

EXHIBIT B2

JUN 11 1998

VILLAGE OF LAKE BLUFF

THE CBD PLAN:

Phase Two of the Lake Bluff CBD Planning Study

Prepared for
The Village of Lake Bluff
June, 1998

**TESKA
ASSOCIATES
INC.**

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EXECUTIVE SUMMARY

Lake Bluff residents have long supported and taken pride in their modestly scaled, pedestrian friendly central business district (CBD), developed in harmony with surrounding residential neighborhoods. In 1997 the Village Board adopted a Comprehensive Plan for the entire village endorsing CBD revitalization, and commissioned Teska Associates, Inc. to study CBD "Possibilities". In March, 1998 the Village Board endorsed the concept of a traditional CBD embodying a balanced mixture of retail, office and service, civic, and residential uses, and commissioned TAI to prepare a detailed CBD Plan and Implementation Strategy reflecting this concept. This report completes that assignment.

Overall goals of the CBD Plan are:

- ▶ **Opportunities for local residents** - shopping, services, employment, and business development;
- ▶ **Economic vitality** - productivity, financial performance, and fiscal health;
- ▶ **Sense of place** - an attractive and memorable visual image;
- ▶ **Spirit of community** - that which brings people together;
- ▶ **Residential harmony** - appealing living environments within and/or adjacent to the business district.

The Generalized Land Use concept incorporates a primary concentration of retail, service and office uses located in a compact, mixed-use corridor along Scranton Avenue between Sheridan Road and Oak Avenue, and along Sheridan Road between Scranton Avenue and North Avenue. The Village Green and other open spaces, especially along Sheridan Road, are key elements of the CBD and its gateways. A substantial increase in public parking is recommended by converting some underutilized commuter parking spaces to CBD use, and by creating four new parking lots.

Significant opportunities exist for private redevelopment projects at the east and west ends of the Scranton Avenue business corridor, each acting as a mixed-use (business and residential) anchor for the main pedestrian, shopping street. Underground parking is encouraged in these projects. In addition, it is recommended that the block bounded by Scranton Avenue, Oak Avenue and Center Avenue be more creatively rehabilitated with additional businesses and pedestrianways on the interior, as well as along the street frontages.

Recommended guidelines for site design, building architecture, streetscape, and public open spaces strongly endorse the visual character of an early 20th century small town with its Village Green and "Main Street." However, they are also intended to permit reasonable flexibility and discretion so as to encourage revitalization, not stifle it.

Gateways to the CBD from all four cardinal directions are to be enhanced. It is further recommended that the established streetscape character, including historic light fixtures, be extended to additional block faces, and that "art in public places" becomes a common element so as to make the Lake Bluff CBD an "outdoor gallery".

Numerous zoning recommendations, including increased maximum height from 25 to 34 feet in the B-1 District and a new "Planned Mixed-use Development District," are intended to increase private investment interest, yet protect the CBD character by requiring design review.

As in all successful CBD revitalization efforts, a dedicated public-private partnership is recommended. In the foreseeable future, Village government should continue to exert leadership, with the Economic Development Committee and a new "CBD Steering Committee" playing important roles. A new Merchants Association and the Lake Forest/Lake Bluff Chamber of Commerce will be integral to many revitalization strategies and actions, especially marketing. In the final analysis, voluntary action by property owners, businesses, civic organizations, and the residents of Lake Bluff will be the key ingredient of ultimate success.

Revitalization requires a proactive, not a reactive, strategy. The community as a whole must dedicate itself to this effort, because the community as a whole will be the beneficiary. The Lake Bluff legacy suggests that nothing less will be sufficient.

INTRODUCTION

The Lake Bluff Village Green and the commercial building at 20 E. Scranton (circa. 1885), currently occupied by the Village Market, are key legacies of the earliest years in the subdivision and settlement of Lake Bluff. Ambitious plans of the 1920s for the Central Business District never materialized due to the Great Depression. Nevertheless, Lake Bluff residents over the years have supported the development of a modestly scaled and pedestrian friendly CBD in harmony with surrounding residential neighborhoods, deserving of community pride.

In recent years the Lake Bluff CBD has experienced the loss of several anchor retail stores and the expansion of financial institutions and offices. Like CBDs in other municipalities, transition is underway based solely on market trends. Today, the CBD hosts 30 businesses totaling approximately 40,000 square feet of floor space. Another 40,000 square feet of floor space is occupied by civic uses, and over 5,000 square feet are vacant.

In response to these and other trends, the Village Board approved a CBD Boundary and Planning Framework in 1996 and a Comprehensive Plan for the Village in 1997. Pursuant to goals and objectives articulated in those documents, the Board engaged Teska Associates, Inc. in 1997 to prepare a Phase 1 Study of the CBD to evaluate existing conditions and trends, and to identify possible development options, including most appropriate uses for the CBD.* Utilizing the findings of this study, the Village Board endorsed the option of a traditional CBD embodying a balanced mixture of retail, office and service, civic, and residential uses. Under this option, growth will result from more effective use of land area and from limited vertical expansion, with very little horizontal expansion of the CBD so as to preserve existing residential neighborhoods.

Committed to revitalization of the CBD, the Village Board acted immediately thereafter to engage Teska Associates, Inc. again to undertake Phase 2, preparation of a Comprehensive (Master) Plan for the CBD and a Strategic Plan for its implementation. This document completes that assignment.

Credit is due the Lake Bluff Economic Development Committee, the Lake Forest and Lake Bluff Chamber of Commerce, the Lake Bluff Library and Vliet Center, and many property owners, business persons, and residents who have participated in public meetings and personal interviews to provide substantive inputs to this planning process.

* Teska Associates, Inc., Possibilities: Phase One of the Lake Bluff CBD Planning Study, January, 1998.

OVERALL GOALS

One fundamental village-wide goal of the 1997 Lake Bluff Comprehensive Plan is:

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

The 1997 Comprehensive Plan also incorporates a more specific recommendation for the Central Business District:

Develop the Central Business District primarily as a resident service center critical to maintaining the character and identity of the Village.

This 1998 CBD Plan complements the 1997 Comprehensive Plan and sets forth five additional goals for the CBD, against which future success should be evaluated:

- ▶ **Opportunities for local residents** - shopping, services, employment, and business development;
- ▶ **Economic vitality** - productivity, financial performance, and fiscal health;
- ▶ **Sense of place** - an attractive and memorable visual image;
- ▶ **Spirit of community** - that which brings people together;
- ▶ **Residential harmony** - appealing living environments within and/or adjacent to the business district.

LAND USE

Generalized Land Use

The recommended use of land in the area designated as the Central Business District by the Village Board is illustrated in Figure 1. The primary concentration of retail, service and office uses is located in a compact, mixed-use corridor along Scranton Avenue between Sheridan Road and Oak Avenue, and along Sheridan Road between Scranton Avenue and North Avenue. The ground level should be reserved for customer-oriented business uses, with general offices and residences located on upper stories.

In order to provide additional business opportunities, the north side of Scranton Avenue east of Oak Avenue is designated for an existing financial institution, and existing multi-family residences on North Avenue west of Maple Avenue and on Center Avenue west of Oak Avenue could be converted to office use.

Existing civic uses to remain or expand include the Village Hall, the Public Safety Building, the U.S. Post Office, the Public Library, the Montessori School, and the Metra Station. Currently, the Village is in the process of acquiring a former residence devoted to business use east of the Library to accommodate certain Library facilities and the Vliet Center with its historical records of community development.

Open spaces are a key element of the CBD, the most important of which is the Village Green. The open space corridor paralleling Sheridan Road is also an asset, providing for leisure activities and visual enhancement of the community and the CBD. A small new park is recommended at the southeast corner of North Avenue and Walnut Avenue.

Existing off-street public parking facilities are located in immediate proximity to the Metra Station and railroad right-of-way. Four new public parking lots are recommended within the CBD.

The balance of the land area within the CBD should be designated for single-family and multi-family residences. Additional multi-family residences above business uses on Scranton Avenue are encouraged to provide a stronger market for CBD businesses and to provide 18-hour per day activity within the CBD. Bed and breakfast accommodations should also be permitted in and near the CBD.

The following section translates general land use recommendations into an evaluation of development potentials for each of the three primary business blocks within the CBD.



LEGEND

- | | | | |
|---|------------------------------------|---|-------------------------|
|  | Business |  | Single Family Residence |
|  | Business with Residence Above |  | Public Open Space |
|  | Multi-Family Residence |  | Civic |
|  | Multi-Family Residences or Offices |  | Public Parking Lots |
|  | Single Family Residence | | |

FIGURE 1
LAND USE PLAN
DOWNTOWN LAKE BLUFF

0 100 200 300



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Development Potentials

BLOCK ONE

Existing Conditions

This block is characterized by business uses along Scranton Avenue and Sheridan Road, and residential uses along North Avenue. Two buildings have been identified as architecturally significant: the original Village Market building, and the former gas station at 621 Sheridan Road. The latter building is vacant, as is another gas station at Sheridan and Scranton. A vacant site, owned by the Village, is located directly west of the Village Market. In general, this block offers an excellent opportunity for new development to anchor the west end of the business district.

Proposed Land Uses

Specialty retail and service shops, eating places, financial institutions, offices, and multi-family residences are appropriate uses. If a pharmacy and/or hardware store are feasible in the CBD, this would be the best location. This is also an excellent location for a full service restaurant which could take advantage of parking west of Sheridan Road in the evening.

Site Design

Ground floor uses fronting on Scranton Avenue and Sheridan Road should be restricted to pedestrian-oriented retail shops, services, and eating places (Figure 2). Offices and residences should be located on upper floors. Existing single-family attached residences on North Avenue may remain residential or may be converted into offices. If redeveloped, this property should be utilized for multi-family residences or offices, or a combination of both. Parking to serve these uses should be located underground, behind buildings, or in the public parking facility west of Sheridan Road. In addition, a new public parking lot might be provided at the northeast corner of this block. Vehicular access to parking and service areas should be from North and Walnut Avenues only. Continuous business facades and pedestrian facilities should be located along Scranton Avenue and Sheridan Road at or near the property line. Conversely, landscaped front yards no less than twenty feet wide should be preserved along North Avenue. Interior pedestrian connections between uses within the block should be encouraged.

It may be necessary to relocate the former gas station at 621 Sheridan Road if it is to be preserved.

Building Design

New buildings should be no less than two stories and no more than three stories (34 feet maximum) in height. Architectural styles should be respectful of the Lake Bluff train station, the Village Market, and residences on North Avenue. Coordinated, mixed-use building design and construction is encouraged, but the exterior of buildings should be

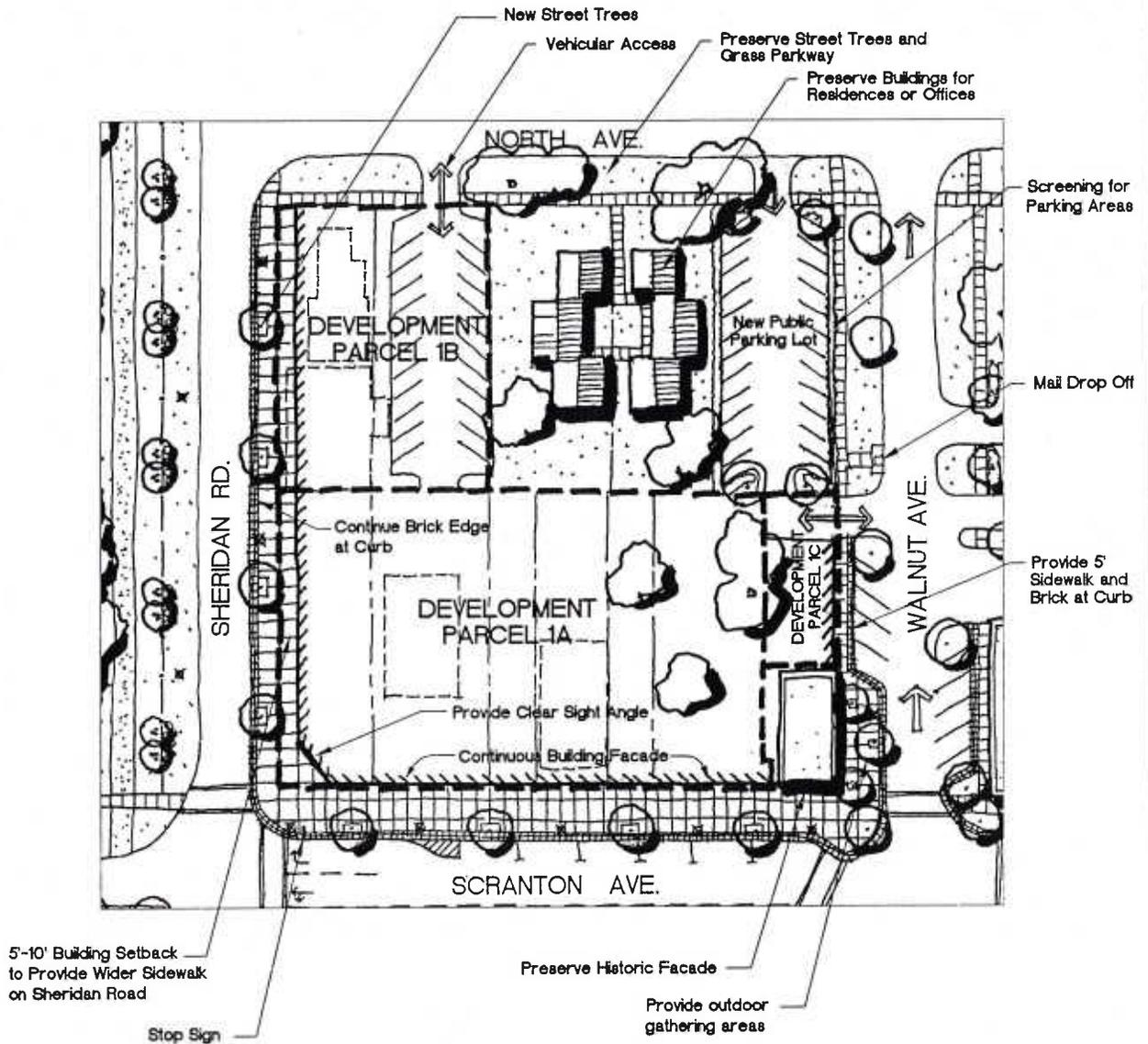


FIGURE 2
BLOCK ONE
DEVELOPMENT POTENTIALS
DOWNTOWN LAKE BLUFF



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articulated to reduce the impact of building mass and appear as several smaller buildings. Traditional red brick or stucco and half-timbers (North Shore style) are preferred, as are coordinated windows and awnings.

Streetscape

The streetscape character which exists along Scranton Avenue between Walnut and Oak Avenues should be extended to Sheridan Road and to North Avenue. Along North Avenue a grass parkway with street trees between the curb and the sidewalk should be maintained.

BLOCK TWO

Existing Conditions

This block is characterized by the U.S. Post Office and business uses fronting on Scranton Avenue and residential uses fronting on North Avenue. In recent years ground level retail uses have succumbed to office uses. Buildings along Scranton Avenue are basically contemporary in style. One story buildings at the east end of the block represent an underutilization of this strategic location. One residence at 105 East North Avenue has been identified as being of architectural significance. Portions of this block offer development potentials.

Proposed Land Uses

A compatible mixture of specialty retail and service shops, small eating places, financial institutions, offices, and multi-family residences is appropriate for this block.

Site Design

To the extent possible over time, the ground floor of all buildings along Scranton Avenue should be occupied by pedestrian-oriented retail and service uses, and eating places (Figure 3). Offices and residences should occupy upper floors. A new mixed-use development of properties at the east end of the block is recommended to anchor the business district at this key location. The development may extend all the way to North Avenue. However, uses fronting on North Avenue should be residential, and a landscaped front yard no less than twenty feet wide should be provided. Buildings along Scranton Avenue should abut the sidewalk, echoing their neighbors across the street. At the northwest corner of this block one parcel should be acquired by the Village for a small park and limited public parking.

It may be necessary to relocate the historic residence at 105 East North Avenue if it is to be preserved.

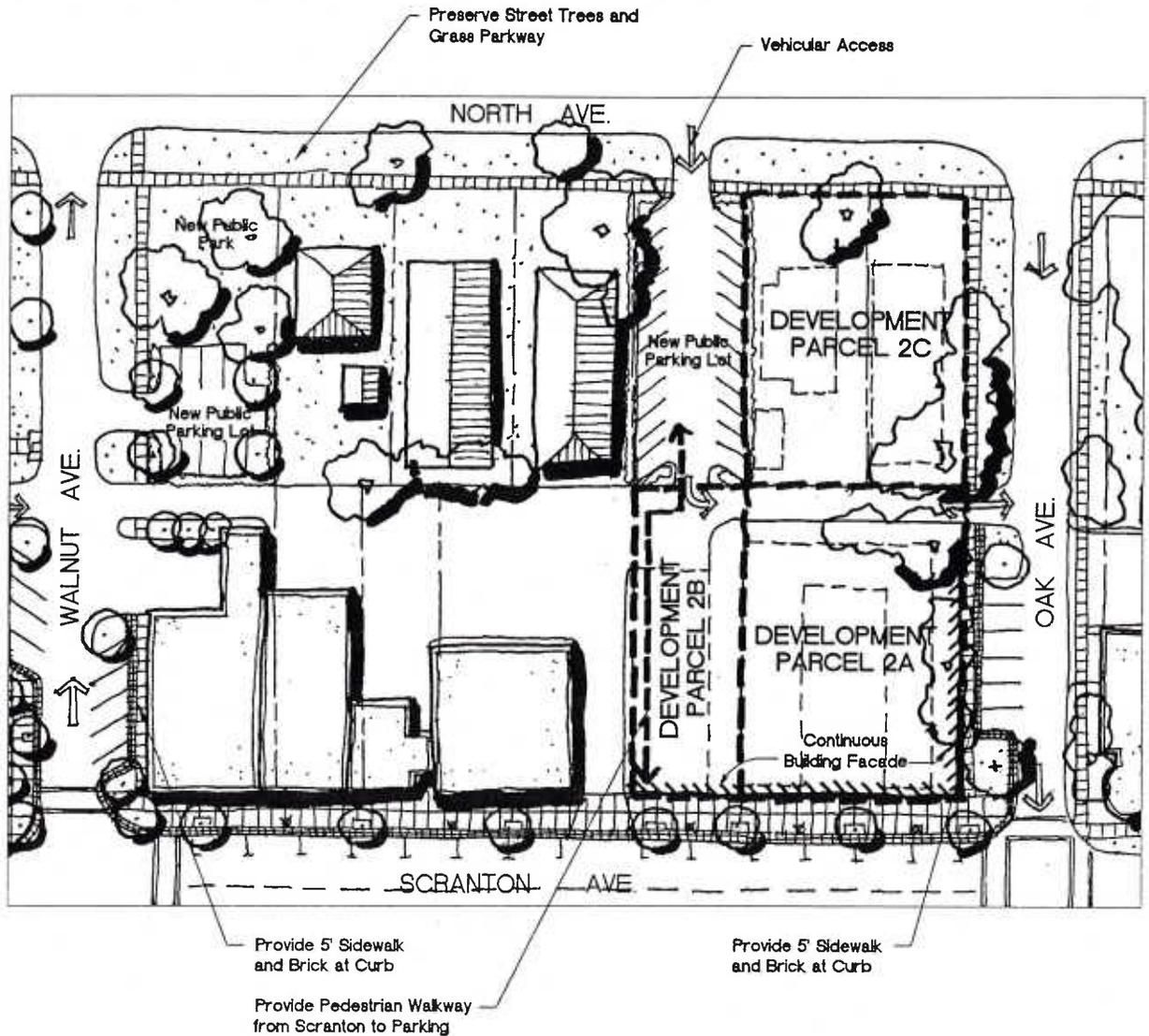
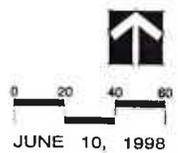


FIGURE 3
BLOCK TWO
DEVELOPMENT POTENTIALS
DOWNTOWN LAKE BLUFF



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Vehicular access to this block for parking and service should be from Walnut and Oak. Limited access to parking may be provided from North Avenue. Pedestrian connections between buildings within the block should be encouraged.

Building Design

New buildings should be no less than two stories nor more than three stories (34 feet maximum) in height. New buildings located on Scranton Avenue should be designed to reflect the style of 103-113 Scranton across the street. Especially important are active, lighted display windows. Coordinated, mixed-use building design and construction is encouraged, but the exterior of buildings should be articulated to reduce the impact of building mass.

Streetscape Design

The established streetscape character along the western two-thirds of Scranton Avenue should be extended to Oak Street and around the corner to mid-block.

Similarly, the established landscaped parkway with street trees along North Avenue should be maintained, and parking in the parkway or in front yards should be prohibited.

A public sidewalk should be reconstructed on the west side of Oak Street.

BLOCK THREE

Existing Conditions

Properties along Scranton Avenue are occupied by businesses on the ground floor and by offices or residences on the second floor. Behind these buildings are parking lots, service courts, and garages and storage sheds. The restored Village Hall is located on Center Avenue, as is a multi-family residential structure.

Proposed Uses

Specialty retail shops and services, small eating places, financial institutions, offices, multi-family residences and the Village Hall continue to be appropriate uses for this block.

Site Design

Ground floor spaces along Scranton Avenue should be occupied by pedestrian-oriented retail and service businesses and eating places (Figure 4). Offices and residences should be located on upper floors. The building at the southeast corner of this block may remain residential or may be converted into office use.

The interior of the block and the rear of buildings should be designed to provide more ground level businesses and pedestrian connections, as has been accomplished in Lake Forest's Market Square. Vehicular access to parking and service areas should be from Center and Oak Avenues and not from Scranton Avenue.

Building Design

New buildings should be no less than two stories and no more than three stories (34 feet maximum) in height. They should be compatible in style with 103-113 Scranton or 28-30 Center Avenue.

Streetscape Design

Streetscape along Scranton should be maintained and extended along Oak Avenue, where a sidewalk should be restored. Streetscape along Center Avenue, including the grass parkway should be maintained. In addition, compatible streetscape features would be extended to the interior of the block. The pergola and fence located on Scranton Avenue should be replaced by a more suitable landscape feature or a new building.

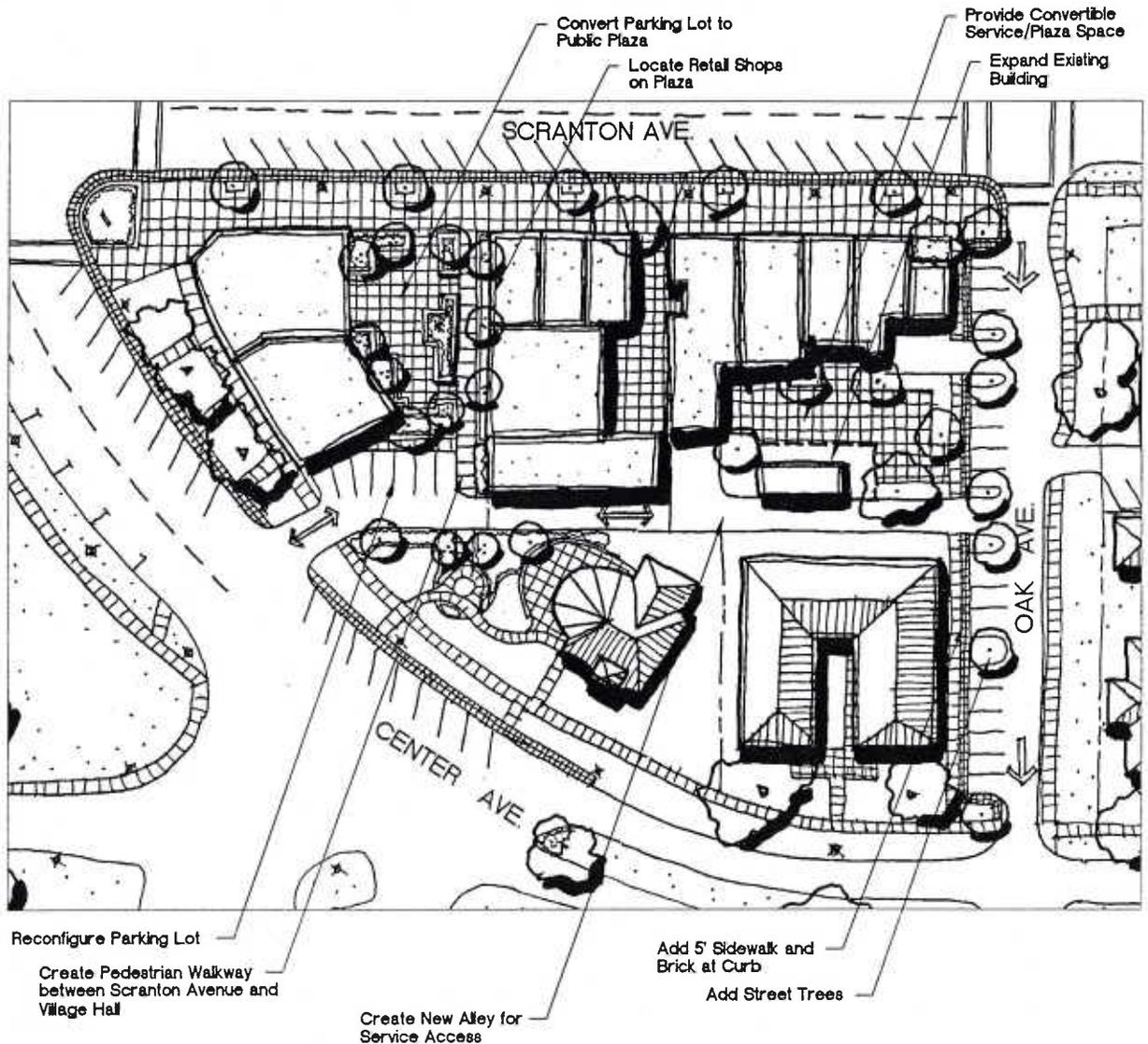


FIGURE 4
BLOCK THREE
DEVELOPMENT POTENTIALS
DOWNTOWN LAKE BLUFF

TRANSPORTATION

Access and Circulation

The Lake Bluff CBD enjoys multi-modal access. First and foremost, convenient pedestrian access is available to most residents east of Green Bay Road. In addition, the North Shore Bike Path (east-west) and the McClory Bike Path (north-south) provide another attractive system of access, especially for youth and recreational bikers.

The Metra Station is a key feature in the Lake Bluff CBD. Although it primarily provides access to Chicago's Loop and intermediate destinations, it also acts as a magnet to bring commuters into the Lake Bluff CBD. Its capacity to bring employees and visitors to Lake Bluff from other points of origin should not be overlooked.

Primary Arterials serving automotive vehicles are Sheridan Road and Rockland Road (Route 176). East Center Avenue and Evanston Avenue are designated as Collector Streets. All other streets in the CBD can be considered local. Two-way traffic is desirable on all roadways, except Walnut Avenue (one-way north) and Oak Avenue (one-way south) which have a restricted cross-section (Figure 5).

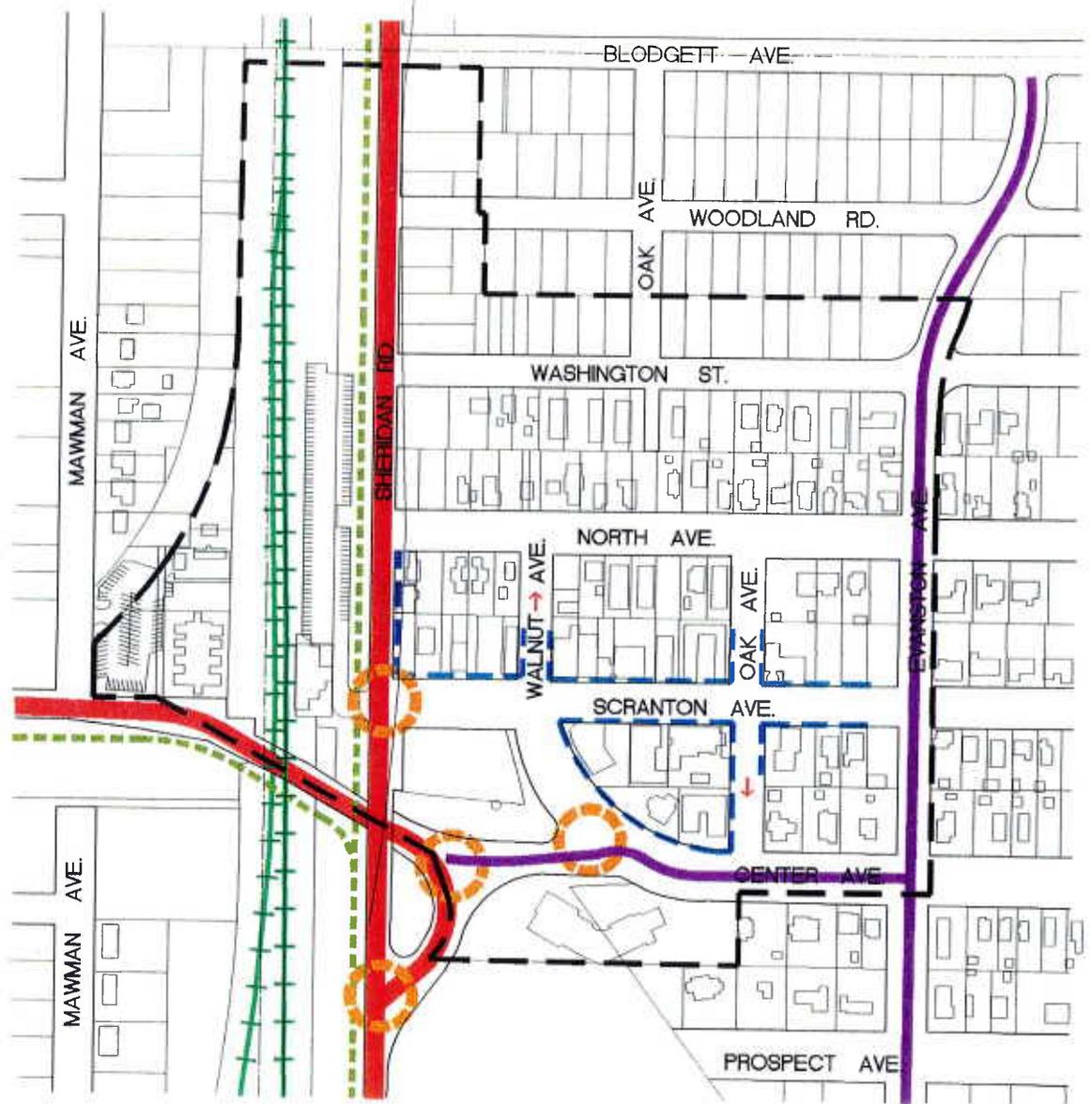
Roadway Improvements

Roadway conditions in several cases are less than desirable and deserve attention. Recommended improvements include:

- ▶ Improved shoulders, resurfacing, striping, signage and lighting of Sheridan Road;
- ▶ Improvements to the underpasses and roadways connecting Sheridan Road, Rockland Road, and Center Avenue, including geometrics, shoulders, striping, signage and lighting;
- ▶ Redesign and reconstruction of Walnut Avenue and Oak Avenue to provide for pedestrian sidewalks, landscaping, on-street parking, and one-way traffic.
- ▶ Enhanced striping of intersections, pedestrian crosswalks and parking spaces to articulate appropriate uses of roadways, enhance safety, and improve overall appearance.

Parking

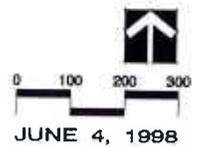
The Village currently manages commuter parking lots on the east and west sides of the Metra Station and railroad tracks, in which 182 parking spaces are available to commuters. However, many spaces in the east lot, especially the most northerly spaces, are seldom if



LEGEND

-  Arterial
-  Collector Street
-  Intersection Improvements
-  Bikeway
-  Primary Pedestrian Ways
-  Metra Line
-  One Way Street

FIGURE 5
CIRCULATION PLAN
DOWNTOWN LAKE BLUFF



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ever utilized. In part, this is due to the recent inauguration of Metra service on the Wisconsin Central line further west in Lake County and the reduced demand from commuters who live in communities closer to that line. This excess of supply can be well utilized by Lake Bluff CBD parkers. It is recommended, therefore, that approximately forty parking spaces along the eastern edge of this lot closest to Sheridan Road be reserved for CBD parkers (Figure 6). Approximately one half might be reserved for long-term employee parking by permit on weekdays; the other one-half would be available to the public for short-term (2-hour maximum) parking on weekdays. The 2-hour restriction should not be applicable during the evening or on weekend days.

Four new public parking lots should be established. The first is located at the southwest corner of North Avenue and Oak Avenue. It can accommodate approximately 24 short-term and long-term parkers. The second is located behind the U.S. Post Office and can accommodate approximately 8 short-term parkers. The third should be located mid-block on the south side of North Avenue and connected to Scranton Avenue businesses by a mid-block pedestrian way. It could accommodate approximately 24 parkers, some short-term and some long-term. The fourth is located east of the new Library and Vliet Center building on Scranton Avenue. It can accommodate approximately 24 short-term and long-term parkers.

The Village also provides 107 on-street parking spaces along Scranton Avenue, Walnut Avenue, Oak Avenue and Center Avenue. Such parking is not permitted on Sheridan Road nor on residential streets. Two of these spaces are restricted to 10 minutes, 30 are restricted to 30 minutes, 64 are restricted to one hour, and 34 have no limit.

This public parking supply, together with private parking within blocks, satisfies the demand during most business operating hours. However, this supply is not adequate for special events, such as the farmers market and antique fairs, nor on Saturday mornings. Neither will it be adequate when revitalization occurs and some on-site parking is replaced by expanded business and pedestrian facilities (as recommended in the land-use section of this plan), and when Walnut Avenue and Oak Avenue are reconstructed (as recommended in the previous paragraphs of this transportation section).

It is recommended that two parking spaces adjacent to the Village Hall, two parking spaces adjacent to the U.S. Post Office, and two parking spaces adjacent to the Public Library be limited to 10 minutes, and that all other on-street public spaces be limited to one hour. Parking of longer duration should henceforth be located in the public parking lots recommended in this plan or on private property as part of a planned-unit development (preferably underground). These recommendations are conceptual and will need to be refined as experience suggests.

On-street parking restrictions should be enforced fairly and courteously, but on-street parking should remain free.

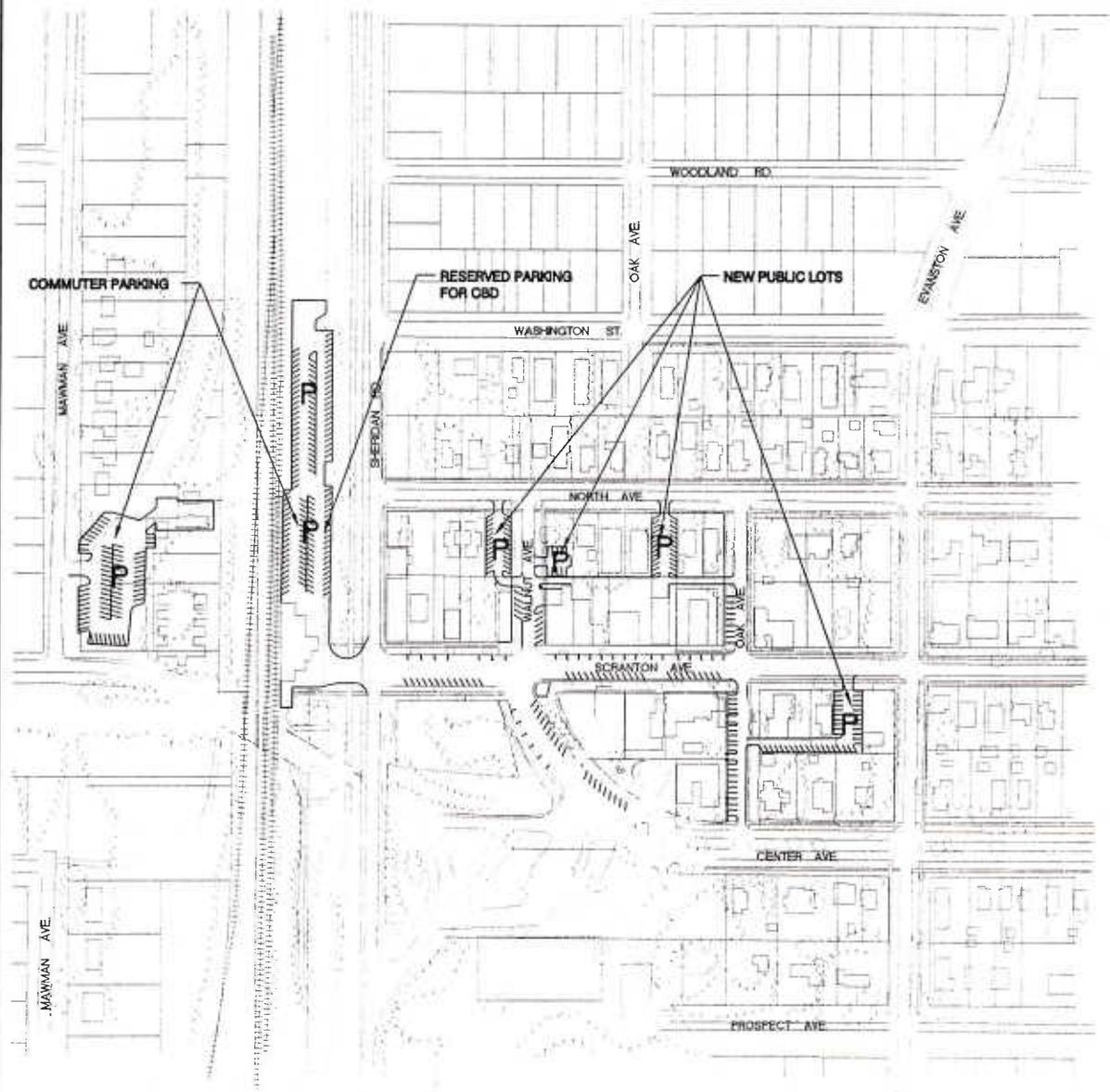
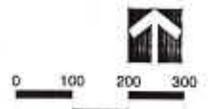


FIGURE 6
PUBLIC PARKING PLAN
DOWNTOWN LAKE BLUFF



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DESIGN GUIDELINES

Because of its modest scale, the Lake Bluff CBD exhibits an intimacy within the community that is unique among suburban business districts. This extraordinary feature should not be sacrificed as a result of revitalization. Rather, it should be the key principle underlying the following recommended design guidelines.

In general, the recommended design concept for the Lake Bluff CBD is that of an early 20th century small town business district focused on a "Main Street", a village green, and a commuter railroad station. The visual character should remain consistent with the traditional "North Shore" suburban image.

Existing buildings and other key physical features of architectural or historic merit should be preserved to the extent feasible and should be the standard with which all new development should be compatible. It is essential that the CBD should exhibit a pedestrian friendly ambiance throughout.

The following guidelines are recommended for site design, building architecture, streetscape, and public open spaces. They are intended to point both public and private decision makers in the appropriate direction, and they may become the basis for municipal design review procedures. However, they are also intended to permit reasonable flexibility and discretion so as to encourage revitalization, not stifle it.

Site Design

1. Individual blocks should be designed as coordinated mixed-use units linked to neighboring blocks visually.
2. All blocks should have sidewalks on all four sides.
3. The ground floor of all buildings facing Scranton Avenue between Sheridan Road and Oak Avenue should be occupied by retail shops, eating places, and other pedestrian oriented businesses.
4. Vehicular access to parking and service areas within blocks should be provided at a limited number of locations and should be prohibited along Scranton Avenue between Sheridan Avenue and Oak Avenue.
5. Off-street parking and service facilities should be integrated into development in such a manner as to have little or no visibility from a public street, or should be appropriately screened from public view.

Buildings

1. The overall size and physical presence of a building should be respectful of its neighbors. It should not overpower them or be dwarfed by them.
2. A variety of compatible architectural styles is acceptable. However, new commercial buildings preferably will respect and reflect the styles established by the Lake Bluff railroad station, 103-113 Scranton Avenue, and 28-30 Center Avenue (Figure 7).
3. Traditional red brick or stucco are the preferred exterior building materials for buildings along Sheridan Road, Scranton Avenue and Center Avenue. Wood siding may be introduced for residential structures on North Avenue and other residential streets.
4. Generally, masonry surfaces should remain unpainted.
5. The organization and design of major elements of a building's facade should reflect the characteristic rhythm of adjacent or surrounding facades in order to create a pleasing composite appearance for an entire block.
6. All facades visible from a public street or open space should be designed in a harmonious manner, not just the front facade.
7. Mechanical equipment and other appurtenances should be screened from view to the extent reasonable.
8. Existing and new construction should be guided by the National Trust for Historic Preservation publication, "The Main Street Architectural Tradition".



TRAIN STATION



VILLAGE MARKET



28 - 30 CENTER AVENUE

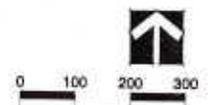


103 - 113 SCRANTON AVENUE



VILLAGE HALL

FIGURE 7
DESIGN ANCHORS
DOWNTOWN LAKE BLUFF



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Streetscape

1. Streets should be designed in a manner that clearly channels vehicular traffic in desired directions, minimizes vehicular conflicts, and enhances pedestrian safety and movement.
2. Entrances/gateways to the Central Business District should be enhanced with appropriate signage and landscaping.
3. The existing streetscape concept of concrete sidewalks, paver bricks between the curb and sidewalk, planting beds, and street trees located along Scranton Avenue between Walnut and Oak Avenues should be extended to Sheridan Road and to portions of side streets.
4. The existing streetscape concept of concrete sidewalk and grass parkway with street trees should be preserved along Center Avenue.
5. Traditional gas light fixtures should be maintained and extended along Scranton Avenue to Evanston Avenue and along side streets between North Avenue and Center Avenue; their light levels should be increased by conversion to an electrical power source.
6. Coordinated accent lighting of display windows and facades along Scranton Avenue and Center Avenue should be encouraged.
7. Public signage, benches, waste receptacles and other fixtures in the public right-of-way should be provided to enhance public convenience, safety, and pleasure, and should be coordinated in their design.
8. Sculpture and other compatible public art forms should be incorporated into the streetscape at appropriate locations.

Public Parks and Open Spaces

1. The Village Green should remain a park-like, multiple-use facility for community gatherings and individual leisure.
2. The gazebo in the Village Green should be maintained and well lighted at night as a focal point of the business district.
3. Landscaped open spaces should abut Sheridan Road throughout the CBD.

PUBLIC PLACES

Public places are an essential and highly visible component of the Lake Bluff CBD. They contribute to the perceived character and image of the community, from the broadest overall collective impact of all places to the most detailed and intimate singular impact of a specific place or feature. In addition, public places contribute significantly to the vitality of the CBD as venues for formal and informal gatherings.

Public places in the Lake Bluff CBD are of four types: gateways; village green; streetscapes; private niches.

The design of public places should exhibit the following principles:

- ▶ A traditional small town/village charm;
- ▶ Simple, strongly reinforced design themes in a generously landscaped environment;
- ▶ A high level of design excellence and craftsmanship.

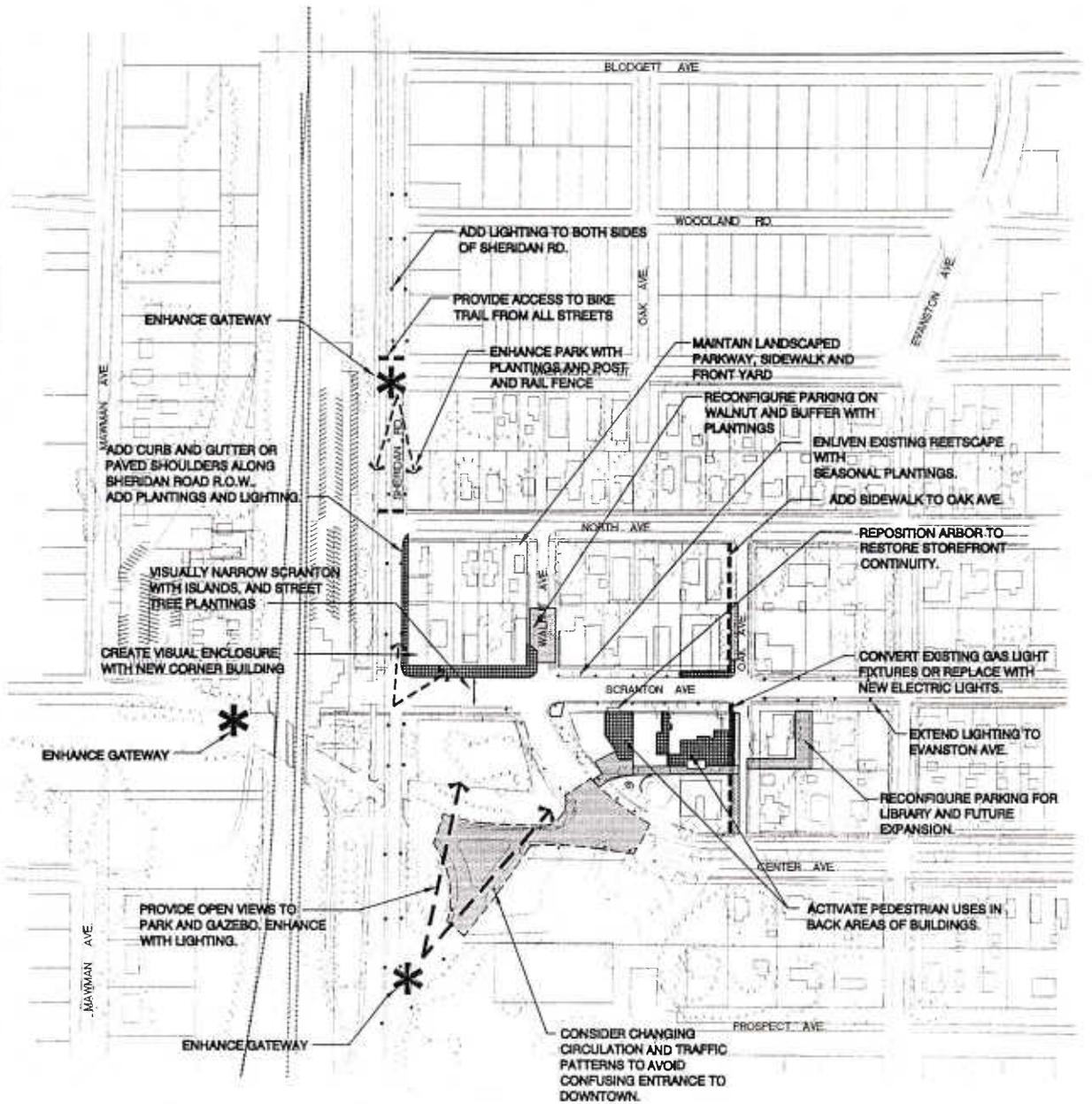
Figure 8 illustrates more specific design objectives for public places.

Gateways

The primary mission of gateways is to welcome and orient the visitor, and to enhance first impressions and expectations. Gateways from each of the four cardinal directions announce one's approach to the CBD.

Approaching the CBD from the north on Sheridan Road, numerous improvements are recommended (Figure 9):

- ▶ Add historic streetlight fixtures to both sides of Sheridan Road from Woodland Road to Scranton Avenue.
- ▶ Repave Sheridan Road; widen with paved shoulders if appropriate; and enhance the roadside with a well maintained grass edge up to the pavement.
- ▶ Post and rail fencing, similar to that which exists on the west side, should be installed on the east side of the sidewalk between Washington Street and North Avenue. Fence lines should be supplemented with landscaping.
- ▶ The public open space between Washington Street and North Avenue should be intensively landscaped in a colorful parklike manner similar to the modestly-scaled Washington Park north of it.



LEGEND

-  DOWNTOWN GATEWAY LOCATIONS
-  KEY VIEW ENHANCEMENTS
-  TRAFFIC, PARKING AND CIRCULATION ISSUES
-  STREETScape ISSUES

FIGURE 8
STREETSCAPE DESIGN OBJECTIVES
DOWNTOWN LAKE BLUFF



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- ▶ A welcome sign should be installed on the west side of Sheridan Road just north of Washington Street; directions to key destinations in the CBD should be included on the sign or on a separate sign south of the welcome sign.
- ▶ Clear directions should be given for traffic destined to Rockland Road and Route 176 to continue south past Scranton Avenue.

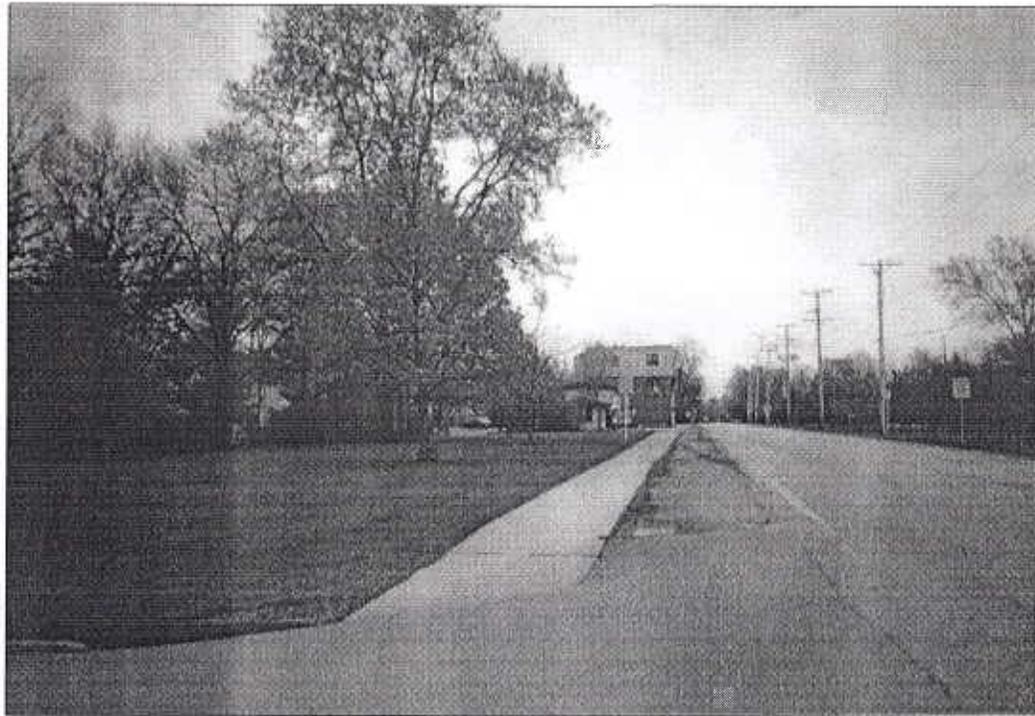
Similarly, the south gateway to the CBD along Sheridan Road should be enhanced to include the following (Figure 10):

- ▶ Repave Sheridan Road from Sheridan Place to Scranton Avenue, include paved shoulders if appropriate; establish clean grass edge up to the pavement.
- ▶ Widen, repave, or reconstruct the roadways connecting from Sheridan Road to Rockland Road and to Center Avenue; establish clean grass edge up to the pavement.
- ▶ Install historic streetlight fixtures, post and rail fences, and new landscaping along Sheridan Road and roads connecting to Rockland Road and Center Avenue.
- ▶ Install welcome sign on the east side of Sheridan Road just north of Sheridan Place; provide directions to key destinations in the CBD on this sign or a separate sign just north of it.
- ▶ Provide clear directions for traffic connecting with Rockland Road and Route 176.
- ▶ Enhance the view of the gazebo in the Village Green as seen by northbound traffic entering the CBD.

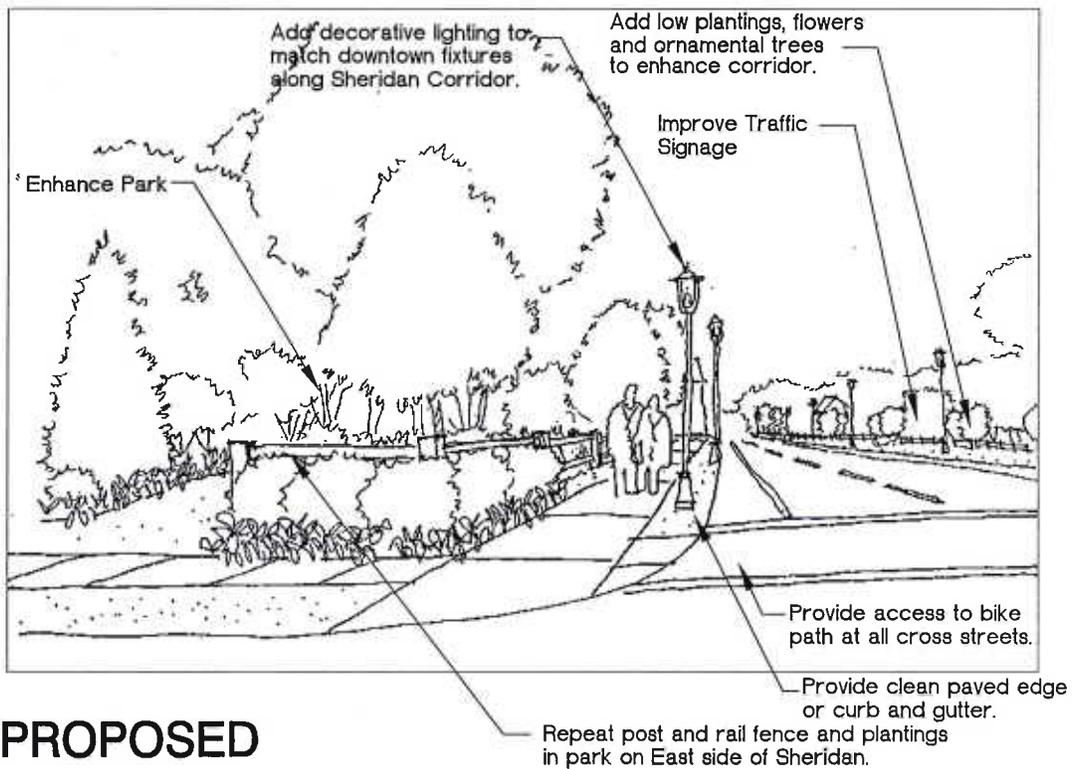
The following improvements are recommended for the west gateway on Rockland Road:

- ▶ Install a welcome sign on the south side of Rockland Road near Mawman Avenue.
- ▶ Paint and light the railroad overpass to enhance appearance and safety.
- ▶ Provide improved signage to key destinations in the CBD and for connection to Sheridan Road.
- ▶ Enhance landscaping in the vicinity of the viaducts.

The following improvements are recommended for the east gateway on Scranton Avenue:



EXISTING

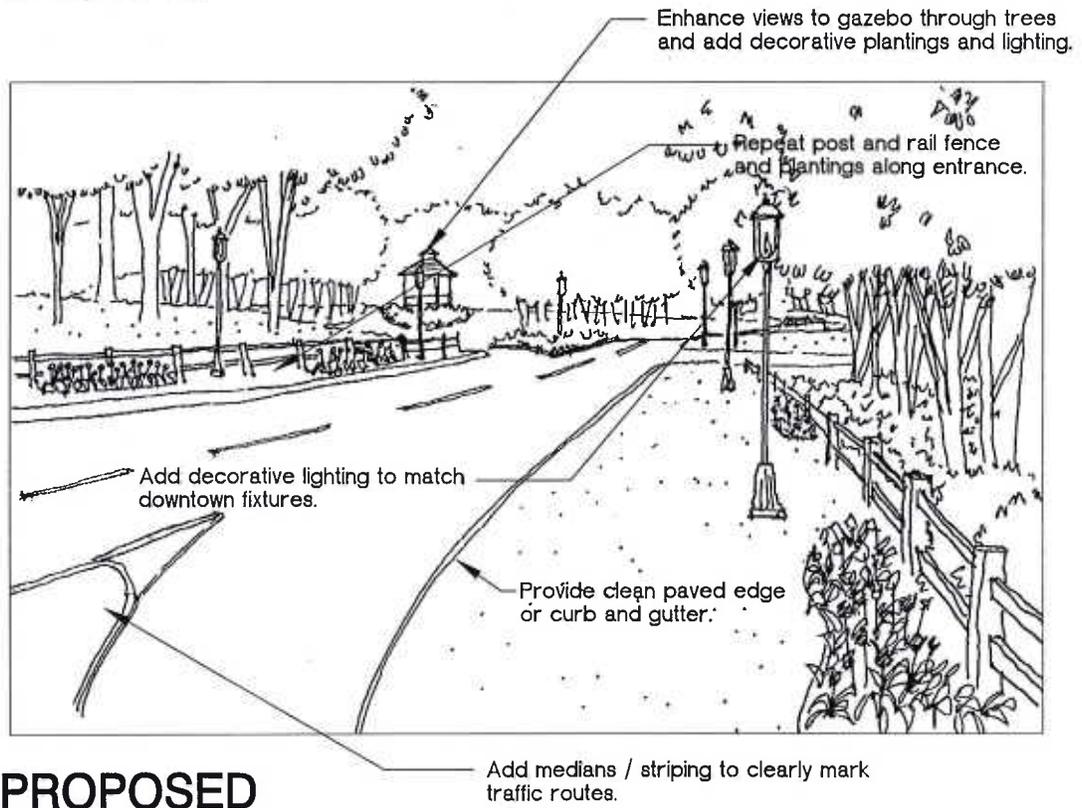


PROPOSED

**FIGURE 9
 VIEW SOUTH AT SHERIDAN ROAD
 AND WASHINGTON STREET
 DOWNTOWN LAKE BLUFF**



EXISTING



PROPOSED

FIGURE 10

VIEW OF SOUTHERN GATEWAY DOWNTOWN LAKE BLUFF

- ▶ Enhance parkway landscaping at the intersection of Scranton Avenue and Evanston Avenue.
- ▶ Install historic streetlight fixtures on both sides of Scranton Avenue between Evanston Avenue and Oak Avenue.
- ▶ Enhance landscaping in front of the Public Library and Vliet Center as a contribution to the east gateway as well as to those public facilities.

Village Green

The primary mission of the Village Green is that of a visual focal point, a gathering place, and a park. It should be maintained as a versatile, naturalistic green space with a limited number of man-made structures.

The existing gazebo is an appropriate and pleasant feature which can be enhanced by evergreen and flowering plant materials around its base and by accent lighting for nighttime viewing. Selected pruning of vegetation south of the gazebo will enhance its viewing from the south gateway.

An active year-round program of landscape maintenance is essential. Special consideration must be given to the restoration of the lawn and other vegetation after each special event involving mass use of the Village Green.

Streetscape

The primary mission of streetscape is to provide a "comfort zone" for pedestrian circulation and leisure.

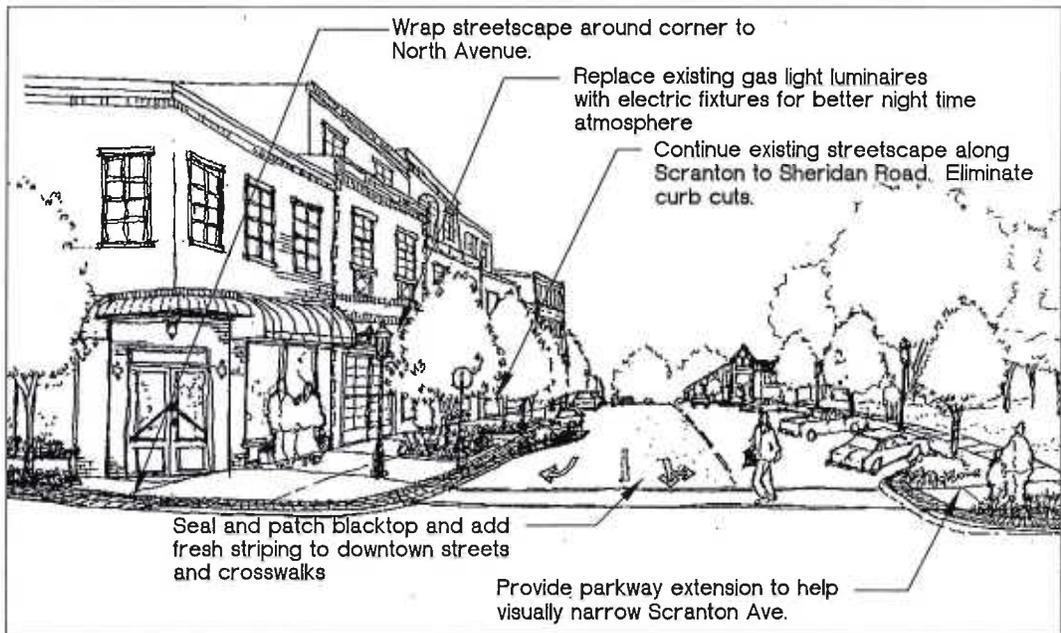
Lake Bluff has established a simple, pleasing streetscape character in its CBD. On Scranton Avenue, traditional concrete sidewalks with a brick edge adjacent to the curb and enclosed planters provide satisfactory environment for walking and seating. Existing areas will benefit from improved maintenance and more intense seasonal plantings emphasizing color. Existing trash receptacles are of compatible design. Benches of similar design should be added at frequent intervals to enhance pedestrian friendliness.

This basic streetscape character should be extended along the north side of Scranton Avenue to Sheridan Road, along Sheridan Road to North Avenue, along Walnut Avenue half the distance to North Avenue, and along the west side of Oak Avenue half the distance to North Avenue and the full distance to Center Avenue (Figures 11 and 12).

A year-round banner program can be a significant visual and marketing asset. Artfully designed and well crafted banners can add vigor to the CBD streetscape and can announce forthcoming special events. Banners are susceptible to damage by high winds. Therefore, an effective maintenance effort is required to assure a continuous positive contribution to the CBD image.



EXISTING

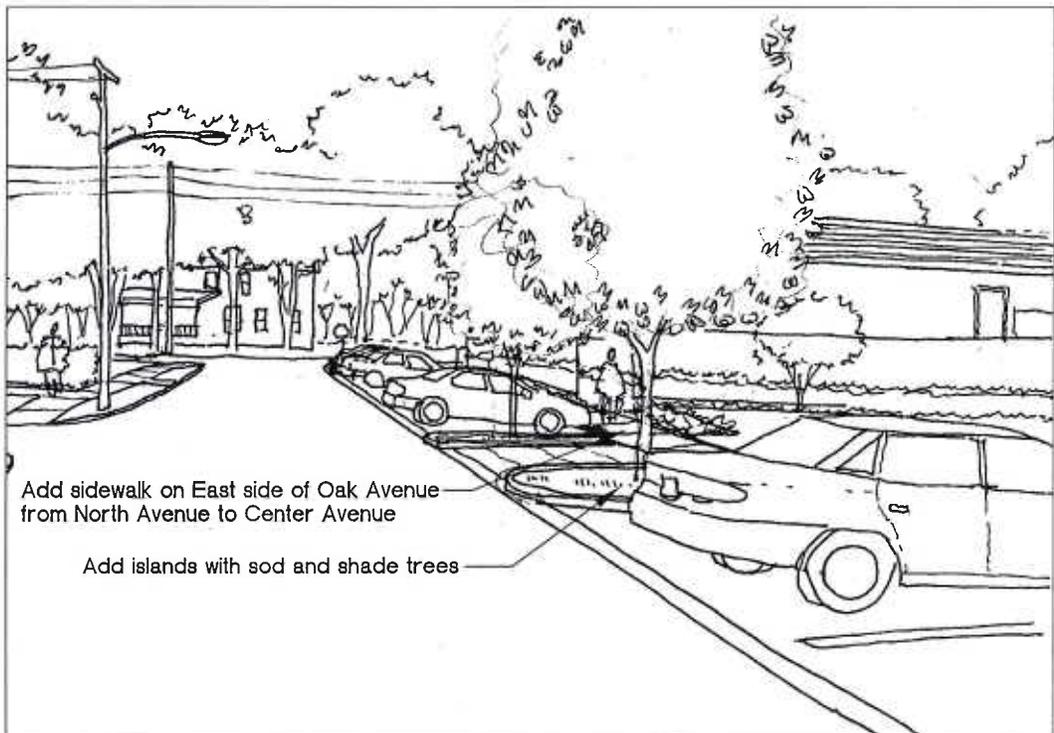


PROPOSED

**FIGURE 11
VIEW EAST ON SCRANTON AVENUE
FROM SHERIDAN ROAD
DOWNTOWN LAKE BLUFF**



EXISTING



PROPOSED

FIGURE 12
VIEW SOUTH ON OAK AVENUE
FROM SCRANTON AVENUE
DOWNTOWN LAKE BLUFF

Private Niches

The primary mission of private niches is to provide an element of exploration, surprise, and intimacy related to pedestrian access to businesses opening onto private property rather than public sidewalks. In fact, these are privately owned places that are intended to invite the public to wander off the primary pedestrian routes. These private niches are encouraged throughout the CBD, but especially in the block bounded by Scranton Avenue, Center Avenue, and Oak Avenue (Figure 13).

These niches should be attractively landscaped in a manner compatible with the public streetscape, but also in a manner which is unique to each property and business so as to add variety and spontaneity to the shopping experience. This becomes a form of entertainment.

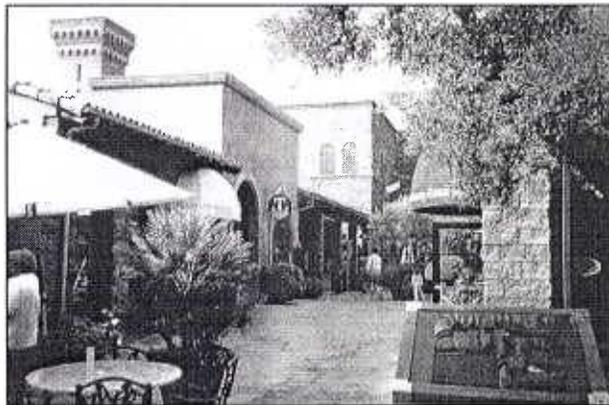
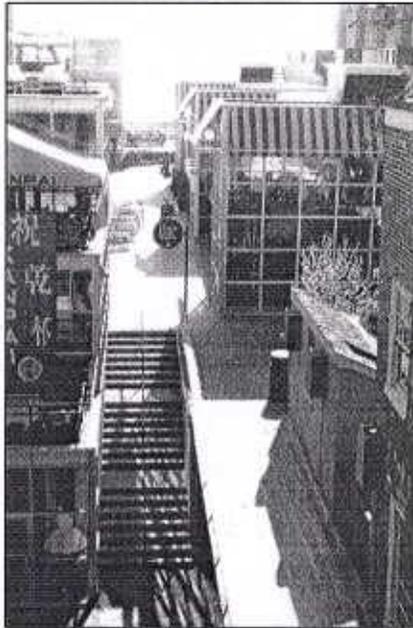
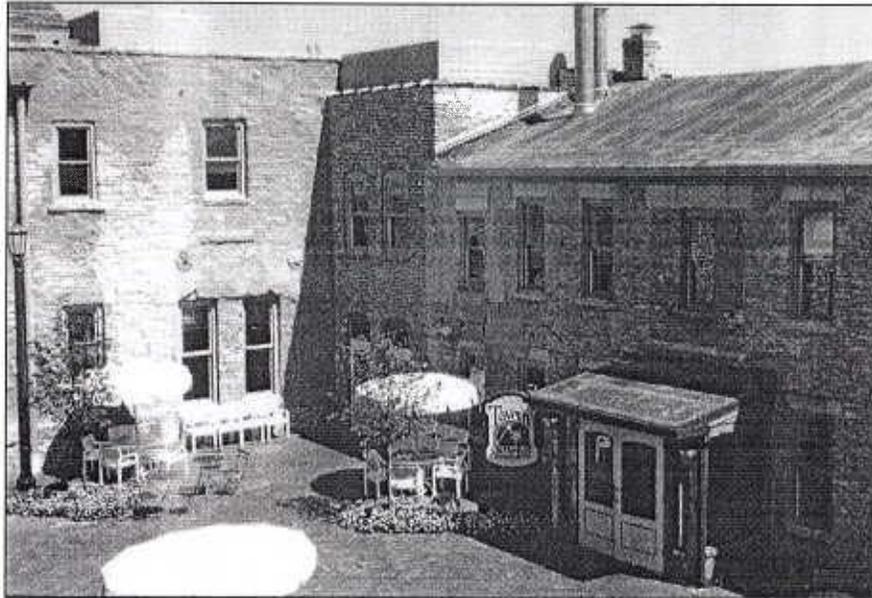


FIGURE 13
EXAMPLES OF NICHE PLACES
DOWNTOWN LAKE BLUFF

Art in Public Places

Art is encouraged in public places, but requires forethought and supervision. Fountains, sculpture, and murals are but a few of the media. Already one sculpture exists at the intersection of Center Avenue and Scranton Avenue. A fountain has recently been constructed by the Garden Club on the Village Hall site. Other prime sites would be the Public Library grounds, the Metra Station, the proposed park at the intersection of Walnut Avenue and North Avenue, and the park along Sheridan Road between North Avenue and Washington Avenue. There are many other opportunities to make the Lake Bluff CBD an "outdoor gallery" (Figure 14).

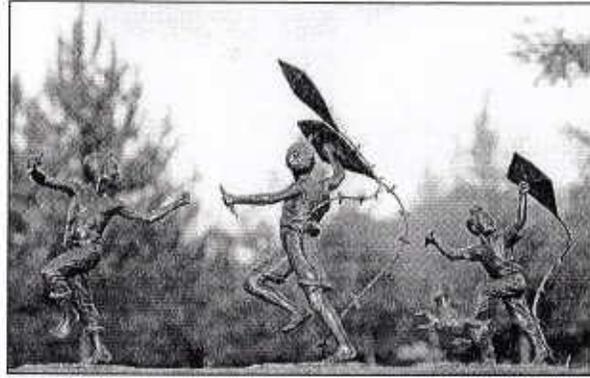


FIGURE 14
EXAMPLES OF PUBLIC ART
DOWNTOWN LAKE BLUFF

ZONING AND DESIGN REVIEW

Zoning

Lake Bluff's Zoning Ordinance does not adequately provide for revitalization of the Central Business District. On the one hand, its restrictions discourage new investment. On the other hand, it does not provide adequate guidance and protection for preservation of the desired visual character. The following are recommendations for specific amendments to various chapters that are consistent with preceding comprehensive plan recommendations:

ZONING RECOMMENDATIONS

CHAPTER 1A

ARTICLE A. DEFINITIONS

1. Add the following definitions:
 - ▶ Bed and Breakfast Home
 - ▶ Bed and Breakfast Inn
 - ▶ Child Care Home (see p. 30 of Zoning Ordinance)
 - ▶ Child Care Center
 - ▶ Home Occupations (Relocate from 10-3-1-H-2)
 - ▶ Planned Mixed-Use Development

CHAPTER 3

RESIDENCE DISTRICT REGULATIONS

1. Review parking regulations for Home Occupations (p. 30)
2. Enforce parking restrictions in front yards and public parkways (p. 32)
3. Amend 10-3-6-B Daylight Plane Height Restrictions from 45 degree angles to 60 degree angles for R-5 District (p. 34)
4. Amend 10-3-7-A Maximum Gross Floor Area to increase FAR in R-5 District
5. Amend 10-3-8 Impervious Surface Coverage from 50-60% to 60-70% in R-5 District (p. 37)
6. Amend 10-3-9-A Maximum Building Coverage from 30% to 50% in R-5 District if underground parking is provided.

CHAPTER 3G

"B" RESIDENCE DISTRICT REGULATIONS (R-4)

1. Amend 10-3G-1 General Provisions to provide for Bed and Breakfast Homes as Special Uses within 500 feet of the B-1 District, and to provide for off-street parking lots to serve the CBD as a Special Use within 150 feet of the B-1 District. (p. 49)

CHAPTER 3H

"C" RESIDENCE DISTRICT REGULATIONS (R-5)

1. Amend 10-3H-1 Permitted Uses to provide for Bed and Breakfast Homes as Special Uses within 500 feet of the B-1 District, and to provide for off-street parking lots to serve the CBD as a Special Use within 150 feet of the B-1 District, and to provide for offices in residential structures as a Special Use within 150 feet of the B-1 District. (p. 50)
2. Amend 10-3H-4 Rear Yard from 15% to 10% (p. 50)
3. Amend 10-3H-5 Side Yard from 20% to 15% (p. 50)

CHAPTER 4A

BUSINESS DISTRICT REGULATIONS

1. Amend 10-4A-1 Permitted Uses to permit limited forms of entertainment in restaurants, and to permit multiple-family dwellings above businesses, "not to exceed two stories." (p. 60)
2. Amend 10-4A-2 Height from 25 feet or two (2) stories to 34 feet or three (3) stories. (p. 61)
3. Amend 10-4A-6 Lot Width, Area and Intensity of Use to increase maximum building coverage from 50% to 80%. (p. 61)
4. Amend 10-4A-7-F Parking and Loading Regulations to make all required off-street parking in the B-1 District a Special Use, to provide more specific parking requirements for specific business uses, to provide for shared parking, to reduce the minimum size of parking spaces, and to provide for a fee in lieu of required parking to fund village parking facilities. (p. 62)

In addition, it is recommended that a new zoning district be created to encourage "Planned Mixed-Use Development." This would become Chapter 4D of the Zoning Ordinance. The recommended text follows:

**Draft Ordinance
Pages 34 - 41**

CHAPTER 4D
BUSINESS DISTRICT REGULATIONS
ARTICLE D PLANNED MIXED-USE DEVELOPMENT (PMD)

SECTION:

10-4D-1:	Purpose
10-4D-2:	Permitted Uses
10-4D-3:	Standards
10-4D-4:	Procedure

10:4D-1: PURPOSE:

The intent of this Article is to provide for innovative mixed-use development planned and designed to enhance the character and vitality of the central business district in harmony with adjacent residential neighborhoods.

Planned Mixed-Use Development shall be located only within the area bounded by Sheridan Road, North Avenue, Oak Avenue, and Center Avenue.

10-4D-2: PERMITTED USES:

Uses permitted in a Planned Mixed-Use Development may include all uses permitted in the "C" Residence District (R-5) and the Local Business District (B-1), plus the following uses:

- ▶ Bed and Breakfast Inn
- ▶ Others, if appropriate

Uses permitted in each Planned Mixed-Use Development shall be only those deemed suitable to a particular location, and shall be subject to the following standards.

10-4D-3: STANDARDS:

A Planned Mixed-Use Development must meet the following standards:

- A. Ownership:** The site must be under common or coordinated ownership prior to final approval of a Planned Mixed-Use Development. Applications for a Planned Mixed-Use Development must be filed by and executed by all parties in interest as landowners, owners, beneficiaries, trustees, mortgages or otherwise. Until approval of a final plat for a Planned Mixed-Use Development, application therefore must be amended to reflect all changes in ownership. The names of all beneficial owners, shareholders and the like must be disclosed in all instances where such party has more than a five percent (5%) interest in an entity that is an applicant for the Planned Mixed-Use Development.

- B. **Minimum Size:** The site must be not less than one-half (0.5) acre; provided, however, that the Board of Trustees may approve a site of less than one-half (0.5) acre if, after public hearings, the Board shall find that a Planned Mixed-Use Development on such site is in the public interest and that one or more of the following conditions exist:
1. Because of unusual features of the property itself or of its location, a deviation from the regulations otherwise applicable is necessary or appropriate in order to achieve the intent of this Article.
 2. The property or its vicinity has an historic character or economic importance to the community that will be protected by use of a Planned Mixed-Use Development.
 3. The property is adjacent to or across the street from property which has been developed or redeveloped under a Planned Mixed-Use Development, and a Planned Mixed-Use Development will contribute to the maintenance or enhancement of the amenities and values of the neighboring property.
- C. **Location of Uses:** In a Planned Mixed-Use Development ground floor space fronting on Sheridan Road, Scranton Avenue, and on Center Avenue between Scranton Avenue and the Village Hall, shall be limited to customer-oriented businesses, with administration or professional office uses and residences restricted to upper floors. Buildings fronting on North Avenue between Sheridan Road and Walnut Avenue shall be limited to office or residential uses, and between Walnut Avenue and Oak Avenue shall be limited to residential uses.
- D. **Building Setbacks:** Building setbacks will be determined based on the merits of each Planned Mixed-Use Development. However, no building shall be constructed closer than fifteen (15) feet from the right-of-way of North Avenue.
- E. **Ground Coverage:** The total ground area occupied by buildings and structures shall not exceed seventy percent (70%). If the Village Board shall determine, upon a showing by the landowner that a greater percentage of ground coverage will not have an undue adverse impact on existing public facilities or on the reasonable enjoyment of neighboring property, and that an increase in the ground coverage is appropriate because of unique physical characteristics of the site, the Board may permit an increase of the total ground coverage from said seventy (70%) to a total ground coverage of eighty percent (80%).
- F. **Height:** The maximum height of buildings shall be thirty four feet (34') and shall not exceed three (3) stories.
- G. **Parking:** Parking requirements shall be determined for each planned Mixed-Use Development based on parking requirements provided in other sections of this Ordinance. Underground parking is encouraged, and shared parking will be considered.

- H. **Common Open Space and Parks:** A reasonable amount of land shall be reserved for use as common open space or dedicated for public use as parks. There shall be provisions for the ownership and maintenance of common open space such as reasonably will insure its continuity and conservation.

10-4D-4: PROCEDURE

- A. **Pre-application:** Any landowner who proposes to file a plan may at his request appear before the Lake Bluff Plan Commission to review with the Plan Commission the general nature of the proposed plan prior to filing the plan. Nothing that transpires at such meeting will be deemed to constitute a commitment on the part of the landowner, the Plan Commission or the Village.
- B. **Application:** The landowner shall submit to the Village Board in nine (9) copies, written application for approval of a plan on forms supplied by the Village. The application shall be accompanied by payment of requisite filing fees and a preliminary development plan, which shall include at least the following information:
1. **Survey:** A survey including legal description of the site to include thereon platted lots, ownership, easements, existing buildings, existing parking and service areas, and existing access points, if any.
 2. **Preliminary Plans:** There shall be filed a preliminary site plan showing proposed location of buildings, streets, parking areas, open spaces, pedestrian walks, a preliminary landscape plan; and renderings of the proposed buildings, including identification of building materials.
 3. **Community Characteristics:** Data regarding site conditions, land characteristics, community facilities and utilities, existing covenants and easements, and general information about land uses abutting or across the street from the site.
 4. **Construction Sequence:** Proposed construction sequence for buildings, parking spaces and landscaped areas, and the number of each type of building and bedroom mix in each phase.
 5. **Proposed Uses:** The number and type of business and residential uses proposed, the price range, and the square footage of floor space devoted to each.
 6. **Supporting Analyses:** A traffic and parking study, a fiscal impact analysis, and other supporting analyses required by the Plan Commission.
 7. **Ownership Information:** The names and addresses of all present and proposed owners as defined in Section 10-21-3A, this Article of all land within the project.

8. **Maintenance of Common Facilities and Open Space:** An outline of proposed articles of incorporation and bylaws for a property owners and renters association and of a proposed declaration of covenants and restrictions which may be a part of the plan.
- C. **Review of Preliminary Plan; Hearing:** The application and preliminary development plan shall be referred to the Plan Commission for review. The Plan Commission shall hold a public hearing on the application pursuant to the provisions of the Lake Bluff Zoning Ordinance, following publication of legal notice thereof, within ninety (90) days after the filing of the application, or such later meeting date as has been requested by and granted to the land owner. Following such a hearing, the Plan Commission shall prepare its recommendations on the preliminary development plan and forward a copy thereof to the Village Board, but only after requesting and receiving comments from the Architectural Board of Review. Such recommendations shall recommend approval, modification or disapproval of the preliminary development plan and the reasons therefor. The Planned Mixed-use Development Plan, articles of incorporation, and declaration of covenants and restrictions shall be examined and evaluated by the Plan Commission in terms of the statement of purpose, standards and requirements contained herein and shall be recommended for approval to the Village Board only after a determination has been made that the proposed development does in fact serve such purpose and comply with such standards and requirements. However, the Village retains the right to approve or deny any proposed development under this Section which in their judgment is not in keeping with the purposes and intent expressed herein for this type of development in the Village. All exhibits are to be part of the Village files.
 - D. **Village Board Review of Preliminary Plan:** Upon receipt of the Plan Commission's recommendations, the Village Board shall within sixty (60) days approve, modify or disapprove the preliminary development plan. The Village Board may require such special conditions in the approval of the preliminary development plans it may deem necessary to insure conformity with the Lake Bluff Comprehensive Plan and all amendments thereto in effect from time to time, and the stated purposes of Planned Mixed-Use Developments. Upon approval by the Village Board of the preliminary development plan, the land owner shall commence the final phase of the plan.
 - E. **Development Plan:** Upon approval of a preliminary development plan, the landowner shall submit a final development plan to the Plan Commission for review. The development plan shall be prepared by a licensed architect, land surveyor, civil engineer and/or planning consultant and shall include the following:
 1. A final site plan showing proposed building location and land use areas, traffic circulation, parking areas, open spaces, landscaping pedestrian walks.
 2. Detailed landscaping plans, including site grading and landscaping design.

3. Detailed architectural drawings for buildings to be constructed in each phase, including floor plans, exterior elevations and sections, and an artist's renderings thereof, all of which shall have been submitted to the Architectural Board of Review for its report and recommendation. A copy of the report and recommendation of the Architectural Board of Review shall be submitted with the final development plan.
4. Engineering plans, including street, yard and open space lighting, street improvements, drainage system, and public utility extensions. All requirements of the Subdivision Control Ordinance must be fully complied with, including but not limited to construction of underground electrical and telephone service. Location of garbage and refuse collection points and of mail pickup points shall also be specified.
5. Such engineering feasibility studies on the handling of anticipated problems arising out of or in connection with the development as may be required by the Plan Commission.
6. The final development plan may be submitted in stages, with each stage or phase reflecting a portion of the approved preliminary development plan.
7. Construction sequence and time schedule for completion of buildings, parking spaces and landscaped areas within the Planned Mixed-Use Development. Such time scheduled shall not exceed two (2) years. If the actual development period exceeds two (2) years, the Village may revoke approval of the Planned Mixed-Use Development and initiate such zoning changes as it deems necessary to preserve the public interest. If the construction schedule provides for construction in stages or phases, the time for completion of each phase shall not exceed a period of two (2) years.
8. The development plan shall be in substantial conformity with the approved preliminary development plan.
9. As part of the plan, the landowner shall file the following:
 - a) Proposed articles of incorporation as a not-for-profit corporation, and by laws for a not-for-profit corporation the members and shareholders of which shall be all of the property owners and renters of the property within the Planned Mixed-Use Development from time to time (which corporation is sometimes referred to herein as a property owners and renters association).
 - b) A proposed declaration of covenants and restrictions governing property rights in the common open space and in other common properties in the development; the voting rights of property owners and renters; and exterior maintenance of buildings. Such declaration shall specify the

property subject to such covenants and restrictions; shall provide for mandatory membership in the property owners and renters association of all property owners and renters; shall establish measures for collecting and assessing fees and expenses for the maintenance and preservation of the common open space and other common properties, for the payment of real estate taxes, personal property taxes (if any) and other taxes assessed thereon, and for the attachment of liens on the property of delinquent dwelling unit owners. Such declaration may also establish an architectural design committee and the functions, powers, duties and procedures of any such committee. Such declaration may also include covenants or restrictions pertaining to use, maintenance, improvements and transferability of any of the property within the development.

- c) Assurances satisfactory to the Plan Commission that, until the development has reached a state of completion at which the property owners and renters can adequately maintain the property and enforce all of the covenants and restrictions which may be a part of the plan as approved, (1) the landowner who has petitioned for approval of the plan, or his successor, shall retain control and be responsible for the maintenance of all of the common open space and other common properties, including without limitation the payment of taxes, and (2) responsibility for such maintenance shall not be turned over to the property owners and renters association by the landowner or his successor without the consent of the Village Board, which consent shall be given only after the Village Board has determined that the property owners and renters association can adequately assume such responsibility.

F. Review of Development Plan; Hearing: The Plan Commission will hold a public hearing on an application for final approval of a Planned Mixed-Use Development. Notice shall be given in accordance with the provisions of the Lake Bluff Zoning Ordinance. The Plan Commission, following its review of a development plan, shall recommend to the Village Board approval, approval with modifications or disapproval of the Plan. Approval shall be recommended only upon express findings by the Plan Commission that:

1. The uses proposed will not be detrimental to present and potential surrounding uses.
2. Departures, if any, from the Zoning Ordinance requirements are warranted by the design of and amenities in the proposed development. No such requirements shall be waived unless a Public Hearing thereon has first been conducted by the Zoning Board of Appeals in accordance with the Zoning Ordinances of the Village of Lake Bluff.
3. The proposed development is consistent with the general intent of the Lake Bluff Comprehensive Plan.

4. Existing and proposed streets are suitable and adequate to carry anticipated traffic within the proposed development and in the vicinity of the proposed development.
5. Existing and proposed utility services are adequate for the proposed development.
6. The proposed development, or each phase of the proposed development if construction will be in stages, will contain the required parking spaces, landscape and utility areas necessary for creating and sustaining a desirable and suitable environment.
7. Construction of each stage of the proposed Planned Mixed-Use Development is capable of completion within two (2) years.
8. The plan complies with all other criteria and the stated purpose set forth in this Article.

G. **Review of Development Plan:** The Village Board shall, within sixty (60) days after receipt of the final development plan and recommendation from the Plan Commission, approve, approve with modifications or disapprove the final development plan.

H. **Ordinance Approving Development:** Upon approval of a Planned Mixed-Use Development, the Village Board shall pass an ordinance authorizing the Planned Mixed-Use Development and adding the Designation of Planned Mixed-Use Development within the area covered by the Planned Mixed-Use Development on the zoning map of the Village of Lake Bluff. No ordinance approving a Planned Mixed-Use Development or creating a PMD District for such development shall be effective:

1. Unless all of its terms and conditions are accepted and agreed to by the landowner within ten (10) days after its passage by the Village Board.
2. Until recorded with the Lake County Recorder of Deeds of final development plat designating with particularity the land subdivided into lots, if any, as well as the division of other lands not so subdivided into common open areas and building sites.

The recording of the final plat shall inform all who deal with the Planned Mixed-Use Development of the restrictions placed upon the land and act as a zoning control device. The required plat for the Planned Mixed-use Development shall contain an appropriate legend or notation on its face reflecting all of the covenants, restrictions, dedications, regulations and requirements of and for the plan and pertaining to the development, and shall be certified by the Plan Commission as being in compliance with this Article prior to its being recorded. No building permit shall be issued for any structure until such certification and

recording of the final plat has been completed.

- I. **Revocation:** The Village of Lake Bluff may revoke approval of any Planned Mixed-use Development or portion thereof upon the filing of a request for rezoning or approval therefor of any land in the Planned Mixed-use Development.

Design Review

All new development, excluding single-family detached homes, within the "C" RESIDENCE DISTRICT (R-5), the PLANNED RESIDENTIAL DEVELOPMENT (PRD) DISTRICT, the LOCAL BUSINESS DISTRICT (B-1), and the PLANNED MIXED-USE DEVELOPMENT DISTRICT (PMD) should be subject to design review by the Plan Commission, Zoning Board of Appeals, and/or the Board of Architectural Review. Precedent for such review has already been established in relation to certain existing zoning districts in the ordinance. The exact division of responsibilities and related amendments to the Zoning Ordinance will need to be the subject of further discussion and authorization by the Village Board of Trustees.

ROLES AND RESPONSIBILITIES

The revitalization of business districts requires a "partnership" between the public and private sectors. Neither can accomplish the task alone. In many cases the "partnership" takes the form of a joint not-for-profit corporation dedicated solely to this task on a day-in/day-out basis.

The concept of a "partnership" is also valid in Lake Bluff. However, at this smaller than usual scale the concept requires a much more personal and intimate cooperation of all potential beneficiaries throughout the central business district and the resident community. Most of the essential talent, leadership, and organizational resources are already in place; no major reorganization is required. Nevertheless, Village government, local business and civic organizations, individual CBD property owners and merchants, and the residents of Lake Bluff must all cooperate to achieve the visions described in this plan.

The Village

Up to this point the Village Board of Trustees has been the key decision-making body, having adopted the 1997 Comprehensive Plan and having initiated and funded Phases One and Two of the Central Business District Planning Study. The Village's Economic Development Committee has been designated by the Board of Trustees to oversee the preparation of Phase One and Phase Two reports.

For the foreseeable future, the primary responsibility should remain with these two bodies and their supporting staff. However, other village agencies will also have specific responsibilities. For example, the Plan Commission will need to review the CBD Plan recommendations, incorporate them into the Comprehensive Plan, and implement them through the zoning process, along with the Board of Architectural Review.

Primary leadership responsibility also carries with it a financial responsibility for continued public investment in this program.

Effective performance of the Village's responsibility will require additional human resources and perspectives, especially during the start-up period of the revitalization program. The focal point should be a "steering committee" to lead and coordinate the implementation effort until it is determined that such a committee is no longer needed or its role has been superceded by another organization. This "steering committee" should represent a diversity of public and private interest groups.

The "steering committee" may take one of two forms; either is satisfactory. Option one is to designate the EDC as the primary body responsible for implementation of the CBD Plan. In this case a number of "associate members" might be appointed to broaden representation and assist the EDC in the formulation of implementation strategies and the coordination of on-going efforts. The second option is to designate a separate CBD Steering Committee with at least one member representing the EDC. Both options should also include the following members:

- ▶ a representative of the Plan Commission
- ▶ a representative of the Library and Vliet Center
- ▶ the Executive Director of the Lake Forest/Lake Bluff Chamber of Commerce
- ▶ a representative of CBD merchants
- ▶ two to four representatives of CBD property owners
- ▶ one or more residents of Lake Bluff who have no direct business interest in the CBD, including one resident living in or near the CBD
- ▶ the Village Administrator
- ▶ a Park District representative

One Village Trustee should be designated as "liaison" to the CBD Steering Committee if it is independent.

Under either option, the "steering committee" should submit for Village Board of Trustees approval: an annual work program; and semi-annual progress reports for the first two years, at least annually thereafter.

The "steering committee" will be responsible for formulating and coordinating an overall implementation program. Among the committee's several tasks might be:

- ▶ formulating an annual work program
- ▶ assistance to Merchants Association marketing program
- ▶ business retention, relocation and recruitment
- ▶ coordinate property improvements
- ▶ encourage expanded program of events
- ▶ fund raising and donations
- ▶ community participation and "ownership"
- ▶ public information and news releases
- ▶ assist with developer recruitment
- ▶ progress reports

Chamber of Commerce

In 1997 the Lake Bluff and Lake Forest Chambers of Commerce merged. One of the merged Chamber's goals is to establish a "merchants association" for each business district in its service area. Such is desirable and essential for Lake Bluff's CBD. This "merchants association" should have primary responsibility for formulation and implementation of a CBD marketing program. This program should be coordinated with the "steering committee" and Economic Development Committee. In addition to marketing the Lake

Bluff CBD itself, the merged Chamber of Commerce should promote Lake Bluff/Lake Forest business districts collectively to a larger market area.

Other Organizations

The success of CBD revitalization will benefit significantly from the independent, but coordinated, efforts of other local civic organizations and public agencies. Enhancement of a "civic campus" to accommodate the Lake Bluff Public Library and the Vliet Center is but one objective. The Lake Bluff Garden Club might contribute handsomely to the improvement of CBD parks and streetscapes. Yet another group might focus on art in public places, while still others may sponsor special events in the CBD featuring arts and culture, entertainment, recreation, celebrations, sales, etc.

Property Owners and Merchants

Property owners and business tenants (merchants) are fundamental to the revitalization process. They must first "buy into" the idea that they will be directly benefitted by the CBD Plan and that they have a responsibility as good corporate citizens to expedite its success. Their many perspectives, talents, networks, and other resources can not be duplicated by the public sector. All merchants especially should be invited to participate in the "merchants association" to be affiliated with the Chamber of Commerce. In addition to coordinated marketing they should support high quality customer service, attractive display windows and interiors, and hours of operation responsive to the Lake Bluff market.

Property owners should be committed to excellent property maintenance, reasonable lease terms, coordinated facades and signage to the extent feasible, and cooperation with the Village to achieve mutually beneficial redevelopment projects, streetscape enhancements, and parking facilities.

Residents

CBD revitalization is beneficial to the entire community. It is not a program designed to "bail out" downtown property owners and merchants. It is a complete civic endeavor. Residents can participate directly through the public hearing process, by communicating with public and private leaders, by serving on related boards and committees, and by volunteering their time and efforts to specific projects. Perhaps their greatest influence is "the power of their pocketbook"—supporting CBD businesses. Some can provide an added contribution to the vitality of the CBD by living there.

The Lake Bluff central business district should be every resident's "common ground" and gathering place.

MUNICIPAL ACTIONS

The Village of Lake Bluff will be responsible for a wide variety of actions, many in the immediate future, required to achieve goals of the 1997 Comprehensive Plan related to the CBD. As it exercises this responsibility it is essential to nurture a holistic understanding of CBD Plan recommendations among all municipal departments and agencies to encourage synergy and avoid conflicting policies and actions.

Approval of CBD Plan

This CBD Plan should be reviewed by the Economic Development Committee and forwarded to the Board of Trustees with comments and recommendations for further action. The Board of Trustees may approve the Plan at its discretion as a "guide" to CBD revitalization actions. If it so determines, the Board may request comments from other Village bodies or the general public.

However, if the Board of Trustees intends to adopt this CBD Plan as an amendment to the 1997 Comprehensive, it will need to send the document to the Plan Commission for the required public hearing and formal recommendation.

In one way or another, this CBD Plan (or a refinement thereof) should receive formal endorsement from the Board of Trustees to serve as the "official" guide to further revitalization actions.

Regulation

Top priority should be given to amending the Zoning Ordinance along the lines recommended in this CBD Plan in order to encourage future private investment in the CBD and to protect existing characteristics which citizens enjoy. This process will need to follow the formal procedures normally associated with an amendment to the Zoning Ordinance, including a public hearing.

Once it has been resolved what the regulations are, the Village should promptly prepare a "How to Develop in the Lake Bluff CBD" guide for property owners and developers who would like to invest in property improvement. This guide would outline basic regulations in "layman's" terms and the process for obtaining, as expeditiously as possible, required zoning and subdivision approvals, design reviews, building and sign permits, and operating licenses.

Development

Village officials will need to determine to what extent and how the Village should participate in the development of certain properties. Consideration should be given to site acquisition and land assembly, developer recruitment, land disposition, economic incentives, technical assistance, development agreements, and project review.

Infrastructure and Enhancements

As a first step, the Village should prepare a specific program and budget for enhanced maintenance of all public places and infrastructure, including underground utilities, streets, streetscapes, public buildings and grounds, open spaces, signage, etc. This program will demonstrate immediately to the public that the Village is leading the way.

The Village should continue its initiative to assist with expansion of the Public Library and to accommodate the Vliet Center in a "campus-like" setting. This is one more piece of evidence that the CBD is a common ground for all village residents.

Preparation of design documents should proceed as soon as possible for extension of streetscape improvements, including sidewalks, to new block faces.

In concert with streetscape enhancements, the Village should initiate formulation of an "art in public places" program with input from other appropriate organizations. At some point responsibility for this program might be transferred to another appropriate organization.

The Village's gas light system should be reviewed, alternatives evaluated, and an appropriate decision made to extend the system of historic street fixtures with gas or electric luminaries.

Intergovernmental Coordination

The Village should take immediate steps to seek cooperation from the Illinois Department of Transportation for improvements to Sheridan Road, Rockland Road and interconnecting roads.

Discussions with Metra should be initiated regarding the utilization of parking spaces in the commuter lot adjacent to Sheridan Road to support business development in the CBD.

MARKETING

Marketing is effective only if it has a clear purpose and the techniques utilized are appropriate to that purpose. A recommended purpose for marketing the Lake Bluff CBD is threefold:

- ▶ to enhance the image of Lake Bluff and its CBD
- ▶ to enhance business success
- ▶ to enhance community activity and interaction

A sound marketing program also exhibits key principles. The first is, "dress for success." If that principle applies to the individual it most surely applies to a business district. Hence the importance of architectural excellence, streetscape and other improvements recommended elsewhere in this plan. Individual businesses and groups of contiguous businesses must do the same. Interior design, display windows, facades and signage are common elements in the "dress for success" formula.

A second principle is to understand one's market so well that the inventory of goods on the shelf and the services provided respond directly to the customer's needs and desires, rather than to the provider's own ego. The market usually finds and supports the businesses that make it convenient, satisfying, and cost-effective to shop at.

For an added bonus, promote and advertize. But, if this is necessary, focus only on target market groups that are likely to desire CBD products or services. Mass marketing can be effective, but is probably not well suited to businesses located in the Lake Bluff CBD.

It is recommended that a coordinated marketing program for the Lake Bluff CBD respect the three phases of revitalization which will be experienced in the foreseeable future: existing conditions; the development phase; and the expanded CBD phase. Each deserves its own theme and mini-program.

Phase 1

Image Desired: **This is My Downtown**

Target: Residents of Lake Bluff and Knollwood

Duration: Initiation through significant construction progress with first redevelopment project

Rationale: If residents feel that they "own" Downtown Lake Bluff, they feel responsible for its success. That responsibility should solidify their relationships with area stores and services. It should also create support for initiatives to redevelop and

thereby improve the area. The campaign to support this image would be relatively inexpensive in keeping with the resources of the existing mix.

Products: Bi-monthly calendar insert for Village Newsletter; additional CBD events.

Phase 2

Image Desired: **We've Grown to Serve You Better**

Target: Lake Bluff, Knollwood, and the population within five miles

Duration: Grand opening of retailers in first redevelopment project through full redevelopment

Rationale: There is always excitement with the opening of new businesses. This image theme seeks to increase that excitement and help all businesses in Downtown Lake Bluff benefit from it. It is anticipated that redevelopment agreements would require the developers of new retail space to contribute to the consolidated marketing effort. That increase in funds would support the expansion of programs needed to appeal to a larger target market.

Products: Continue calendar and events. Add grand opening kit, direct mail and intensified press release schedule.

Phase 3

Image Desired: **A Special Shopping Experience**

Target: North Shore

Duration: Completion of anticipated redevelopment through ??????

Rationale: Lake Bluff's Downtown with its Village Green is a unique, very attractive setting. Although most business districts perpetually gain the majority of their sales from a very local primary market, the success of most businesses depends on reaching beyond that market to make more sales. Those are the marginal sales that dramatically increase profits and thereby business stability. In Lake Bluff that larger market can be attracted by capitalizing on a wide area's interest in experiencing this special environment.

The following table outlines specific actions necessary to implement the marketing strategy:

PHASE 1: THIS IS MY DOWNTOWN	WHO	WHEN
Objective: Establish organization to coordinate marketing		
1. Create Lake Bluff Merchant's Association that is affiliated with the LF/LB Chamber <ul style="list-style-type: none"> - 4-5 Lake Bluff Merchants (expandable) - Chamber Executive Director - Village Representative - Resident volunteer(s) with significant marketing experience 	Chamber of Commerce	July 1998
2. Elect Officers for organization <ul style="list-style-type: none"> - Chair - Chair Elect - Secretary - Treasurer 	LBMA	August 1998
3. Set regular monthly meeting schedule	LBMA	August 1998
Objective: Develop framework for image program		
1. Adopt graphic logo	LBMA	September 1998
2. Adopt slogan	LBMA	September 1998
3. Develop press release mailing list	LBMA	September 1998
4. Create business direct mail list (Consumer is postal patron)	LBMA	September 1998
5. Compile Village Green events program for 1999	Village	December 1998
Objective: Increase residents' visits to CBD		
1. Maximize event use of CBD public spaces: Village Green, Metra Parking Lot, Closeable Streets <ul style="list-style-type: none"> - Continue successful events - Continue concerts - Continue farmer's market - Seek a monthly "name" event (e.g. Antiques on the Green, Ghost Walk) 	Village & LBMA	Ongoing
2. Add casual, affinity group events in public space or stores <ul style="list-style-type: none"> - 7:00 A.M. walker's group with coffee after - 9:30 -11:00 mother/preschoolers informal play group - 1 P.M. Saturday Chess Club - Library book readings; poetry; concerts - Gardeners - Anything else a resident wants to organize 	LBMA	October 1998
3. Publish "Calendar of Events" insert for bi-monthly Village Newsletter <ul style="list-style-type: none"> - Events - Affinity group opportunities - Offers from stores and services; discounts 	LBMA	September 1998
4. Initiate relationship with Lake Forester <ul style="list-style-type: none"> - Alert to photo opportunities at events - Seek "Voice of the Village" column 	LBMA	September 1998
5. Begin frequent customer reward program <ul style="list-style-type: none"> - Premium (eg. Shopping bag) - Offers in each store or service - Retailers get mailing labels 	LBMA	November 1998

Phase 2: WE'VE GROWN TO SERVE YOU BETTER	WHO	WHEN
<p>Objective: Develop framework for image program</p> <ol style="list-style-type: none"> 1. Evaluate success of logo and revise as necessary 2. Revise slogan to reflect new image initiative 3. Evaluate programs from Phase I and continue or revise as necessary 	<p>LBMA LBMA LBMA</p>	<p>January 2000 January 2000 January 2000</p>
<p>Objective: Emphasize Grand Openings</p> <ol style="list-style-type: none"> 1. Create Grand Opening Kit <ul style="list-style-type: none"> - Pick-the-date guide that ID's times of high traffic - Frequent customer labels - Sample Press Release - Press release distribution list - Ribbon cutting invite list - Ribbon 	<p>LBMA</p>	<p>January 2000</p>
<ol style="list-style-type: none"> 2. Profile new businesses <ul style="list-style-type: none"> - Village Newsletter - Cable TV 	<p>LBMA</p>	<p>As appropriate</p>
<p>Objective: Increase visits from expanded market area</p> <ol style="list-style-type: none"> 1. Add list of events to Public Calendars in: <ul style="list-style-type: none"> - Chamber of Commerce Community Guide - Lake Forester list of community events - Chicago Tribune daily calendar 	<p>LBMA</p>	<p>January 2000</p>
<ol style="list-style-type: none"> 2. Create expanded customer mailing list <ul style="list-style-type: none"> - Retrieve names from "business card bowls" - Provide opportunity to register for mailing list - Support creation of data base by selling mailing list 	<p>LBMA</p>	<p>January 2000</p>
<ol style="list-style-type: none"> 3. Mail Calendars to extended mailing list 	<p>LBMA</p>	<p>March 2000</p>
<ol style="list-style-type: none"> 4. Create volunteer greeter program <ul style="list-style-type: none"> - Welcome visitors - Direct them to proper parking - Provide information on businesses and services - Seek feedback on improving events 	<p>LBMA</p>	<p>January 2000</p>
<ol style="list-style-type: none"> 5. Seek PR for existing businesses <ul style="list-style-type: none"> - Expand press release distribution to include Pioneer Press for communities within five miles - Add regional magazines to press release distribution 	<p>LBMA</p>	<p>As appropriate</p>

Phase 3: A SPECIAL SHOPPING EXPERIENCE	WHO	WHEN
Objective: Develop framework for image program 1. Evaluate success of logo and revise as necessary 2. Revise logo to reflect new image initiative 3. Evaluate programs from Phase II and continue or revise as necessary	LBMA LBMA LBMA	To be determined
Objective: Expand target to include balance of North Shore 1. Institute paid advertising program <ul style="list-style-type: none"> - Cable TV - Regional Magazines (Chicago, North Shore) - Newspapers - Radio 	LBMA	To be determined

RETENTION AND RECRUITMENT

Revitalization of the Lake Bluff CBD depends on new private investment and an expanded mix of synergistic businesses, some existing, some new. Achieving this objective requires a proactive, not a reactive, strategy and an effective partnership of the Village government and private interests, especially property owners.

Retention

Turnover of retail businesses is common in any business district. The U.S. Department of Commerce reports that four out of five new independent retail businesses fail within five years. Even in the best regional malls nearly 75% of the businesses change at or before lease renewal. Consequently, change and transition in shopping districts is normal. The key to a successful retention program is keeping strong compatible businesses. That process involves supporting those retailers by creating a positive business environment and assisting them with their expansion or relocation needs. That environment results from government policies, the attitudes of area property owners, and the programs of support organizations.

Recruitment

Although it is obvious that additional retail businesses are needed in Downtown Lake Bluff, there are few vacancies at present. Consequently, the initial focus of a recruitment strategy is development of more retail space. That space is expected to come from construction on redevelopment parcels and reconfiguration of large inefficient floor spaces occupied by single tenants to create smaller and more efficient spaces for multiple tenants. It is also expected that, as commercial and service uses relocate, new retailers will replace those businesses. It is desirable that both of these changes occur voluntarily. However, it is likely that such voluntary actions will need to be nurtured by a knowledgeable recruitment team, including local real estate brokers and property owners, to match available spaces with desirable occupants. This requires a studied vision of the desired business mix in the CBD and a list of specific prospects.

Recruiting specific businesses can be a difficult task for a local recruitment team without experience, established contacts, and adequate resources (especially time) for prospecting. A complimentary strategy is to recruit well qualified developers for redevelopment sites and building rehabilitation, and assist them in their prospecting efforts for new businesses.

At least two such redevelopment sites have been identified in the CBD Plan, one at the intersection of Scranton Avenue and Oak Avenue, and another at the intersection of Scranton Avenue and Sheridan Road.

The Oak Avenue site is controlled by one property owner. It is unlikely that the Village will need to participate in site assembly or developer recruitment for this project.

However, the Sheridan Road site is partially owned by the Village already. The Village may acquire additional property to assemble a unified redevelopment site and, in turn, dispose of that site to a qualified developer designated officially as the "developer of record." Following such designation the Village and the developer would enter into a "development agreement" outlining how the property would be developed and the responsibilities of all participating parties. The "developer of record" may be selected by the Village, after advertising for interested developers, based on qualifications only or based on qualifications and on a competitive redevelopment plan proposal responsive to criteria established by the Village.

The following table outlines recommended retention and recruitment actions:

BUSINESS RETENTION	WHO	WHEN
<p>Objective: develop responsive business support programs</p> <ol style="list-style-type: none"> 1. Survey business owners <ul style="list-style-type: none"> - Program feedback - Program suggestions - Questions 2. Create fact sheet on most frequently asked questions <ul style="list-style-type: none"> - Advertising Opportunities - Employee Sources - Repairs and Maintenance Contractors - Others at suggestion of survey <p>Objective: successfully launch new businesses</p> <ol style="list-style-type: none"> 1. Provide all new businesses with Grand Opening Kit at least six weeks before opening 2. Assign experienced retailer as ombudsman for each new business 3. Review and alter programming based on feedback 	<p>LBMA</p> <p>LBMA</p> <p>LBMA</p> <p>LBMA</p> <p>LBMA</p>	<p>October 1998</p> <p>January 1999</p> <p>March 1999</p> <p>March 1999</p> <p>Annually</p>

BUSINESS RECRUITMENT	WHO	WHEN
Objective: Provide new store space in existing buildings		
1. Meet with owners of low traffic service businesses and offices to learn about future plans and what incentives would lead to relocation in the CBD	LBSC	September 1998
2. Discuss options for subdividing space with property owners and large businesses	LBSC	September 1998
3. Consider sponsoring Architects visit to prepare "doodles" suggesting visions for reconfiguration	LBSC	January 1999
Objective: Create "Hot" prospects list		
1. Identify Top Priority: nearby independent retail businesses that are capacity constrained <ul style="list-style-type: none"> - Lake Forest - Libertyville 	LBSC	February 1999
2. Identify Next Priority: Bistro Style Restaurants	LBSC	February 1999
3. Investigate 2 nd stores by merchants in other upscale communities: e.g. Barrington, Clarendon Hills, Long Grove, Woodstock <ul style="list-style-type: none"> - Children's toys and apparel - Studio's that sell and provide lessons - Home oriented goods and furnishings 	LBSC	April 1999
4. Investigate Stretches <ul style="list-style-type: none"> - Amlings - ROCs - New Format Hardware: Sears, Home Depot - Wine Store 	LBSC	April 1999
Objective: Support efforts of property owners, realtors, and developers		
1. Maintain file of contacts at target businesses	LBSC	January 1999
2. Exit interview owners of closing businesses	LBMA	As needed
3. Share results of exist interviews, business surveys and marketing programs	LBMA	As available
Objective: Recruit new businesses		
1. Create recruitment team	LBSC	March 1999
2. Assist property owners and developers	LBSC	As Needed
3. Prospect and assist new businesses	LBSC	April 1999

DEVELOPER RECRUITMENT	WHO	WHEN
Objective: Assemble Site 1. Identify properties 2. Negotiate with owners 3. Close the deal	Village Village Village	July 1998 August 1998 October 1998
Objective: Solicit Developer Interest 1. Establish development objectives and developer selection process	Village & EDC/LBSC	Oct - Nov 1998
2. Announce request for qualifications from interested developers	Village	Nov 1998
3. Evaluate qualifications and select finalists	Village & EDC/LBSC	January 1999
4. Send out requests for proposals to finalists	Village	February 1999
5. Evaluate proposals and select developer of record	Village & EDC/LBSC	April 1999
6. Negotiate development agreement	Village & EDC/LBSC	May 1999
7. Relocation of existing businesses	Village	Sept 1999
8. Approve rezoning and building permits	Village	Sept 1999
9. Groundbreaking	Village Developer	October 1999

FUNDING SOURCES

Wise investment in CBD revitalization can be a sound investment for those who choose to participate. Clearly, Village taxpayers, CBD property owners and businesses, lending institutions, and resident shoppers are direct beneficiaries. Other state, regional and local taxing bodies, and philanthropic organizations can also benefit. Success depends on local financial commitment and on spreading the "ownership" which, in turn, enhances oversight and accountability.

Municipal Sources

Primary municipal sources include:

- ▶ the general fund; for planning, design, management, construction, maintenance, etc.
- ▶ motor fuel tax funds; for roadway improvements, including light fixtures.
- ▶ impact fees, permit fees, license fees, etc.; for designated expenses directly related to the applicant
- ▶ parking revenues; for construction and maintenance of parking facilities
- ▶ special assessments; for specific improvements benefitting specific properties;
- ▶ special service area tax revenues; for planning, marketing, physical improvements, and maintenance within a designated area, e.g. the CBD or a portion thereof.
- ▶ tax increment financing; for redevelopment projects in "blighted" or "conservation" areas as defined by state statutes (may not be applicable in Lake Bluff).
- ▶ hotel and entertainment taxes; for tourism and related special events

The key to municipal investment is to prepare and update annually a multi-year budget for CBD expenses and to embrace the concept of "creative financing" based on sound stewardship of public funds with a strong dose of entrepreneurship.

Private Sources

The private sector will continue to be the primary source of financing for CBD improvements on private property. However, the private sector may also contribute substantially to "public" or "common" improvements in the following ways:

- ▶ developer investments in parking facilities, publicly accessible open spaces on private property, streetscape construction abutting private property, reimbursement for municipal expenses related to private development projects, etc.
- ▶ property owners; for facade improvements, enhanced signage, maintenance of buildings and grounds, adaptive reuse of buildings, etc.
- ▶ merchants; for marketing individually and collectively as recommended in the CBD Plan;
- ▶ financial institutions; loans to developers, property owners, and merchants for property improvements and business development benefitting the CBD;

- ▶ Lake Forest/Lake Bluff Chamber of Commerce; support for Merchants Association and its marketing program.

Other Units of Government

- ▶ Illinois Department of Transportation; for roadway construction, maintenance, and enhancements (consider ISTEA grants)
- ▶ Park District; improvements to CBD open spaces
- ▶ Illinois Department of Conservation; historic preservation grants
- ▶ Illinois Department of Commerce and Community Affairs; tourism grants

Other Sources

- ▶ Non-profit organizations; for a variety of programs and improvements consistent with the agenda of each organization, e.g. arts, recreation, seniors, historic preservation, civic events;
- ▶ Individual donors; for specific projects, fund raising efforts (e.g. the Library and Vliet Center), and objects contained in a "wish list" published by the Village (e.g. benches, trees, sculpture, office supplies, printing, graphic design, gardening, etc.). Such volunteers and voluntary contributions should be encouraged and graciously acknowledged.

Many of the most successful CBD revitalization programs throughout the U.S. are those which have the most participants and exhibit the greatest ingenuity for the utilization of available resources.