%
\$3,000 or more	2,908	30.5%
Median	\$2,395	
% Paying less than 30% of Income		73.8%
% Paying 30% or more of Income		26.2%
Without a Mortgage		
Less than \$250	169	3.8%
\$250 to \$399	44	1.0%
\$400 to \$599	483	10.7%
\$600 to \$799	940	20.9%
\$800 to \$999	905	20.1%
\$1,000 or more	1,957	43.5%
Median	\$930	
% Paying less than 30% of Income		88.7%
% Paying 30% or more of Income		11.2%

Source: 2015-2019 American Community Survey.

### Renter-Occupied Housing Characteristics

The median gross rent paid by all renters in Wheaton was high at \$1,419 according to the most recent ACS data. Only 17% of the rental units had gross rents under \$1,000, while 70% had rents between \$1,000 and \$2,000, and 10% over \$2,000, indicative of the lack of affordable apartments in the city. Table 16 below shows the rental characteristics in the city of Wheaton.

As shown above, affordability is a significant issue for Wheaton’s renters. Forty-four percent of renters are paying more than 30% of their income in rent, a much higher share than shown in earlier data. Thirty percent of income is generally considered the maximum a household should pay in gross rent (which includes tenant-paid utilities).

Newer multi-family properties in downtown Wheaton, are reportedly doing very well. Rents at newer apartments in Wheaton, such as Courthouse Square and Wheaton 121 are well above what a lower income renter could afford. Rents at these two, as well as Wheaton Towers, range from:

Studio	\$1,400-1,599
One-Bedroom	\$1,685-2,219
Two-Bedroom	\$2,095-2,860
Three-Bedroom	\$3,375-3,999

### Implications for Roosevelt Road

Over the past three years, Wheaton's rental housing share decreased slightly and the median rent increased by almost 13%. New construction has targeted high end housing. Affordability is a bigger issue since the pandemic, and there continues to be a need for more affordable housing in Wheaton.

Roosevelt Road is an appropriate location for multi-family and single-family attached housing at a variety of price points and densities. These can include market-rate, workforce and affordable housing targeted to seniors and families.

Table 16

**WHEATON 2015-2019 RENTER-OCCUPIED  
HOUSING CHARACTERISTICS**

	<b>Number</b>	<b>Percent</b>
<u>Gross Rent</u>		
Less than \$500	184	3.6%
\$500-999	679	13.1%
\$1,000-1,499	1,941	37.5%
\$1,500-1,999	1,684	32.6%
\$2,000-2,499	324	6.3%
\$2,500-2,999	110	2.1%
\$3,000 or more	76	1.5%
Median	\$1,419	
<u>Gross Rent as a Percent of Income</u>		
Less than 15%	516	10.2%
15 to 19.9%	731	14.4%
20 to 24.9%	854	16.8%
25 to 29.9%	667	13.1%
30 to 34.9%	498	9.8%
35% or more	1,712	33.7%

Source: 2015-2019 American Community Survey.

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# APPENDIX B

## SAMPLE REGULATORY LANGUAGE

### Use Structure

The table on the following pages provides an example of uses that should be considered for inclusion into each of the future land use classifications established in the Roosevelt Road Corridor Plan. Uses have been proposed based upon the current predominant zoning in each area, the character envisioned for the future, evolving market demands, and consideration of adjacent residential land uses and context.

The table includes a column for the uses, as well as columns for each of the four future land use sectors. Sectors 2 and 3 have been split into two columns to distinguish uses permitted by the size of parcels as proposed within the future land use. A "P" within the table indicates that the use would be permitted by-right (subject to the City's current standards for site plan and architectural approval where applicable), and an "S" within the table indicates that the use would require a special use permit per the City's current special use approval process. Additionally, A "PA" indicates a use permitted only above the ground floor.

*The S4 uses proposed, as the "high" intensity sector of the corridor, are all those which are currently allowed in the C-3 District. Uses not currently permitted in the C-3, but proposed for S4 are annotated with "new."*

*The current C-3 District allows all those uses in the C-4, with the exception of dwelling units. The C-4 in turn allows all those uses in the C-2. This cascading structure creates a series of issues with interpretation, and potential conflicts between what may require special use approval in certain districts, and what may be permitted by-right on or above the ground floor. The uses, as presented below, have been interpreted and represented based upon the consultant's current understanding.*

*Moving from right to left across the columns, the uses permitted in the C-3 have been narrowed for each land use classification moving from high intensity (S4) to very low intensity (S1).*

Principal Use	S1	S2		S3		S4
		Small	Large	Small	Large	
Adult day care facilities				P	P	P
Animal hospitals				P	P	P
Antique sales			P	P	P	P
Appliance sales				P	P	P
Art gallery			P	P	P	P
Art supplies			P	P	P	P
Arts and crafts shops			P	P	P	P
Auction rooms				P	P	P
Auto parts stores				P	P	P
Automatic teller machines				P	P	P
Automobile sales						P
Automobile service stations						S
Automobile repair facilities						S
Bakery, retail			P	P	P	P
Banks and financial institutions (a special use permit is required for service directly for customers in vehicles)			P,S	P,S	P,S	P,S
Banquet Facilities					S	S
Barber shops, Hair Stylists, Beauticians	P	P	P	P	P	P
Bath, bed, and kitchen shops			P	P	P	P
Bicycle sales and repair			P	P	P	P
Book, magazine and newspaper stores			P	P	P	P
Bowling Alleys					S	S
Buildings primarily devoted to Religious Worship						
Business and professional offices	P	P	P	PA, S	PA, S	PA, S
Candy and popcorn stores			P	P	P	P
Car washes						S
Carpet and tile sales				P	P	P
Carry-out restaurants				P	P	P
Catering			P	P	P	P
China and glassware stores			P	P	P	P
Clothing and apparel stores			P	P	P	P
Coin and stamp stores			P	P	P	P

Principal Use	S1	S2		S3		S4
		Small	Large	Small	Large	
Convenience filling stations						S
Convenience food stores				P	P	P
Cookware stores			P	P	P	P
Cosmetic sales			P	P	P	P
Curtain and drapery stores			P	P	P	P
Delicatessens			P	P	P	P
Dentists	P	P	P	P	P	P
Department stores						P
Dog grooming				P	P	P
Drive Through					S	S
Drug stores				P	P	P
Dry cleaners and laundry				P	P	P
Dwelling unit, Above the Ground Floor	P	P	P	P	P	P
Engraving services				P	P	P
Equipment, trailer, and truck rental						P
Exterminators				P	P	P
Fabrics, sewing supplies, and sewing machine stores			P	P	P	P
Fast food restaurants with drive through facility					S	S
Fast food restaurants without drive through facilities			S	P	P	P
Florists			P	P	P	P
Furniture stores and upholstery			P	P	P	P
Gift and card stores			P	P	P	P
Gourmet foods			P	P	P	P
Government uses and buildings	S	S	S	S	S	S
Governmental office buildings	S	S	S	S	S	S
Grocery stores			S		P	P
Group Care Homes, with no more than five (5) occupants, including staff persons, and not located within 300 feet of another Group Care Home. For multiple family buildings, the 300 foot distance requirement shall not apply to the units within a single multiple family building, but to the building itself and other group care homes	S	S	S	P	P	P

Principal Use	S1	S2		S3		S4
		Small	Large	Small	Large	
Group Care Homes with six (6) to fifteen (15) occupants, including staff persons, and not located within 300 feet of another Group Care Home. For multiple family buildings, the 300 foot distance requirement shall not apply to the units within a single multiple family building, but to the building itself and other group care homes.				S	S	S
Hair Stylists	P	P	P	P	P	P
Hardware stores			P	P	P	P
Health club, tanning studio, gymnasium, athletic training schools, tennis and racquetball facilities					PA, S	PA, S
Historical and architectural education center	P	P	P			
Hobby shops			P	P	P	P
Hotels					S	S
Ice cream parlors			P	P	P	P
Inns			S			
Interior Decorators	P	P	P	P	P	P
Jewelry stores			P	P	P	P
Kennels				S	S	S
Leather goods and luggage stores			P	P	P	P
Libraries			P	P	P	P
Mail order and catalog sales			P	P	P	P
Meat markets				P	P	P
Meeting halls					PA, S	PA, S
Mortuaries					P	P
Motels					S	S
Movie theaters (in-door)					S	S
Multiple-family dwellings	S*	S*		P	P	P (New)
* Indicates Townhouse Only						
Museums				P	P	P
Musical instrument sales and service			P	P	P	P

Principal Use	S1	S2		S3		S4
		Small	Large	Small	Large	
Nurseries, landscapers, and landscape maintenance equipment sales					P	P
Nursery schools	S	S	P	P	P	P
Office supplies, business machine sales, and computer sales			P	P	P	P
Offices and showrooms for building and related trades, including but not limited to carpenters, air conditioning, plumbing, heating, painting & wallpapering, electricians, and sign contractors				P	P	P
Opticians and optometrists	P	P	P	P	P	P
Paint, glass, and wallpaper stores			P	P	P	P
Parcel delivery services				P	P	P
Parking lots				S	S	S
Parks and forest preserves	P	P	P	P	P	P (New)
Performing arts theater				P	P	P
Pet shops				P	P	P
Photographic studios	P	P	P	P	P	P
Photographic supplies and cameras				P	P	P
Picture framing			P	P	P	P
Post office, parcel services			P	P	P	P
Printing, copying, and blueprint services				P	P	P
Private clubs					P	P
Public utility offices				P	P	P
Radio, TV, and recording studios				PA, S	PA, S	PA, S
Record, tape, and video tape sales and rental				P	P	P
Recreational vehicle sales, rental, and service						P
Resale shops				P	P	P (New)
Research laboratories	P	P	P			
Restaurants			P	P	P	P
Schools (Pre-K through Eighth Grade - *standards per 18.3)					S	S
Senior housing developments					S	S (New)
Single-family dwellings	P	P	P			
Shoe repair shops			P	P	P	P

<b>Principal Use</b>	<b>S1</b>	<b>S2</b>		<b>S3</b>		<b>S4</b>
		<b>Small</b>	<b>Large</b>	<b>Small</b>	<b>Large</b>	
<i>Shoe stores</i>			P	P	P	P
<i>Sporting goods stores</i>			P	P	P	P
<i>Tailors and dressmakers</i>			P	P	P	P
<i>Tea rooms</i>			P	P	P	P
<i>Tobacco and pipe shops</i>			P	P	P	P
<i>Toy stores</i>			P	P	P	P
<i>Upholstering, furniture refinishing, and mending establishments</i>				P	P	P
<i>Variety stores</i>				P	P	P

## Design

### Sample Design Standards

The table below contains a series of basic design standards that can be incorporated into the City's Zoning Ordinance. Applicability of each of these standards has been indicated relative to the future land use classifications established. In the table, a "•" indicates that the standard is applicable in the sector indicated. The absence of a "•" indicates that the standard does not apply to the sector.

	S1	S2	S3	S4
<b>Façade Design</b>				
<i>Building façades that abut a public right-of-way must not contain blank wall areas that exceed 30 linear feet, measured per story parallel to the street.</i>	•	•	•	
<i>Building façades that abut a public right-of-way must not contain blank wall areas that exceed 50 linear feet, measured per story parallel to the street.</i>				•
<i>Building façades in excess of 100 linear feet that abut a public right-of-way must include a repeating pattern with no less than two of the following elements: texture change, material module change, or a wall articulation change of no less than 2 feet in depth or projection, such as a reveal, pilaster, or projecting rib. All elements must repeat at intervals of no more than 50 linear feet.</i>	•	•	•	•
<i>Building materials and visual elements used on the primary building frontage must continue on all building façades that are visible from a public right-of-way.</i>	•	•	•	
<b>Fenestration Design</b>				
<i>The ground floor of the front façade of nonresidential and multi-family structures must maintain a minimum transparency of 25%, measured between two and ten feet in height.</i>				•
<i>The ground floor of the front façade of nonresidential and multi-family structures must maintain a minimum transparency of 50%, measured between two and ten feet in height from grade.</i>	•	•	•	
<i>Upper floors of the front façade of nonresidential and multi-family structures must maintain a minimum transparency of 15% of the wall area of the story</i>	•	•	•	•
<b>Commercial Site Design</b>				
<i>Sites must be designed to ensure safe pedestrian access from the public right-of-way, and safe pedestrian circulation within the development.</i>	•	•	•	•
<i>A cohesive character must be established through the use of coordinated hardscape (paving materials, lighting, street furniture, etc.) and landscape treatments within a development.</i>	•	•	•	•

### **Sample Building Material Restrictions**

Building material restrictions are a more flexible way to encourage the use of high-quality, durable materials than prescriptive standards or requirements for specific materials. They leave flexibility for new materials to be permitted if they are approved as part of site plan and architectural approval. A typical set of building material restrictions is included below.

- 1.** The following building materials are prohibited as the primary material on any façade facing a public right-of-way, or any façade that abuts a residential district. Such materials may be used as decorative or detail elements for no more than 25% of the façade, or as part of the exterior construction not used as a surface finish material.
  - a.** Plain concrete masonry units (CMU)
  - b.** Aluminum, steel or other metal sidings; this restriction does not include metal architectural wall paneling
  - c.** Exposed aggregate (rough finish) concrete wall paneling
  - d.** T-111 composite plywood siding
  - e.** Plastic
  - f.** Vinyl
  - g.** Exterior Insulating and Finishing Systems (EIFS), unless specifically approved as part of site plan and architectural approval.

### **Sample Landscaping and Screening Provisions**

As recommended within the zoning strategies to implement the City's future land use vision, simplification and tailoring of landscape provisions can be a key element in providing flexibility for new development, while ensuring effective screening and buffering is maintained. Included below is sample regulatory language that could be used as a model to revise the City's required parking lot perimeter landscape, and build in flexibility for narrow or shallow lots relative to the City's current required lot perimeter (or buffer) landscape requirements.

- 1.** A parking lot perimeter landscape yard is required where any parking lot is located adjacent to a right-of-way. The perimeter landscape yard must be established along the edge of the parking lot to screen vehicle parking from the right-of-way.
  - a.** A perimeter yard must be a minimum of ten feet wide, measured from the edge of the parking lot to the right-of-way. The width of the perimeter yard may be reduced to seven feet for parking lots, including vehicular use areas, of less than 10,000 square feet.
  - b.** One shrub, measuring a minimum of 18 inches at planting and a minimum of three feet at maturity, is required for every three feet of perimeter area length, spaced linearly.
  - c.** One shade tree is required for every 25 feet of perimeter area length. Trees may be spaced linearly, or clustered to accommodate site constraints or complement an overall landscape design. Alternatively, two ornamental trees may be planted for each required shade tree.





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# APPENDIX C

# HISTORIC PRESERVATION

# SUPPLEMENT

## **Wheaton Register of Historic Places**

The City of Wheaton Historic Commission maintains a register of historic places within the City. The full register can be accessed via the City's website, or by [clicking here within the digital version of this document](#).

## **Homes 90 Years or Older**

The table on the following page presents information on those structures located along or nearby Roosevelt Road that are 90 years of age or older, as of the year 2020.

*Intentionally Blank*

### Homes 90 Years of Age or Older (2020)

Address	Yr. Built	Age
310 W. Evergreen St.	1858	162
631 S. Hale St.	1911	109
623 S. Naperville Rd.	1847	173
222 E. Roosevelt Rd.	1926	94
402 E. Roosevelt Rd.	1928	92
507 E. Roosevelt Rd.	1915	105
618 E. Roosevelt Rd.	1913	107
110 W. Roosevelt Rd.	1919	101
114 W. Roosevelt Rd.	1922	98
126 W. Roosevelt Rd.	1920	100
203 W. Roosevelt Rd.	1912	108
207 W. Roosevelt Rd.	1926	94
401 W. Roosevelt Rd.	1922	98
421 W. Roosevelt Rd.	1925	95
425 W. Roosevelt Rd.	1928	92
430 W. Roosevelt Rd.	1907	113
507 W. Roosevelt Rd.	1887	133
515 W. Roosevelt Rd.	1916	104
525 W. Roosevelt Rd.	1929	91
534 W. Roosevelt Rd.	1897	123
539 W. Roosevelt Rd.	1920	100
543 W. Roosevelt Rd.	1920	100
703-05 W. Roosevelt Rd.	1912	108
625 S. Wheaton Ave.	1911	109
708 S. Wheaton Ave.	1904	116