

PLAN ELEMENTS: GOALS, OBJECTIVES, AND POLICIES

SUMMARY

The Plan is organized in eight Plan Elements: 1) land use, 2) annexation and development, 3) economic development, 4) public services and infrastructure 5) transportation, 6) parks, recreation, and open space, 7) environmental resources, and 8) housing. The Plan Commission, assisted by Village staff and Village Partners, reviewed inventory data, conducted a public opinion survey, received suggestions at a public workshop, held many public meetings and examined various research sources in developing a goal statement to describe the recommended direction for the Village with respect to each Plan Element. The goal statements were then used to develop guiding objectives and specific policies for each Plan Element. Taken as a whole, the Plan Elements: Goals, Objectives, and Policies are designed to work towards achieving the Vision Statement provided on page two: *To preserve the unique character of the Village by maintaining a balance between development and the Village's natural resources.*

Each Plan Element discussion consists of the following components:

- ◆ **Background** - a brief history or description of the issue, area, or concept.
- ◆ **Inventory** - tables, lists, narrative, or graphics describing the issue, area, or concept. Including items such as; acreage, capacity, uses, density and other quantifiable data. Inventory data serves to support rational planning decisions and works as a tool for examining past, present, and for projecting future, conditions within the Village.
- ◆ **Goal** - a statement which describes the overall community direction and focus.
- ◆ **Objective(s)** - statements which describe general directives appropriate to the component parts of the plan element goal.
- ◆ **Policies** - a list of action statements to achieve the objectives. These statements may constitute broad policy recommendations or they may point to specific activities or options.
- ◆ **Map(s)** - when appropriate, maps are included to visually summarize the inventory, objectives, or policies of a particular section.

LAND USE

Background

Land Use Planning

As described under "Planning History and Community Involvement", the Village has a long history of land use planning, beginning in 1922. This Plan Element continues that tradition by providing overall goals and more specific objectives and policies to direct future land use decisions for the Village. The main factors considered in developing the land use goals, objectives and policies were:

- ◆ the current land use
- ◆ the adjacent or neighboring land uses,
- ◆ the physical characteristics of the land such as size, topography, and natural resources,
- ◆ accessibility factors, and
- ◆ the future needs of the Village.

Existing Land Use

An inventory table, pie chart and map of existing land uses (the "Existing Land Use Map"), are included with this Plan Element. The Plan divides land uses into six major categories as detailed in the inventory. An analysis of existing land uses was necessary to develop the future land use plan.

Future Land Use Plan

The future land use plan for the Village is described in the specific land use goals, objectives and policies of this Plan Element and is graphically represented by the "future land use map". The future land use map provides the basis for future zoning, subdivision, development, and planning decisions. Land use objectives and policies are specified for nine planning areas which together constitute the Village. Each of the land use area discussions includes a small location map. The recommended future land uses for unincorporated areas within the one and a half mile planning jurisdiction of the Village are included in "Annexation and Development".

Inventory

Land Use Definitions

Land uses in the Village have been inventoried in the following categories:

Residential

- ◆ **Single-Family** - One-family, detached households at densities ranging from one unit per 4.6 acres (C-E District) to five units per acre (R-4 District).
- ◆ **Multi-Family** - Multi-family structures including, but not limited to, condominiums, apartments, townhouses, and attached single-family homes at densities ranging from six units to twenty-one units per acre.

Business

- ◆ **Retail** - Shopping centers, free-standing stores, service establishments, and in some cases combined business and residential uses.
- ◆ **Office** - Corporate and individual business offices.
- ◆ **Industrial** - Light manufacturing and research and development facilities.

Institutional

- ◆ **Institutional** - Public, semi-public, and private service uses including schools, churches, hospitals and municipal facilities.

Open Space, Parks and Recreation

- ◆ **Open Space** - includes unimproved public and private open space areas designated as conservancies, farms, preserves, outlots, or buffers.
- ◆ **Parks** - includes public parks and beaches, ball fields, and playgrounds.
- ◆ **Recreation** - includes property and facilities designed for paid recreational use such as health and tennis clubs, and public and private golf courses.

Vacant

- ◆ **Vacant** - Land that is currently vacant, but not dedicated as open space, which may have the potential for new development.

Circulation

- ◆ **Streets and Alleys** - Public and private thoroughfares used, or intended to be used for passage or travel by motor vehicles. Only the improved roadway surfaces are included in the streets and alleys calculation, platted rights-of-way are included in the residential calculation.
- ◆ **Railroads** - Rights-of-way used to carry passengers or freight by rail.

Existing Land Use Map

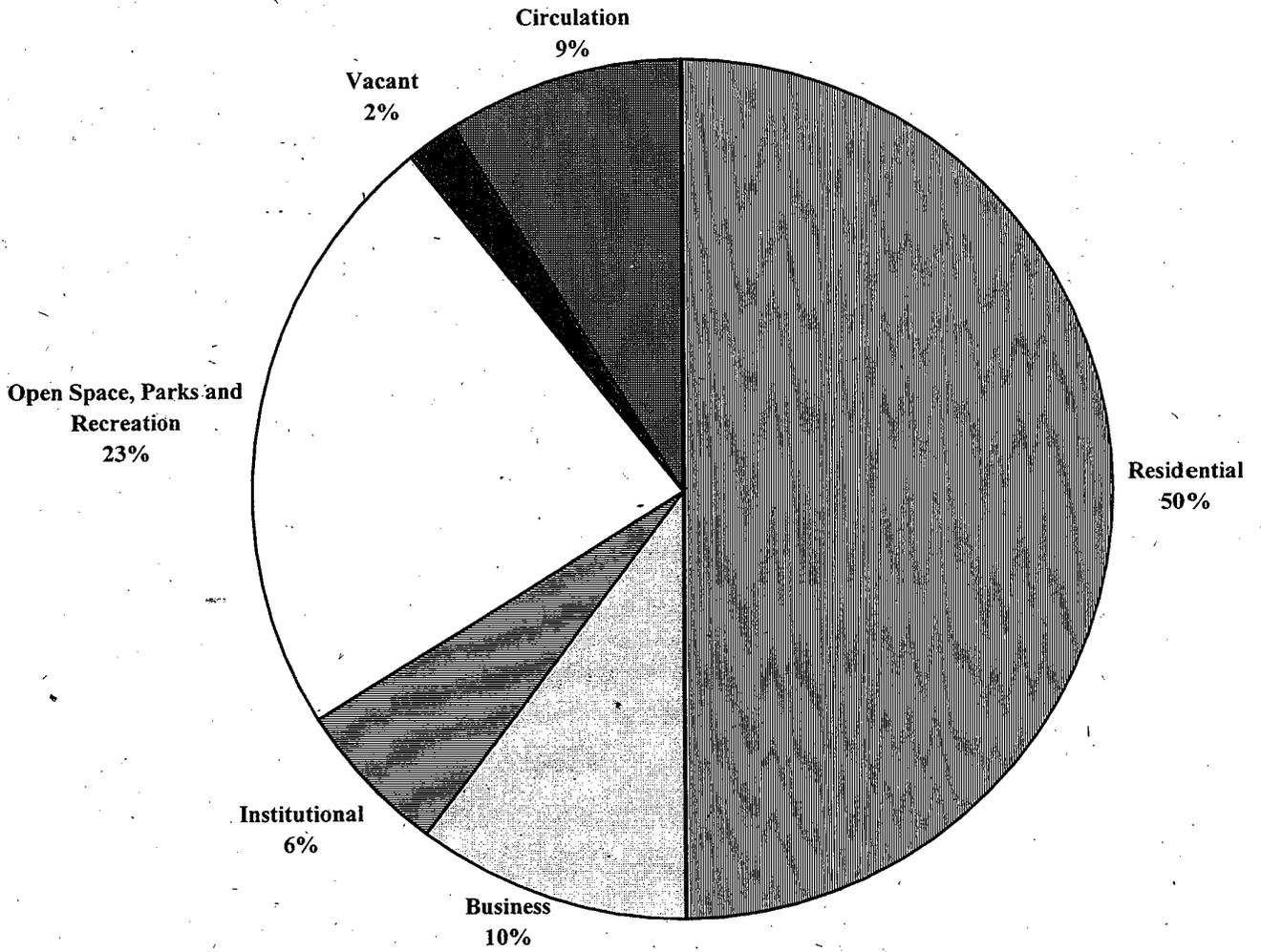
EXISTING LAND USE DISTRIBUTION

	Acres	Percent of Total Land Area
Residential		
Single Family	1,172	48%
Multi-Family	38	2%
Sub-Total	1,209	50%
Business		
Retail	27	1%
Office	96	4%
Industrial	116	5%
Sub-Total	239	10%
Institutional		
Public Schools	39	2%
Private Schools	2	.08%
Churches	1.6	.07%
Medical	3	.14%
Public Facilities	96	4%
Sub-Total	141	6%
Open Space, Parks and Recreation		
Open Space	253	11%
Parks	45	2%
Recreation	262	11%
Sub-Total	559	23%
Vacant		
Vacant	47	2%
Sub-Total	47	2%
Circulation		
Street and Alleys	76	3%
Railroad	139	6%
Sub-Total	215	9%
TOTAL	2,410	100%

Source: Lake County and Village of Lake Bluff area maps. All figures are approximations based on planimeter studies of scale maps. Numbers have been rounded.

* Circulation includes arterials, railroads, and the improved roadway surfaces not all rights-of way.

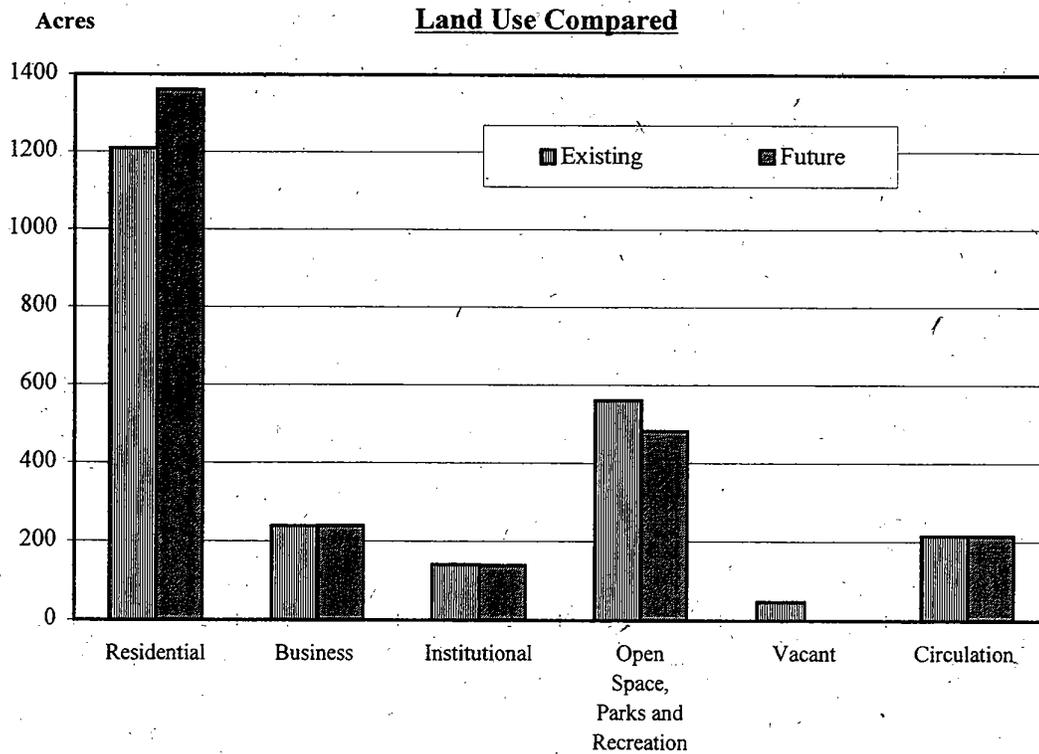
EXISTING LAND USE



The future land use map illustrates the recommended land uses for the Village. The following table estimates how the recommended changes impact land use within the Village.

EXISTING AND FUTURE LAND USE COMPARED		
	Existing Land Use Acres	Recommended Future Land Use Acres
Residential	1,209	1361
Business	239	240
Institutional	141	139
Open Space, Parks and Recreation	558	483
Vacant	47	0
Circulation	215	215

Source: Lake County and Village of Lake Bluff zoning and area maps. All figures are approximations based on planimeter studies of scale maps. Comparison made using planimeter, variations in land area due to measuring error and character of hand drawn maps, land area estimates are for illustrative purposes only. Circulation includes arterials, railroads, and the improved roadway surfaces not all rights-of way.



Zoning Districts

The Village is currently divided into 15 Zoning Districts which guide land use and regulate the placement and size of structures. The following table describes the maximum permitted density per zoning district within the Village:

Zoning District		Minimum Lot Size	
		Square Feet	Acres
C-E	Country Estate	200,000	4.6
E-1	Estate Residence	65,340	1.5
E-2	AAA Residence	43,560	1
R-1	AAA Residence	20,000	.46
R-2	AA Residence	12,000	.28
R-3	A Residence	9,500	.22
R-4	B Residence	7,500	.17
R-5	C Residence (multi-family)	7,500	.17
B-1	Local Business	6,250	.14
AP-1	Automotive Park	304,920	7
L-1	Light Industry	43,560	1
L-2	Limited Light Industry	216,800	5
O&R	Office and Research	130,680	3
S	Service	130,680	3
RR	Railroad	Not Applicable	Not Applicable

Source: Village of Lake Bluff Zoning Ordinance 1997.

Definitions - "Compatible" and "Consistent"

For Plan purposes, the term "*compatible*" shall be defined as: in harmony with, but not necessarily identical in density or use. Compatible is intended to be a less restrictive term than the term "*consistent*", which is defined as: conforming, and likely to be virtually identical to, adjacent uses and densities.

Proposed Alternative Land Uses

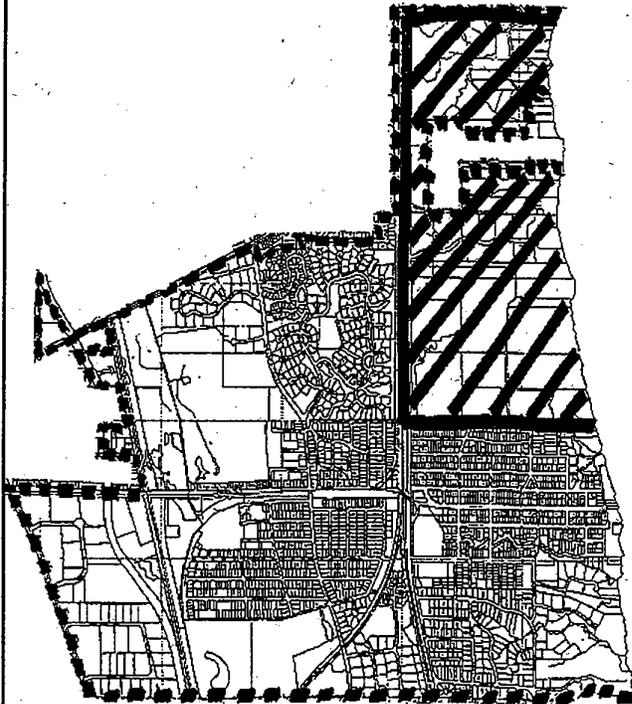
Proposed-alternative land uses should be rigorously scrutinized for conceptual compliance with the overall Plan Elements: goals, objectives, and policies of the Plan rather than for strict compliance with the Future Land Use Map.

Land Use - Goal, Objectives and Policies

GOAL: Preserve and enhance the unique residential character of the Village in a manner that maintains economic stability, allows for orderly redevelopment, and encourages economic growth.

Objective - Land Use Area 1

LU1. Promote orderly redevelopment in a manner compatible with neighboring land uses.



North of Blodgett Avenue, east of Sheridan Road.

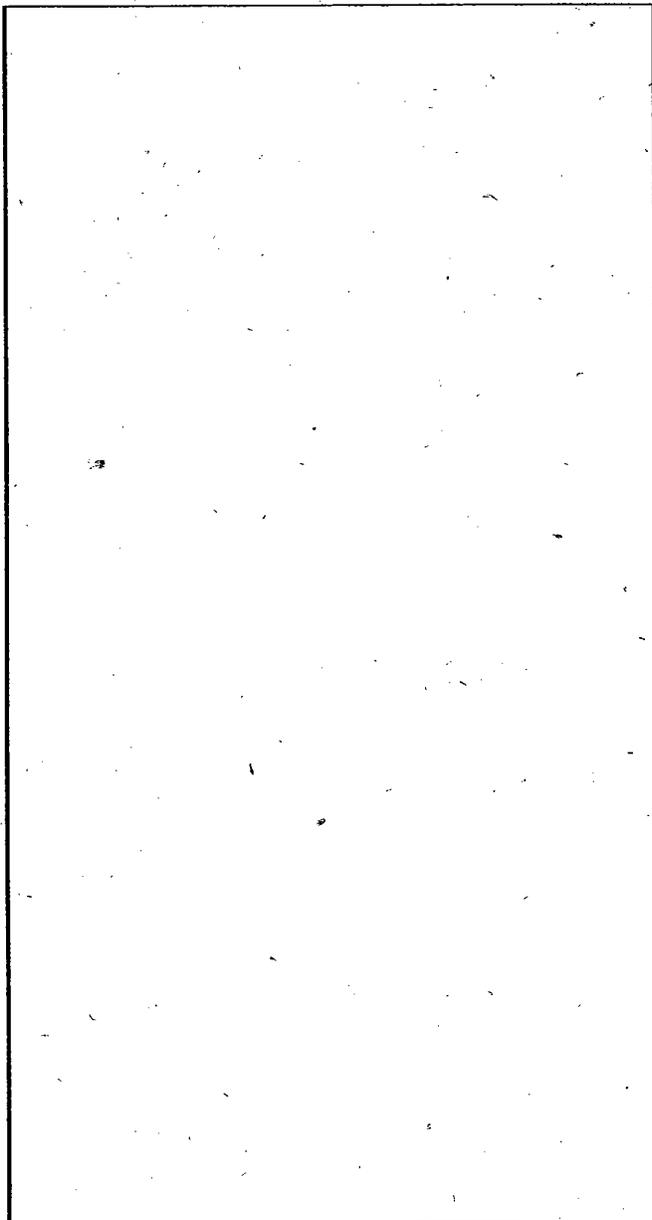
Policies - Land Use Area 1

LU1-1. Maintain the existing zoning classifications with the exception of:

- a) The R-1 portion north of Blodgett Ave. to be rezoned to E-1.
- b) The "parcels south of the Shore Acres Country Club and north of Lakewood Estates Subdivision": pursue redevelopment of the area as a Planned Residential Development in a manner compatible with neighboring residential uses. *See policy AD2-1.*

LU1-2. Promote the E-1 or C-E residential development (using the applicable underlying zoning) of those areas within the Crabtree Farm Properties that are not: 1) subject to a conservation easement, 2) located within the 4.8 acre Crabtree Farm Complex, or 3) part of the Village owned 2.4 acre parcel.

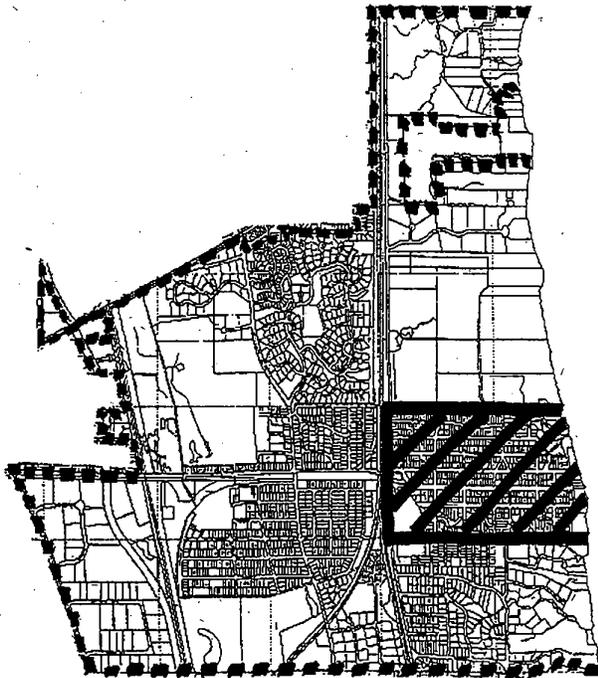
In the event that any of the conservation easements are terminated or extinguished, the land subject to such termination may be available for development. *See policies LU1-3, AD2-2 and PO1-1.*



- LU1-3. Retain the recreation space provided by the Shore Acres Country Club and evaluate the continuation of the open space provided by the conservation easements and the village owned parcel within the Crabtree Farm Properties. Promote greater public use within, and public benefit from, those areas that qualify as conservation easements. Promote the C-E or E-1 residential development (using the applicable underlying zoning) within those areas that do not now or in the future qualify as conservation easements. *See policies LU1-2, AD2-2, PO1-1, and PO1-4.*
- LU1-4. Retain the open space buffer areas along Sheridan Road.
- LU1-5. Extend water and sanitary sewer services to underserved areas when appropriate as development or subdivision takes place.
- LU1-6. Resist the expansion of institutional uses.
- LU1-7. As a general policy, retain existing public rights-of-way throughout the Village. Inventory and categorize existing Village rights-of-way. Develop a process, standards and criteria for identifying rights-of-way which, if vacated, sold or otherwise disposed of, would not adversely impact the character of the Village.

Objectives - Land Use Area 2

- LU2. A) Promote orderly redevelopment of the Central Business District.
- B) Preserve the unique residential character of the area.
- C) Encourage rehabilitation and control re-development of property in an orderly manner compatible with neighboring properties.



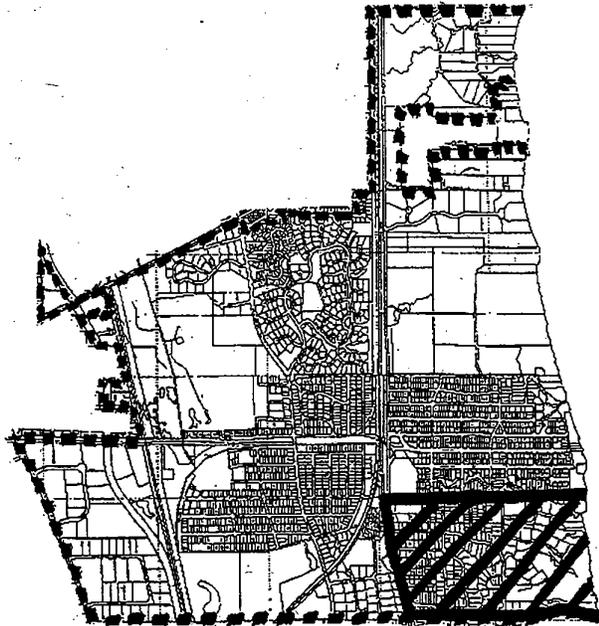
East of Sheridan Road, north of East Sheridan Place and Ravine Avenue and south of Blodgett Avenue.

Policies - Land Use Area 2

- LU2-1. Pursue a comprehensive review of the Central Business District as a Special Study Area. The future land use map outlines the proposed area. A moratorium on changes in use, or significant alterations to existing structures and/or uses, should be considered as part of a Special Study of the Central Business District. The Study should be completed within one year of the adoption of the Plan. See "Economic Development" for a map of the study area. See policies ED1-1 and H3-2.
- LU2-2. Maintain the existing zoning classifications for the area considering the following special features:
 - a) Develop an ordinance regulating development of properties near or in ravines. See policy PO3-2.
 - b) Inventory and then vacate and dispose of surplus public alleys.
 - c) Consider an ordinance pertaining to architectural preservation/conservation or a historic district designation.
- LU2-3. Review the creation of, and subsequent rezoning to, a public use zoning classification where appropriate.
- LU2-4. Retain, and expand as possible, the open space buffer areas along Sheridan Road, outside of the Central Business District.
- LU2-5. As a general policy, retain existing public rights-of-way throughout the Village. Inventory and categorize existing Village rights-of-way. Develop a process, standards and criteria for identifying rights-of-way which, if vacated, sold or otherwise disposed of, would not adversely impact the character of the Village.

Objective - Land Use Area 3

- LU3. A) Preserve the unique residential character of the area.
- B) Encourage rehabilitation and control redevelopment in an orderly manner compatible with neighboring properties.



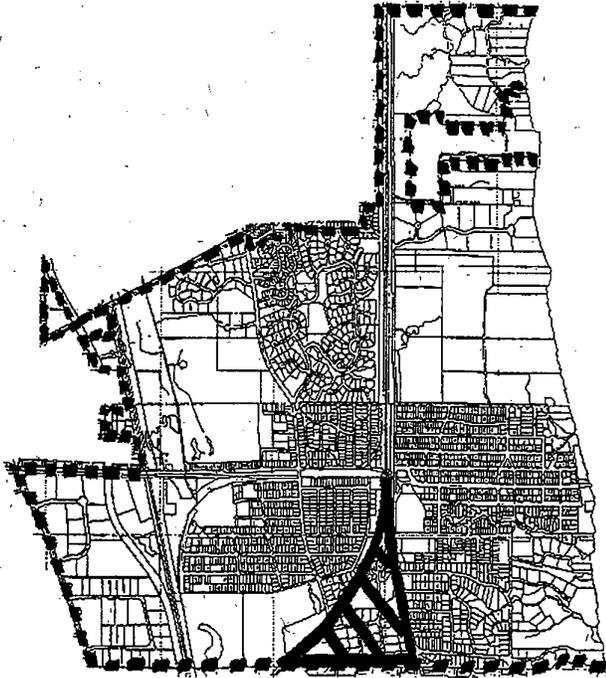
East of Sheridan Road, south of East Sheridan Place and south of Ravine Avenue.

Policies - Land Use Area 3

- LU3-1. Maintain the existing zoning classifications for the area considering the following special features:
- a) Develop an ordinance regulating development of properties near or in ravines. *See policy PO3-2.*
 - b) Inventory and then vacate and dispose of surplus public alleys.
 - c) Consider an ordinance pertaining to architectural preservation/conservation or historic district designation.
- LU3-2. Ensure that the development and redevelopment of the properties east of Moffett Road occurs in a manner that is compatible with neighboring land uses, through:
- a) Restricting curb cuts to encourage cul-de-sac development.
 - b) Encouraging natural buffers along Moffett Road. *See policy AD2-3.*
- LU3-3. Retain the public open space buffer areas adjacent to Sheridan Road.
- LU3-4. As a general policy, retain existing public rights-of-way throughout the Village. Inventory and categorize existing Village rights-of-way. Develop a process, standards and criteria for identifying rights-of-way which, if vacated, sold or otherwise disposed of, would not adversely impact the character of the Village.

Objective - Land Use Area 4

LU4. Promote orderly residential development of the area in a manner compatible with neighboring properties.



West of Sheridan Road, south/southeast of the Union Pacific freight line spur.

Policies - Land Use Area 4

LU4-1. Maintain the existing zoning classifications, with the exception of the rezoning of the area indicated as R-1, to an E-2 zoning district.

LU4-2. Enhance pedestrian access to adjacent areas of the Village through the following:

- a) Pursue conversion of the Union Pacific freight line spur to a pedestrian and bike path. See policy TR1-2.
- b) Pursue installation of pedestrian bridges over the Union Pacific Railroad freight line spur from Mawman Park to Artesian Park with access to the North Shore Bike Path. See policy TR1-3.

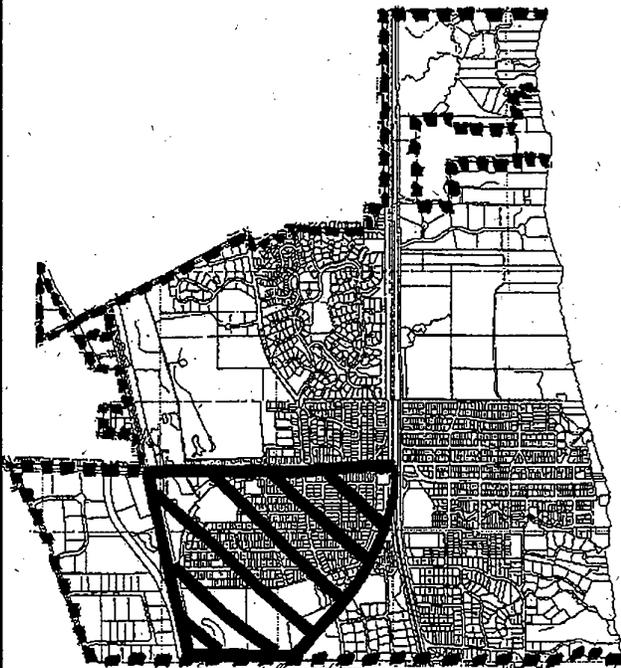
LU4-3. When a change in use is proposed, redevelop the Bath and Tennis Club property in a manner consistent with the neighboring residential uses.

LU4-4. Retain the public open space buffer areas adjacent to Sheridan Road.

LU4-5. As a general policy, retain existing public rights-of-way throughout the Village. Inventory and categorize existing Village rights-of-way. Develop a process, standards and criteria for identifying rights-of-way which, if vacated, sold or otherwise disposed of, would not adversely impact the character of the Village.

Objectives - Land Use Area 5

- LU5. A) Preserve the unique residential character of the area.
- B) Encourage rehabilitation and control redevelopment in an orderly manner compatible with neighboring properties.
- C) Designate a portion of Village owned property for park use in cooperation with the Lake Bluff Park District.



West and north of the Union Pacific freight line spur, south of Route 176 and east of the Union Pacific freight line.

Policies - Land Use Area 5

- LU5-1. Maintain the undeveloped property east of JAWA and south of Route 176, which is largely owned by the Village, as open space. Consider portions of the property for future development; first, for a park to service the areas west of Green Bay Road and south of Route 176 if an alternate park site to the south cannot be found, and second, for relatively low density, lower cost (as compared with the Armour Woods Development), multifamily housing if a sufficient number of such housing units cannot be located elsewhere in the Village. *See policy AD2-5.*
- LU5-2. Minimize the expansion of institutional uses (JAWA) to the extent practical, recognizing the importance of JAWA to the Village.
- LU5-3. When a change in use is proposed, consider redevelopment of the Harrison Conference Center and the private estate to the south in a manner that serves as a compatible transition between the R-2 area to the north, and the E-2 area to the south. Require the dedication of land for public access to the open space to the west.
- LU5-4. Consider the property south of Route 176, west of JAWA, east of the Union Pacific railroad as part of a Special Study Area. *See "Economic Development" for a map of the Special Study Area and see policies LU9-1, AD2-3, ED2-1, TR3-2, and PS5-6.*
- LU5-5. Improve public access to the area's open space.

LU5 Continued.

LU5-6. Implement fiscally responsible options, either in conjunction with the Lake Bluff Park District or independently, to gain site control or ownership of the Lake County Forest Preserve property west of the Harrison House Conference Center for open space or park use. *See policy POI-3.*

LU5-7. Enhance pedestrian access to adjacent areas through the following:

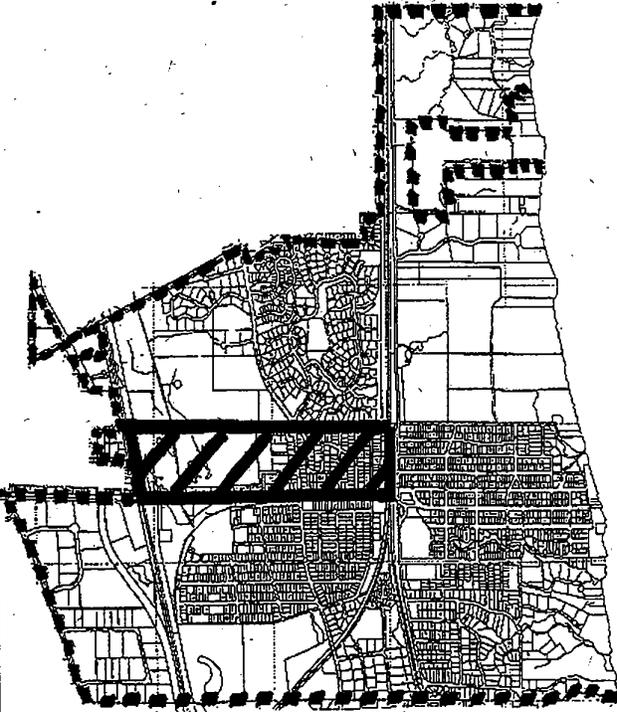
- a) Pursue installation of a non-grade pedestrian crossing of Route 176 near Green Bay Road to provide improved safety for access to Blair Park. *See policy TRI-4.*
- b) Support the construction/installation of the pedestrian/bike path adjacent the Union Pacific freight line connecting the North Shore Bike Path adjacent Route 176 south to the City of Lake Forest. *See policy TRI-5.*

LU5-8. Study the use of an appropriately sized parcel south of JAWA and west of E. Sheridan Place for park use, to include ball fields. *See PO4-2.*

LU5-9. As a general policy, retain existing public rights-of-way throughout the Village. Inventory and categorize existing Village rights-of-way. Develop a process, standards and criteria for identifying rights-of-way which, if vacated, sold or otherwise disposed of, would not adversely impact the character of the Village.

Objectives - Land Use Area 6

- LU6. A) Preserve the unique residential character of the area.
- B) Encourage rehabilitation and control redevelopment in an orderly manner compatible with neighboring properties.
- C) Maintain recreational and municipal uses.



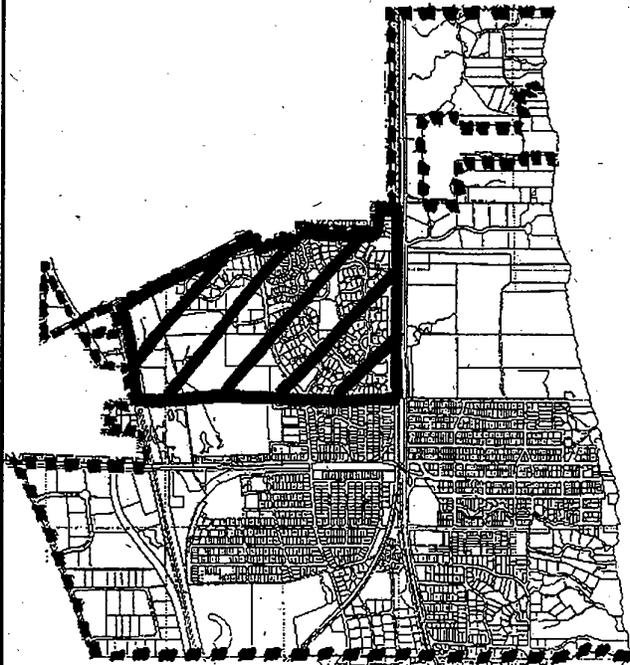
West of the Union Pacific commuter line, north of Route 176, south of West Blodgett Avenue if extended west, and east of the Union Pacific freight line.

Policies - Land Use Area 6

- LU6-1. Maintain existing zoning classifications except with respect to the creation of, and subsequent rezoning to, a public use zoning classification where appropriate.
- LU6-2. Purchase, or assist the Park District in obtaining for recreational purposes, the remaining single family houses north of Route 176 and adjacent Eva Terrace.
- LU6-3. Consolidate parcels occupied by the Public Works Facility and the lots along Route 176 minimizing the number of lots so as to reflect the current and future use of the property.
- LU6-4. Pursue installation of a non-grade pedestrian crossing of Route 176 near Green Bay Road to provide safe access to Blair Park. *See policy TR1-4 and LU5-7.*
- LU6-5. If approved by the residents of the Village through a referendum, a community center/museum, as currently (1997) proposed by the Park District, should be located in the Blair Park area. Vehicular and pedestrian access should be examined. *See policy PO4-4.*
- LU6-6. As a general policy, retain existing public rights-of-way throughout the Village. Inventory and categorize existing Village rights-of-way. Develop a process, standards and criteria for identifying rights-of-way which, if vacated, sold or otherwise disposed of, would not adversely impact the character of the Village.

Objectives - Land Use Area 7

- LU7. A) Preserve the unique residential character of the area.
- B) Encourage rehabilitation and control redevelopment in an orderly manner compatible with neighboring properties.
- C) Maintain recreational and municipal uses.



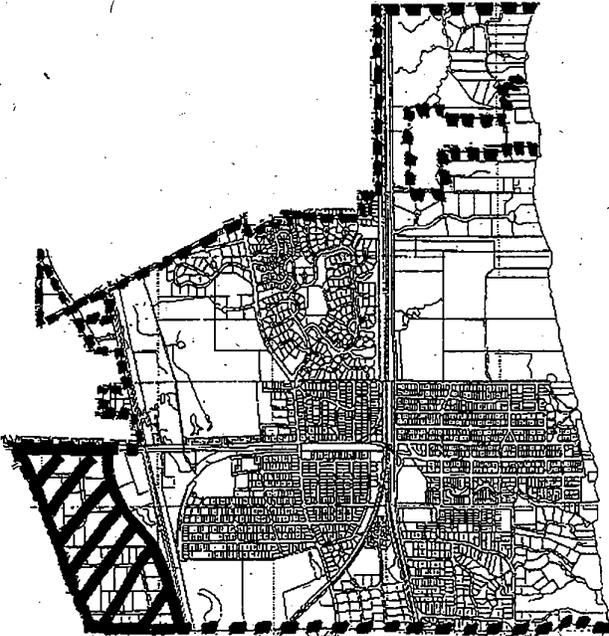
West of the Union Pacific commuter line, north of Blodgett Avenue if extended west, east of the Union Pacific freight line.

Policies - Land Use Area 7

- LU7-1. Maintain existing zoning classifications for the area with the exception of LU7-3 and LU7-4.
- LU7-2. Preserve the former Armour House within the Tangley Oaks subdivision. Consider a historic designation and ensure an intensity and nature of use which is compatible with the surrounding residential area.
- LU7-3. Consider redevelopment of the private property west of Green Bay Rd, east of the golf course, north of Central School and south of Thorn Valley as a higher density Planned Residential Development, evaluating the possibility for empty nester housing similar to Armour Woods. *See policy AD2-6.*
- LU7-4. Develop the area north of Thorn Valley and south of the Belle Foret subdivision in a manner that is consistent with Belle Foret.
- LU7-5. As a general policy, retain existing public rights-of-way throughout the Village. Inventory and categorize existing Village rights-of-way. Develop a process, standards and criteria for identifying rights-of-way which, if vacated, sold or otherwise disposed of, would not adversely impact the character of the Village.

Objective - Land Use Area 8

LU8. Enhance and maximize economic return to the Village in a manner compatible with existing uses.



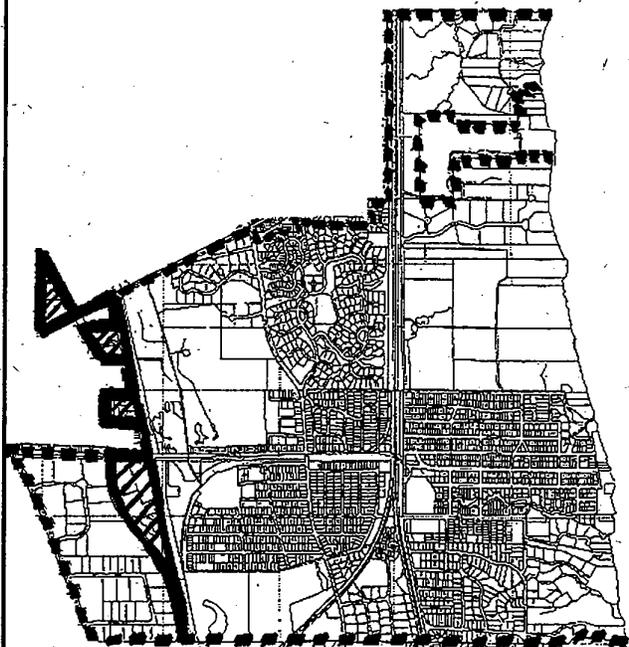
West of Route 41, south of Route 176, east of Route 43.

Policies - Land Use Area 8

- LU8-1. Maintain existing zoning classifications for the area except with reference to the area south of Route 176 and north of Carriage Park Avenue and east of the Carriage Way Shopping Center, to be rezoned to promote an automobile district or other retail development. See policy ED2-2.
- LU8-2. Inventory and control existing uses that pose environmental hazards.
- LU8-3. Maintain the appearance, setback requirements and controls regulating development in the area.
- LU8-4. As a general policy, retain existing public rights-of-way throughout the Village. Inventory and categorize existing Village rights-of-way. Develop a process, standards and criteria for identifying rights-of-way which, if vacated, sold or otherwise disposed of, would not adversely impact the character of the Village.

Objective - Land Use Area 9

LU9. Seek coordinated redevelopment of the area focusing on revenue generating retail and commercial uses.



Intersection of Routes 176 and 41 including the areas east and west of Route 41 and north of Route 176 and the property east of Route 41 south of Route 176 and west of the Union Pacific freight line.

Policies - Land Use Area 9

- LU9-1. Consider the entire area as a Special Study Area. The future land use map reflects a retail classification of the area. The Special Study should address maximizing retail/commercial land uses. A comprehensive traffic study is recommended. See "*Economic Development*" for a map of the study area and see policies LU5-4, AD1-4, AD2-8, ED2-1, TR3-2, and PS5-6.
- LU9-2. Aggressively pursue improvement of the Route 41/Route 176 interchange with the Illinois Department of Transportation and the Lake County Department of Transportation. See policy PS5-6.
- LU9-3. As a general policy, retain existing public rights-of-way throughout the Village. Inventory and categorize existing Village rights-of-way. Develop a process, standards and criteria for identifying rights-of-way which, if vacated, sold or otherwise disposed of, would not adversely impact the character of the Village.



Future Land Use Map

