

Section 13

# Implementation Strategies

The successful implementation of the plans and development policies for the TOD and Park-and-Ride concepts established for Montgomery's Village Center is dependant on moving forward with various implementation actions to be undertaken by the Village, transit agencies and property owners. While some actions are dependent on an improved economy to spur development projects, the Village can make progress in the meantime by taking actions that it has control over, particularly building upon the momentum of the new Village Hall to enhance the downtown streetscape and planning for expansion of the riverwalk. Any work the Village can perform in the near term will set the tone for future implementation steps, particularly as the economy rebounds and results in a more favorable environ for development.

This section identifies recommendations to modify or supplement existing municipal plans and policies to ensure the Village's regulatory tools support the TOD and Park-and-Ride concepts. Other strategies outline site acquisition needs, funding sources and support resources that will prepare the Village as it moves from the planning stage to the implementation stage, particularly as outlined in the Action Plan. The Action Plan summarizes the specific tasks, partnerships, phasing, and potential marketing tools for each strategy.

## **Village Plans & Policies**

With its Comprehensive Plan and Zoning Ordinance already in place, the Village of Montgomery has the necessary tools to regulate redevelopment opportunities within and around the TOD and Park-and-Ride sites, ensuring they meet the Village's standards and reflect the community's character and identity. The Comprehensive Plan and Zoning Ordinance are all generally supportive of the TOD and Park-and-Ride concepts. The recommendations outlined below are intended to help the Village foster consistency between these redevelopment concepts and the Village's existing plans and regulations:

1. Adopt this TOD Plan & Park-and-Ride Location Study by resolution of the Village Board, and provide appropriate references to this document within the existing Montgomery Comprehensive Plan. In particular; this TOD Plan & Park-and-Ride Location Study should be properly referenced in the "Regulating Plans: Planning Sub-Areas" section of the Comprehensive Plan, specifically updating or supplementing the existing reference to the Old Town & Downtown Montgomery Re-investment Study on page 28 of the Comprehensive Plan.
2. Modify the Zoning Ordinance to facilitate a more pedestrian-friendly, mixed use character as envisioned by this TOD Plan & Park-and-Ride Location Study. Particular modifications include the following:

- Consider modifying Section 13.05-12 to apply the adjusted parking requirements beyond the Mill District to include lots as far south as Clay Street and as far north as Ashland Avenue, but exclude existing uses such as the residential lots north of Riverside Cemetery.
- Include on-street parking as part of Sections 14.10-7d-xi-3 and 14.10-7e-xv.
- Allow residential uses as free-standing structures in the Mill District, in accordance with this Plan; however, this allowance should exclude single family detached structures.
- Revise the build-to line to reflect the appropriate right-of-way dimensions, depending on parking configurations as indicated on the street cross section illustrations on page 9-11.
- Provide reference within the Zoning Ordinance to the Design Guidelines established for this Plan. This is particularly significant for Section 9.04 for the Mill District, which takes a form-based approach to its zoning recommendations and would benefit from integrating the design elements outlined in the Design Guidelines.
- Modify Section 13.04 to require business uses to provide off-street parking at a ratio not to exceed 3.5 spaces per 1,000 square feet of floor area. This ratio may be modified if a capacity utilization study reveals that parking is available on-street or in Village-owned lots.
- Consider the following optional approach to a planned development (PD) district, which can be added to the PUD section of the Zoning Ordinance, noting special standards for the Mill District:

While PD districts are similar to traditional zoning districts in that they apply to specific geographic areas, the principal difference is that all development within a PD district must undergo review and approval similar to the special use procedure for other types of planned unit developments. This gives a community control over all aspects of a development proposal, expanding the authority the Village currently has over site plan review.

Often a minimum acreage is required to prevent piecemeal development. The current Mill District could be modified to incorporate the PD approach by including the standards tailored specifically to the Village Center and TOD Plan. This technique allows the developer more flexibility in design and provides the Village more control over the outcome of these key development areas to ensure conformance to Village plans.

### Site Acquisition

Implementation of the redevelopment concepts established in this Plan will require acquisition of properties to either provide land for redevelopment or accommodate public improvements, particularly for roads and parking. Specific site acquisition needs are described below.

#### Park-and-Ride Facility

As shown on the short-term Concept Plan on page 9-7 in Section 9, site acquisition would be required in order to construct the Park-and-Ride facility on the block bounded by Main Street on the east, Clinton Street on the north, Railroad Street on the west, and parcels along the north side of Webster Street on the south. This block covers approximately 1 acre and is currently comprised of 4 individual parcels, each owned by a different individual. Since the Park-and-Ride facility is envisioned as a short-term opportunity to be built within three years, it is imperative for the Village to enter into dialogue with current property owners to ensure adequate time is provided to discuss the opportunity with the owners, negotiate terms, and acquire the properties to properly assemble, clear, and prepare the site for construction of the Park-and-Ride facility.

This site is large enough to accommodate all elements of the Park-and-Ride facility, including parking, bus pick-up/drop-off area, bus circulation, and multimodal access and amenities (e.g. bicycle shelter, storage lockers, etc). Over the long-term, the Concept Plan envisions that this site will continue to operate as a parking lot with a bus pick-up/drop-off area.

However, in the more immediate future, the Village does have an opportunity to establish park-and-ride service prior to the acquisition of land and development of a formal Park-and-Ride facility. The Village may enter into an operational agreement with Pace to establish bus service through the use of under-utilized on-street parking, and a short-term lease agreement with a private property owner that has excess daytime parking, such as a church, vacant site, or commercial retail property to initiate park-and-ride service until the planned facility is developed. Two potential sites include the lot located south of the fire station along the west side of Railroad Street and the existing parking lot for Lyon Workspace Products along the east side of Main Street. A park-and-ride service such as this offers flexibility and the opportunity to initiate and promote the transit service to the community in the immediate future.

#### Commuter Train Facility & Parking

As depicted on the long-term Concept Plan on page 9-9 in Section 9, the potential commuter train facility and its associated parking would be on the properties located along the east side of the BNSF Railway mainline tracks, north of Webster Street and west of Main Street and Railroad Street. Covering approximately 20 acres, these properties are entirely owned by a single owner,

Lyon Workspace Products, LLC. The Village continues to maintain a dialogue with Lyon Workspace Products as redevelopment ideas are considered. Since the potential commuter train facility and its parking would comprise most of the Lyon Workspace Products properties, the desires of the property owner, who has maintained a preference to sell its properties as a whole and not allow piecemeal development or lease to individual users, provides the Village with a unique opportunity to achieve its vision.

It is important to note that Lyon Workspace Products also owns an approximately 3 acre lot east of Main Street that currently provides parking for its employees. However, this lot could also be acquired at the same time as the others owned by Lyon Workspace Products, either retaining the site as additional commuter parking or redeveloping it for a new elementary school. Although the potential commuter train facility hinges upon the potential to extend commuter rail service south into Kendall County, the Village should continue to maintain an open dialogue with Lyon Workspace Products to ensure both parties are prepared to discuss and negotiate site acquisition when the appropriate time arises. Since this site also provides opportunities for additional uses such as apartments or townhouses along Main Street, it is important to keep these potential projects in the dialogue to ensure all potential uses for the Lyon Workspace Products properties are properly considered.

Utilizing Village resources as well as the funding sources and support resources outlined on pages 13-9 through 13-13, the Village of Montgomery will be prepared to fund the construction and land acquisition needed to provide the potential commuter rail station and parking facilities, including the pedestrian tunnel.

#### Other Redevelopment Sites

In addition to the public transit elements described above, this Plan outlines several redevelopment opportunities that are intended to capitalize on the proximity to future transit facilities, as well as strengthen the vitality of Downtown Montgomery. As highlighted on pages 12-5 and 12-6 of the market strategy section, an economic feasibility analysis for three typical sites was undertaken to test feasibility to redevelopment these sites under normal market conditions. Other potential redevelopment sites are indicated on the Development & Transit Opportunities Map on page 3-11. With the new Village Hall, historic Gray's Mill, and riverfront, Montgomery has key downtown destinations that can be leveraged with the planned transit facilities to help attract private sector redevelopment to Downtown Montgomery.

Although site acquisition generally opens up the availability of land for redevelopment of entire sites, it may also be necessary to purchase space for expanded rights-of-way (ROW's) along the outer edges of properties. As depicted on the street cross sections on page 9-11 in Section 9, expanded ROW's would help accommodate different parking configurations (angle parking vs. parallel parking) and wider sidewalks and parkways to create more inviting and safer pedestrian environments.

### **Implementation Action Plan**

The Implementation Action Plan is anchored by a series of objectives that need to be met in order to ensure the concepts and recommendations detailed in this Plan are achieved to bring transit and redevelopment opportunities to life in Downtown Montgomery. The six core strategies are:

1. Build local and regional awareness of redevelopment opportunities.
2. Utilize the RFQ/RFP process to attract redevelopment.
3. Construct the Park-and-Ride facility and promote usage.
4. Maximize the return on previous and continued Village investment.
5. Secure the resources needed to provide a commuter rail station with adequate parking facilities.
6. Create a strong sense of place in the study area through streetscape enhancements, gateways elements, and transportation improvements.

The strategies are plugged into a matrix that also includes tasks for each strategy, potential partnerships, and phasing. The Village of Montgomery will assume primary responsibility for each task, with the potential to partner with other organizations or agencies, such as RTA, Metra, Pace, BNSF Railway, and property owners, among others. Many of the tasks can be supported by the funding sources and support resources described later in this section on pages 13-9 through 13-13.

With a Concept Plan and redevelopment strategies in place, numerous activities need to be accomplished to achieve the transit and redevelopment opportunities outlined in this plan. While the present economy suggests that development will not be immediate, there are still many steps that can be accomplished in the near-term. The phasing component of the Implementation Action Plan matrix utilizes the following timeframes:

- Short-Term Tasks (0-3 years)
- Intermediate-Term Tasks (3-5 years)
- Long-Term Tasks (5+ years)

The Implementation Action Plan matrix is provided in Figure 13-1.

Figure 13-1  
Implementation Action Plan Matrix

**Strategy 1** | Objective: Build local and regional awareness of redevelopment opportunities.

Task	Potential Partnerships	Phasing
1. Meet with individual property owners to assess their future plans for their properties and discuss partnerships to implement this plan.	Property owners	Short-Term
2. Maintain regular contact with individual property owners of sites that have longer-term redevelopment prospects.	Property owners	Intermediate- to Long-Term
3. Reach out to local newspapers and real estate trade journals to submit press releases or articles relating to the redevelopment opportunities in Montgomery.	Local newspapers; real estate trade journals	Short-Term
4. Create promotional materials, such as brochures, newsletter, or website, to circulate around the region and among development companies and professional organizations to help attract redevelopment.	Real estate trade journals; real estate brokerages	Short-Term

**Strategy 2** | Objective: Utilize the RFQ/RFP process to attract redevelopment.

Task	Potential Partnerships	Phasing
1. Assess each redevelopment site to determine whether they are "shovel ready" or require any remediation that should be noted in the RFQ/RFP process.	Village Engineer; property owners	Intermediate-Term
2. Commence with an RFQ/RFP process to accept and review redevelopment proposals for each site, ensuring they uphold the principles of the Framework and Concept Plans.		Intermediate- to Long-Term
3. Secure property options and purchase or create public/private partnership agreements for key target redevelopment sites.	Property owners	Intermediate- to Long-Term

Continued on next page.

Figure 13-1

**Implementation Action Plan Matrix** (continued from previous page)

**Strategy 3** | Objective: Construct the Park-and-Ride facility and promote usage.

Task	Potential Partnerships	Phasing
1. Continue to maintain dialogue between the Village and Pace throughout the planning, design, and construction phases of a Park-and-Ride facility.	Pace	Short-Term
2. Collaborate with Pace and property owners with sites that have existing parking facilities to explore the potential to create temporary Park-and-Ride options until an actual facility is constructed.	Pace; property owners of sites that have existing parking facilities	Short-Term
3. Meet with businesses located within the study area to determine destination trip possibilities for a Park-and-Ride facility.	Local businesses	Short-Term
4. Use the Village website and other public/business polling methods to create a list of residents or employees that have interest in commuting to work via transit.	Local businesses	Short-Term
5. Monitor usage of the Park-and-Ride facility to gauge interest in larger capacity transit.	Pace	Intermediate-Term
6. Encourage shared parking as a means to maximize parking availability with parking demand.	Pace; property owners of existing and future uses	Intermediate- to Long-Term
7. Promote usage of an employee shuttle program to connect the Park-and-Ride facility (and potential commuter rail station) to nearby employment centers.	Pace; local businesses; shuttle services	Intermediate- to Long-Term
8. Pursue Federal and State grants and other funding sources (see pages 13-9 through 13-13) for acquisition and construction of a Park-and-Ride facility.	RTA; Metra; Pace	Long-Term

**Strategy 4** | Objective: Maximize the return on previous and continued Village investment.

Task	Potential Partnerships	Phasing
1. Use the entitlement associated with redevelopment projects in the study area to increase the value of Village-owned land.	Property owners of redevelopment projects	Intermediate- to Long-Term
2. Encourage improvements to Village-owned properties that raise their values through the support of government grants and lower interest rate investments.	Property owners	Intermediate- to Long-Term

Continued on next page.

Figure 13-1

**Implementation Action Plan Matrix** (continued from previous page)

**Strategy 5** | Objective: Secure the resources needed to provide a commuter rail station with adequate parking facilities.

Task	Potential Partnerships	Phasing
1. Continue to collaborate with elected officials at all levels of government to support the construction of a commuter rail station in Montgomery.	Local townships; Kane and Kendall Counties; State of Illinois; RTA; Metra; BNSF Railway	Long-Term
2. Reserve funds to cover the Village's anticipated costs for land acquisition and construction of a commuter rail station and parking facilities, including the proposed pedestrian tunnel.	RTA; Metra; BNSF Railway	Long-Term
3. Continue to maintain dialogue between the Village, RTA, Metra, and BNSF Railway throughout the planning, design, and construction phases of a commuter rail station and parking facilities.	RTA; Metra; BNSF Railway	Long-Term
4. Meet with property owners of the current Ozinga and Illinois Industrial Lumber properties west of the BNSF Railway to assess their potential to provide additional commuter parking (pending parking needs and availability of funding for potential extension of the pedestrian tunnel).	Property owners of Ozinga and Illinois Industrial Lumber properties	Long-Term
5. Pursue Federal and State grants and other funding sources (see pages 13-9 through 13-13) for acquisition and construction of a commuter rail station and commuter parking.	RTA; Metra; Pace	Long-Term

**Strategy 6** | Objective: Create a strong sense of place in the study area through streetscape enhancements, gateways elements, and transportation improvements.

Task	Potential Partnerships	Phasing
1. Design a unified wayfinding and information signage program to establish an identity for the transit facilities and TOD.	Village Engineer; IDOT; Fox Valley Park District	Intermediate-Term
2. Integrate streetscape enhancements and gateway elements as detailed in the Framework and Concept Plans.	Village Engineer; IDOT	Short- to Intermediate-Term
3. Provide transportation improvements as detailed in the Framework and Circulation & Access Plans.	Village Engineer; RTA; Metra; Pace; IDOT; BNSF Railway; Fox Valley Park District	Intermediate- to Long-Term
4. Ensure proposed streetscape enhancements and redevelopments adhere to the Design Guidelines established in this plan.		Intermediate- to Long-Term

### **Funding Sources & Support Resources**

Multiple funding opportunities are available to support implementation of the transit opportunities and redevelopment concepts outlined in this Plan. Since many elements of the Concept Plan are considered long-term opportunities, funding sources and support resources will be accessible and available throughout the implementation process. The funding sources noted below are primarily administered by state agencies. Any program listed is subject to change or elimination.

#### **Local Municipal Funding Sources**

Municipal funding mechanisms can supplement Montgomery's ability to use local revenues for potential transit and TOD opportunities. These funding mechanisms can supplement Montgomery's general revenues, capital improvement plans, and other revenue sources, such as Motor Fuel Taxes, that can be partially allocated to TOD implementation over the long-term.

- A Tax Increment Financing (TIF) District is a special area designated by the Village to make public improvements within the district that will help generate private-sector development. Taxes derived from increases in assessed property values (i.e. the tax increment) resulting from new development would either go into a special fund created to retire bonds issued to originate the development or leverage future growth in the TIF district.
- A Special Service Area (SSA) can be used for infrastructure, maintenance, or area management purposes in a geography defined by Montgomery. Such revenues can support bonding or generate a revenue stream for specific projects for the defined geography.
- A Business District (BD) can generate additional sales tax revenue for certain purposes, similar to the eligible uses for Tax Increment Financing (TIF). This approach may be appropriate for commercial and mixed use areas that redevelop for retail uses.
- Other tools, such as tax abatements that support capital projects or sales tax rebates could be applicable.

#### **Transportation Funding Sources**

Funding for transportation related implementation work is available from federal, state, and regional sources.

- The Illinois Transportation Enhancement Program (ITEP), administered by the Illinois Department of Transportation's (IDOT), is a reimbursement program for local governments applying for federal transportation funding. ITEP provides assistance to support local communities achieve their transportation initiatives and expand travel choices. The program also supports broader aesthetic, cultural, and environmental aspects of transportation infrastructure. ITEP

is comprised of 12 categories of eligible funding, including mitigation for roadway run-off and pedestrian and bicycle facilities.

- Congestion, Mitigation and Air Quality (CMAQ) Improvement funding is available via the Federal Highway Administration (FHA) and IDOT. This program is intended to reduce traffic congestion, improve air quality, improve intersections, and increase and enhance multiple travel options, such as biking and walking. These funds are available locally through the Chicago Metropolitan Agency for Planning (CMAP). More information can be found at [http://www.cmap.illinois.gov/policy/transportation.aspx?ekmense1=c580fa7b\\_8\\_18\\_396\\_2](http://www.cmap.illinois.gov/policy/transportation.aspx?ekmense1=c580fa7b_8_18_396_2)
- The Regional Transportation Authority (RTA) administers the Job Access Reverse Commuter (JARC) program, a federally funded program that provides operating and capital funding for transportation services planned, designed and carried out to meet the transportation needs of eligible low-income individuals and of reverse commuters regardless of income. The RTA also administers the New Freedom program, which provides operating and capital funding for new public transportation services and public transportation alternatives beyond those required by the Americans with Disabilities Act (ADA). More information can be found at: [www.rtachicago.org/jarcnf](http://www.rtachicago.org/jarcnf)
- Through the Innovation, Coordination and Enhancement (ICE) program, the RTA provides operating and capital funding for projects that enhance the coordination and integration of public transportation and develop and implement innovations to improve the quality and delivery of public transportation. More information can be found at: [www.rtachicago.org/ice](http://www.rtachicago.org/ice)
- Formerly the Chicagoland Bicycle Federation, the Active Transportation Alliance provides support services for local governments on bicycle and pedestrian programs and issues.

#### Community & Economic Development Support

Illinois' Department of Commerce and Economic Opportunity (DCEO) provides multiple grants and loans to local government for economic and community development purposes. Other state agencies and authorities have certain programs that could support implementation of Montgomery's plan.

- DCEO's Business Development Public Infrastructure Program provides a grant to local governments to improve infrastructure related to projects that directly create jobs. This program is applicable provided that light industrial uses are provided west of the BNSF Railway along Lake Street.
- Other DCEO programs provide affordable, low interest financing for public infrastructure improvements for economic development purposes.

- DCEO assistance in the form of participation loans is available to community and economic development corporations to serve small businesses within their defined areas.
- The Illinois Finance Authority (IFA) is a self-financed, state authority with multiple programs for local governments (among other entities). IFA can assist with bond issuance, provide low cost loans, facilitate tax credits, and supply investment capital to encourage economic growth statewide.
- The Illinois Housing Development Authority (IHDA) offers certain similarly structured programs for multi-family housing development. With different multi-family residential options outlined in the Concept Plan, IHDA programs could be partnered with private developers.
- As plan implementation proceeds, DCEO, through its Illinois Bureau of Tourism, provides grants to municipal and county governments and local non-profits to market local attractions to increase hotel/motel tax revenues.
- DCEO tourism grants are also available to private sector applicants, working with local government, to attract and host events in Illinois that provide direct and indirect economic impact.

#### Specific Purpose

Two state departments, the Illinois Department of Natural Resources (DNR) and the Illinois Environmental Protection Agency (IEPA), provide multiple programs for specific purposes to local governments.

- IEPA provides technical assistance and funding support, depending upon the issue. IEPA has programs intended to protect watersheds and water quality near developments and roadways utilizing federal Clean Water funds. Municipal governments can also apply for revolving low interest loans for new wastewater facilities, collection systems, and sewers. Upgrades are eligible, too.
- Just like DCEO, IEPA offers programs to improve energy efficiency.
- DNR has two programs for bike and recreational path development or renovation.
  - » The Illinois Bicycle Path Grant is a reimbursement program for multiple bike path development activities, including land acquisition, path development and renovation, and the development of support facilities for the path. This grant would be an appropriate funding source for trails along the Fox River as well as for trails leading into and through the TOD area.

- » The Recreational Trails program funds land acquisition, trail construction, and trail renovation for recreational paths/trails that can be used by multiple users.

- DNR has additional programs dedicated to open space preservation and land and water conservation.

#### Private & Foundation Support

Certain regional and community foundations, private sector entities, and individuals may provide grant funding to support economic development, environmental, and land use activities or study.

- The Grand Victoria Foundation (GVF) includes land use as a general field of interest to prepare grants. Taxing bodies are eligible to apply for funding, assuming any proposed program is outside of their normal scope of services. Only proposals invited by GVF are considered.
- Other potential grantors may be identified through the Donors Forum of Chicago.
- Local citizens or businesses may also provide a donation or series of donations to fund a specific local public improvement project. These projects can include funding for subsequent studies, or physical improvements and their maintenance. These activities are usually conducted under the auspices of a local public charity and may be subject to written commitment.

#### Intergovernmental Coordination

The complexity of coordinating multiple modes of transportation, the expense of required improvements, and the need to wisely allocate government resources all suggest the need for the Village of Montgomery to work closely with multiple local, regional, and state governments and agencies. This effort includes:

- Agreements with both Pace and Metra to address provisions for station parking, area maintenance, lighting, and other issues related to operating transit service (including a potential immediate-term park-and-ride service prior to developing the planned facility).
- Extensive coordination and cooperation with the BNSF Railway to provide for pedestrian access via the proposed tunnel and coordinate placements of train platforms and potential third mainline track.
- Continued cooperation with the Fox Valley Park District to collaborate on riverfront and open space projects as well as potential plazas and recreational space within the TOD.

- Permits required from the Illinois Commerce Commission (ICC) for a potential pedestrian tunnel and any pedestrian or roadway improvements to the at-grade railroad crossing on Webster Street.
- IDOT approvals for and review of access issues, particularly related to IL Route 31.
- Coordination with the Army Corps of Engineers and likely permitting for floodplain and potential wetlands issues within and near the TOD area.
- Coordination with the Montgomery-Countryside Fire Protection District to ensure adequate fire and safety vehicle access and arrange other fire protection related elements.
- Open lines of communications with other utilities serving the community such as Nicor and AT&T to ensure appropriate service to new development and coordination with existing service lines.

