



## Village of Lincolnwood Plan Commission

*Meeting*  
**Wednesday April 2, 2014**  
**7:00 P.M.**

*in the*  
**Council Chambers Room**  
**Lincolnwood Village Hall - 6900 North Lincoln Avenue**

### Agenda

1. **Call to Order/Roll Call**
2. **Pledge of Allegiance**
3. **Approval of Minutes**  
February 26, 2014 Meeting Minutes
4. **Public Hearing: Health Club or Private Recreation and Firearms Shooting Ranges - Zoning Code Text Amendment**  
*(Continued from February 5, 2014, November 6, 2013, September, 11, 2013, July 10, 2013, May 1, 2013, March 6, 2013 and February 6, 2013)*  
**Request:** Text Amendment to Definition Section to Consider Establishing or Modifying Certain Definitions Including But Not Limited to Health Club or Private Recreation, Firearms Shooting Ranges, or Similar Terms; Consideration of Firearms Shooting Ranges as a Special Use in M-B District Subject to Certain Restrictions; and, Establishing or Modifying Off-Street Parking Requirements for Firearms Shooting Ranges, Commercial Recreation Facility, or Other Similar Uses
5. **Public Hearing: Accessory Structures - Zoning Code Text Amendment**  
*(Continued from January 22, 2014, December 4, 2013, September 11, 2013, July 10, 2013, June 5, 2013, May 1, 2013, March 6, 2013 and February 6, 2013)*  
**Request:** Text Amendment to Permitted Obstructions in Required Yards Section of Code to consider Modifying Regulations Pertaining to and Including but Not Limited to Open Balconies, Porches, and Open Patios or Terraces

6. **Public Hearing: Definitions - Zoning Code Text Amendment**  
*(Continued from January 22, 2014, December 4, 2013, October 2, 2013, August 7, 2013, June 5, 2013, May 1, 2013, March 6, 2013 and February 6, 2013)*  
**Request:** Text Amendment to Definition Section to consider Modifying and Adding Certain Definitions Including but Not Limited to Banquet Facility, Banquet Hall, Façade, Fence, Semi-Private or Semi-Private Fence, Restaurant and Restaurants, Fast-Food or Carryout
  
7. **Public Hearing: Lincoln Avenue Plan – Amendment to Comprehensive Plan**  
*(Continued from January 22, 2014, December 4, 2013 & October 23, 2013)*  
**Request:** Moratorium and Amendment to Comprehensive Plan Concerning the Lincoln Avenue Subarea Including but Not Limited to Multi-Family Housing
  
8. **Public Hearing: Commercial Masonry Requirements - Zoning Code Text Amendment**  
*(Continued from February 5, 2014, November 6, 2013, September 11, 2013 and Remanded by Village Board and Committee on Ordinances, Rules, and Buildings)*  
**Request:** Text Amendment to Modify the Commercial Design Standards Relative to Masonry Requirements and to Consider Definition of “Masonry”
  
9. **Public Hearing: Medical Cannabis Dispensaries and Cultivation Centers - Zoning Code Text Amendment**  
**Request:** Text Amendment to Definitions set forth in Article II Concerning Medical Cannabis Dispensaries and Cultivation Centers, and similar uses; Consideration of Medical Cannabis Dispensaries and Cultivation Centers as a Special Use in the O-1, B-1, B-2, B-3, and M-B Districts, subject to certain restrictions; and, Establishing Off-Street Parking Requirements for Medical Cannabis Dispensaries and Cultivation Centers, or Other Similar Uses
  
10. **Next Meeting**
  
11. **Public Comment**
  
12. **Adjournment**



**DRAFT MEETING MINUTES OF THE  
PLAN COMMISSION WORKSHOP  
FEBRUARY 26, 2014 – 7:00 P.M.**

**DRAFT**

**LINCOLNWOOD VILLAGE HALL  
COUNCIL CHAMBERS  
6900 NORTH LINCOLN AVENUE  
LINCOLNWOOD, ILLINOIS 60712**

**MEMBERS PRESENT:**

Chairman Paul Eisterhold  
Sue Auerbach  
Patricia Goldfein  
Steve Jakubowski (arrived at 7:13 p.m.)  
Don Sampen  
Mark Yohanna

**MEMBER ABSENT:**

Irving Fishman

**STAFF PRESENT:**

Aaron N. Cook, Community Development Manager

**I. CALL TO ORDER**

Chairman Eisterhold noted a quorum of five members and called the meeting to order at 7:05 p.m.

**II. PLEDGE OF ALLEGIANCE**

**III. APPROVAL OF MINUTES**

**Motion to Approve** the modified January 22, 2014 Meeting Minutes was made by Commissioner Yohanna, and Seconded by Commissioner Auerbach.

**Aye: Yohanna, Auerbach, Goldfein, Sampen, and Eisterhold**

**Nay: None**

**Motion Approved: 5-0**

**Motion to Approve** the February 5, 2014 Meeting Minutes was made by Commissioner Sampen, and Seconded by Commissioner Auerbach.

**Aye: Sampen, Goldfein, and Eisterhold**

**Nay: None**

**Abstain: Auerbach and Yohanna**

**Motion Approved: 3-0-2**

Chairman Eisterhold recommended Agenda Item #7 regarding Fence Material Regulations to be heard first. The Commission concurred.

**VII. PUBLIC HEARING: Fence Material Regulations – Zoning Code Text Amendment**

*(Continued from February 5, 2014, January 22, 2014, December 4, 2013, and November 6, 2013)*

Aaron Cook presented the definition of unacceptable fence material which includes the use of plastic or synthetic fencing materials as well as the requirements of some surrounding neighborhoods that currently allow PVC fencing. Possible regulations for the use of PVC fencing include the use of metal reinforcements in the posts AND in the top and bottom rails; prohibit the use of white PVC fencing; and prohibit the use of PVC for solid fences.

Chairman Eisterhold inquired as to wall thickness and color durability requirements. Staff explained that monoextrusion holds the color better than coextrusion since monoextrusion fencing materials has the color throughout the material instead of just the outer layer.

Commissioner Yohanna inquired as to why white PVC fences should be prohibited. Staff explained that from an aesthetic standpoint, consensus was the white color is too stark and too new of an appearance, is too shiny, and doesn't weather over time. Some newer PVC colors have a more natural color that could be more acceptable from an aesthetics viewpoint.

Commissioners Yohanna and Auerbach agreed that the Plan Commission should not be regulating aesthetics. With that being said, they concurred that white doesn't weather well and is too harsh, and that a tan, gray, or khaki color would be more acceptable.

Commissioner Jakubowski asked Staff how the Zoning Board of Appeals voted on PVC fencing. The ZBA approved the variation to allow white "picket style" PVC fences.

A discussion ensued regarding the repair and maintenance of PVC fencing considering its durability. Staff reiterated that PVC fencing is commonplace and installation, repair, or replacement of parts would not be a problem now or in the future.

For the recommendation of metal posts on the top and bottom rails, Staff's research indicated that the top rail typically does not include a metal post and would actually be detrimental to the fence because of the weight issue, and the top rail is there for aesthetic purposes only where the bottom rail is what ties into the fence posts.

The use of Trek material was discussed. Trek is composed of recycled plastic and wood fiber. Its structural integrity as a fence is in question, and the material is primarily used for decks. Commissioners Jakubowski and Goldfein stated that Trek should not be prohibited.

Chairman Eisterhold asked if anybody in the audience would like to address the Plan Commission. Let the record state that no one came forward.

Commissioner Yohanna made a motion to amend the Code to allow for plastic or synthetic fences of PVC material or Trek. However, as to those materials, they are required to have internal metal reinforcements in the bottom rail and fence posts, and prohibit the use of PVC for solid fences. PVC fencing should have a wall thickness of .120 inches which would not be applicable to Trek as Trek is a solid material where PVC is hollow. PVC should also contain a UV inhibitor to increase its useful life. The fencing should be monoextruded with the color consistent throughout the material.

**Motion to Approve** Fence Material Regulations was made by Commissioner Yohanna, and Seconded by Commissioner Jakubowski.

**Aye: Yohanna, Jakubowski, Auerbach, Goldfein, Sampen, and Eisterhold**

**Nay: None**

**Motion Approved: 6-0**

**IV. PUBLIC HEARING: Accessory Structures – Zoning Code Text Amendment**

*(Continued from January 22, 2014, December 4, 2013, September 11, 2013, July 10, 2013, June 5, 2013, May 1, 2013, March 6, 2013, and February 6, 2013)*

Commission Chairman Eisterhold presented the next item pertaining to an Amendment to Permitted Obstructions Section: Open Balconies, Porches, and Open Patios/Terraces.

Staff presented the draft definitions of terraces and patios. Previously, they were defined and regulated as one definition. The current definition of a terrace is defined as in excess of one foot (1') above grade in a Residential District provided they are at least four feet (4') from all side and rear property lines, not over four feet (4') above the average level of the adjoining ground, and do not project over ten feet (10') from the front façade (excluding covered porches. The definition of a patio is one foot (1') or less above grade in a Residential District provided that they are at least four feet (4') from all side and rear property lines.

Current opinion reflects that at-grade patios should be regulated differently than terraces as they are different features. Open patios should be subject to lot coverage requirements and not necessarily setback requirements and that terraces be regulated based off of certain setback requirements off of lot lines in addition to maximum lot coverage requirements. The difference between a terrace and a deck is that a terrace is a feature that rests on the ground, whereas a deck is elevated by supports.

Commissioner Yohanna asked for clarification as to the problems with the existing Code. Staff's response was that the existing Ordinance is unclear and asked the Plan Commission to clarify the current regulation's language.

Commissioner Goldfein stated her objection with regards to terraces being allowed to be built so close to the lot lines.

A lengthy discussion ensued regarding whether terraces should be regulated with regards to lot coverage percentages instead of the current lot line Code requirements.

Mr. Cook restated the Plan Commission's suggested language to permit terraces to the rear up to forty percent (40%) of the rear yard depth from the house.

Commissioner Sampen stated that he is fine with the current regulation and does not believe that this is an issue. Commissioner Sampen did ask if the word “impervious” should be added to the definition.

Staff next presented balcony definitions from Morton Grove, Park Ridge, and Wilmette. Of the 14 communities surveyed, these three communities were the only ones who had balconies defined.

Currently, balconies in the front yard require a Special Use and must not project more than four feet (4') from the building. Is it the intent of the Plan Commission that every balcony on a front elevation require a Special Use or do balconies that only encroach into a required front yard setback require a Special Use and even in that event cannot be more than four feet from the building?

Commissioner Auerbach asked if a Special Use is more onerous than a Variation.

Mr. Cook explained that to meet the standards for a Variation, it is actually more onerous than the hardships for a Special Use. Generally speaking, for a Special Use, the applicant must show a benefit to the community and are rarely used in a residential situation.

Regarding porch definitions, of the same 14 communities survey, only Park Ridge had a defined definition. Currently, porches are allowed to be four feet from side and rear lot lines. Since porches are roofed accessory structures, Staff's belief is that porches have a more detrimental impact than a terrace. A porch should be defined as a roofed over open structure and is not included in the floor area ratio (FAR).

Staff concurred with Park Ridge's porch terminology clearly identifying where they are allowed. Park Ridge's definition of a porch is that they are unenclosed, can extend no more than five feet (5') into the required front and corner side yard, extend no more than five feet (5') into the required rear yard, and not allowed in interior side yards.

Chairman Eisterhold asked if anybody in the audience would like to address the Plan Commission. Let the record state that no one came forward.

**Motion to Continue** to the April 2, 2014 Plan Commission Meeting was made by Commissioner Yohanna, and Seconded by Commissioner Jakubowski.

**Aye: Yohanna, Jakubowski, Auerbach, Goldfein, Sampen, and Eisterhold**

**Nay: None**

**Motion Approved: 6-0**

**V. PUBLIC HEARING: Definitions – Zoning Code Text Amendment**

*(Continued from January 22, 2014, December 4, 2013, October 2, 2013, August 7, 2013, June 5, 2013, May 1, 2013, March 6, 2013, and February 6, 2013)*

**Motion to Continue** to the April 2, 2014 Plan Commission Meeting was made by Commissioner Yohanna, and Seconded by Commissioner Jakubowski.

**Aye: Yohanna, Jakubowski, Auerbach, Goldfein, Sampen, and Eisterhold**

**Nay: None**

**Motion Approved: 6-0**

**VI. PUBLIC HEARING: Lincoln Avenue Plan – Amendment to Comprehensive Plan**

*(Continued from January 22, 2014, December 4, 2013, and October 23, 2013)*

**Motion to Approve** Fence Material Regulations was made by Commissioner Yohanna, and Seconded by Commissioner Jakubowski.

**Aye: Yohanna, Jakubowski, Auerbach, Goldfein, Sampen, and Eisterhold**

**Nay: None**

**Motion Approved: 6-0**

**VIII. NEXT MEETING:**

Chairman Eisterhold declared that the next Plan Commission Meeting will be held Wednesday, April 2, 2014.

**IX. ADJOURNMENT:**

Hearing no further business, **Motion to Adjourn** made by Commissioner Auerbach, and Seconded by Commissioner Yohanna. Meeting adjourned at 9:25 p.m.

**Aye: Auerbach, Yohanna, Goldfein, Jakubowski, Sampen, and Eisterhold**

**Nay: None**

**Motion Approved: 6-0**

Respectfully Submitted,

Kathryn M. Kasprzyk  
Community Development Coordinator

**Agenda Item #4**



**Staff Report  
Plan Commission**

**April 2, 2014**

*Continued from February 5, 2014, November 6, 2013, September 11, 2013, July 10, 2013,  
May 1, 2013, March 6, 2013 & February 6, 2013*

**Subject Property: N/A (Text Amendment)**

**Zoning District:** Requested action is applicable to the B1, B2, B3, O-1, and M-B Districts.

**Requested Action:** Text Amendment to Various Sections of the Zoning Ordinance including but not limited to the Definitions Section, Land Use Table, Off-Street Parking Schedule, etc. relative to modifying the definition of Health Club or Private Recreation, Firearms Shooting Ranges.

**Nature of Request:** Consideration to Modify and/or add certain definitions including but not limited to Health Club or Private Recreation and Firearms Shooting Ranges; Consideration of Firearms Shooting Ranges as a Special Use in the M-B District subject to certain restrictions; and the Addition or Modification of Off-street Parking Requirements for Firearms Shooting Ranges, Commercial Recreation Facility, or Other Similar Uses

**Petitioner:** Village Board

**Summary**

At the February 5<sup>th</sup> meeting the Plan Commission made modifications to the draft text amendments as prepared by staff and Village Attorney. Attached are the proposed amendments consistent with the Commission's direction.

For clarification, the draft amendments include modifications to Table 4.01.1. This table includes the following characters (explanation in parenthesis):

- P (Permitted Use)
- S (Special Use)
- - (Prohibited Use)

**Previous Action:** On November 9, 2012, the Village Board adopted Resolution No R2012-1710, initiating a referral to the Plan Commission for text amendments to the Zoning Ordinance. These proposed text amendments concern Firearms Shooting Ranges

and the existing definition found in the Zoning Ordinance for “Health Clubs and Private Recreation”. The purpose of these text amendments is to:

1. Specifically exclude from the definition of “Health Clubs and Private Recreation”, Firearms Shooting Ranges, and
2. Establish in the Zoning Ordinance, “Firearms Shooting Ranges” as a Special Use in the M-B Zoning District.

The adopted Village Board Resolution suggests, but does not identify, that other restrictions may be determined to be necessary and desirable in establishing Firearms Shooting Ranges as a Special Use in the M-B Zoning District.

**Attachments**

1. Draft Zoning Ordinance Text Amendments

**DRAFT ZONING ORDINANCE TEXT AMENDMENTS**

**Firearms Shooting Ranges, Health Clubs, and Recreational Facilities**

Section 2.02 Definitions:

*Add the following new definitions:*

**COMMERCIAL RECREATIONAL FACILITY:** A privately-owned for-profit commercial facility designed and equipped to provide customary leisure time or recreational activities, such as bowling, swimming, miniature golf, paintball, indoor go-karts, ice skating, tennis, racquetball and similar activities. For purposes of this Ordinance, a Firearms Shooting Range is not a Commercial Recreational Facility.

**FIREARMS SHOOTING RANGE:** A specialized indoor facility used in whole or in part for the safe shooting practice of firearms (as that term is defined pursuant to the Illinois Firearm Owners Identification Card Act, 430 ILCS 65/0.01 *et seq.*, as may be amended).<sup>1</sup>

**HEALTH CLUB:** A business establishment which: (i) promotes physical fitness; (ii) contains equipment and gymnasias for body exercising or other facilities intended to improve physical fitness, diet, weight control and/or health; and (iii) is generally utilized by members who pay a periodic fee for facility access and use. For purposes of this Ordinance, a Firearms Shooting Range is not a Health Club.

*Delete the following existing definition:*

~~**HEALTH CLUB or PRIVATE RECREATION:** A building or portion of a building designed and equipped for the conduct of sports, exercise, leisure time activities, or other customary or usual recreational activities, operated for profit or not for profit and which can be open only to members and guests of the organization or open to the public for a fee.~~

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<sup>1</sup> See Appendix for the FOID Act definition of "Firearm".

Table 4.01.1 Permitted and Special Uses in All Zoning Districts:

Use Category	Zoning Districts										
	Residential				Business				Manufacturing/ Business	Public	Standard
	R-1	R-2	R-3	R-4	B-1	B-2	B-3 PD	O-1	M-B	P	
<b>COMMERCIAL</b>											
Entertainment and recreation											
<del>Health club or recreation facility, private</del>	-	-	-	-	<u>S</u>	<u>P</u>	<u>P</u>	<u>S</u>	<u>S</u>	-	
<b><u>Commercial Recreational Facility</u></b>	=	=	=	=	<u>S</u>	<u>P</u>	<u>P</u>	<u>S</u>	<u>S</u>	=	
<b><u>Health Club</u></b>	=	=	=	=	<u>S</u>	<u>P</u>	<u>P</u>	<u>S</u>	<u>S</u>	=	
	**	**	**	**	**	**	**	**	**	**	
<b><u>Firearms Shooting Range</u></b>	=	=	=	=	<u>S</u>	<u>S</u>	<u>S</u>	<u>S</u>	<u>S</u>	=	<u><u>§ 4.08(5)</u></u>

Section 4.07 Additional Use Standards for Business and Office Districts:

“4.07. Additional Use Standards for Business and Office Districts:

\* \* \*

**(15) Firearms Shooting Ranges. Firearms Shooting Ranges located in any Business or Office District are subject to the standards set forth in Section 4.08(5) of this Zoning Ordinance.**

**Additions are bold and double-underlined;** deletions are struck through.

Section 4.08 Additional Use Standards for M-B Light Manufacturing/Business District:

“4.08. Additional Use Standards for M-B - Limited **Light** Manufacturing/Business District:

\* \* \*

**(5) Firearms Shooting Ranges.**

**(a) Restricted Locations. The Village shall not issue a special use permit for a firearms shooting range on any lot that is: (i) less than 250 feet from any lot located in a Residential Zoning District; (ii) less than 250 feet from any lot located in the P Public Open Space - Recreation - Park Zoning District; or (iii) less than one mile from any other existing and operating firearms shooting range. The distance requirements set forth in this Section 4.08(5)(a) are to be measured from lot line to lot line.**

**(b) Additional application requirements. In addition to the requirements set forth in Article V of this Zoning Ordinance for special use permits, applicants for a special use permit for a firearms shooting range must submit the following additional documents and information:**

**i. A statement containing the name, address, driver's license number, and telephone number of all officers, directors, partners, managers, and owners of at least five percent of the stock or equitable or beneficial interest of the applicant;**

**ii. A statement of the structure of ownership and governance of the applicant;**

**iii. A statement of whether the applicant, or any of the persons identified in the statement required pursuant to Section 4.08(5)(b)(i) of this Zoning Ordinance, have operated or are currently operating any firearms shooting ranges, and if so:**

**A. The location(s) of those facilities;**

**B. A statement of whether the operator or any of the persons identified have been cited or found liable by any unit of government for any violations of law in connection with the operation of those facilities; and**

**C. A statement of whether any license or certification issued for those facilities to the operator or any of the persons identified has been suspended or revoked.**

Additions are bold and double-underlined; deletions are struck through.

iv. Identification of all monetary lenders and secured creditors of the applicant; and

v. A statement of whether the applicant, or any of the persons identified in the statement required pursuant to Section 4.08(5)(b)(i) of this Ordinance, has ever been convicted of a felony under the laws of the United States or any political subdivision thereof, and if so, the particulars of such conviction.

(c) Design Standards. The Village shall not issue a special use permit for a firearms shooting range that does not satisfy, at a minimum, the following design standards:

i. The range must be designed in conformance with the United States Department of Energy Range Design Criteria dated June 4, 2012, as may be amended;

ii. The range must conform to the requirements of the United States Occupational Safety and Health Administration;

iii. The range must conform with a safety plan approved in advance by the Village Chief of Police, which plan must include, without limitation, specific range safety requirements and safety procedures for employees and customers;

iv. The range, and the lot on which the range is located, must comply with a security plan approved in advance by the Village Chief of Police;

v. Noises generated by the shooting activity on the range must comply with all applicable federal, State, and Village noise laws and regulations; and

vi. The range must comply with all applicable United States Environmental Protection Agency and Illinois Environmental Protection Agency regulations concerning the use and possession of lead.

(d) Insurance Required. The Village shall not issue a special use permit for a firearms shooting range unless the applicant has procured comprehensive general liability and property insurance policies, in minimum amounts of \$10,000,000 in aggregate, which policies must name the Village as an additional insured party.

Additions are bold and double-underlined; deletions are struck through.

- (e) Supervision. At all times during which the firearms shooting range is in operation, the range must be supervised by a Range Safety Officer duly certified by the National Rifle Association.
- (f) Assault Weapons Prohibited. No assault weapon, as that term is defined in Section 9-1-2 of the Municipal Code of Lincolnwood, as amended, may be used within any firearms shooting range, except as approved in advanced by the Village Chief of Police for sworn law enforcement officers of the State or any political subdivision thereof.
- (g) Minors Prohibited. No person under the age of 18 may be permitted within any firearms shooting range, except when in the custody and control of: (i) his or her parent, grandparent, legal guardian; (ii) a firearms instructor certified pursuant to the Illinois Firearms Concealed Carry Act, 430 ILCS 66/1 et seq.; or (iii) another adult age 18 or older with supervisory authority over such person.”
- (h) Drugs and Alcohol Prohibited. No drugs or alcoholic liquor may be consumed within any firearms shooting range.
- (i) FOID Card Required. No person may operate any firearm within any firearms shooting range unless he or she either: (i) is in possession of a Firearm Owner’s Identification Card issued by the State of Illinois; or (ii) is participating in a firearms training course under the direction of a firearms instructor certified pursuant to the Illinois Firearms Concealed Carry Act, 430 ILCS 66/1 et seq.

Table 7.10.01 Off-street parking schedule:

"Use Category	Required Parking Spaces
<b>Commercial Uses</b>	
Entertainment and recreation	
<u><b>Commercial Recreational Facility</b></u>	<u><b>1 space per 3 persons plus 1 space per 2 full-time employees</b></u>
Health club or recreation facility, private	1 space per 3 persons plus 1 space per 2 full-time employees
<u><b>Firearms Shooting Range</b></u>	<u><b>2 spaces per shooting range station, plus 2 spaces per 1,000 square feet of floor space not devoted to indoor shooting ranges.”</b></u>

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Additions are bold and double-underlined; deletions are struck through.

## APPENDIX

The FOID Act defines "Firearm" as follows:

"Any device, by whatever name known, which is designed to expel a projectile or projectiles by the action of an explosion, expansion of gas or escape of gas; excluding, however:

(1) any pneumatic gun, spring gun, paint ball gun, or B-B gun which expels a single globular projectile not exceeding .18 inch in diameter or which has a maximum muzzle velocity of less than 700 feet per second;

(1.1) any pneumatic gun, spring gun, paint ball gun, or B-B gun which expels breakable paint balls containing washable marking colors;

(2) any device used exclusively for signalling or safety and required or recommended by the United States Coast Guard or the Interstate Commerce Commission;

(3) any device used exclusively for the firing of stud cartridges, explosive rivets or similar industrial ammunition; and

(4) an antique firearm (other than a machine-gun) which, although designed as a weapon, the Department of State Police finds by reason of the date of its manufacture, value, design, and other characteristics is primarily a collector's item and is not likely to be used as a weapon."

**Agenda Item #5**



**Staff Report  
Plan Commission  
April 2, 2014**

*Continued from February 26, 2014, January 22, 2014, December 4, 2013, September 11, 2013,  
July 10, 2013, June 5, 2013, May 1, 2013, March 6, 2013 & February 6, 2013*

**Subject Property: N/A (Text Amendment)**

**Requested Action:** Text amendment to consider requirements for Balconies, Porches, and Open Patios or Terraces as Found in the Permitted Obstructions in Yards Table 3.10.01 of the Zoning Ordinance.

**Nature of Request:** A text amendment is proposed to consider modifying or additional bulk requirements for Open Balconies in the Front Yard, Open Patios, and Attached and Covered Porches.

**Petitioner:** Village Board

**Summary**

Open Patios – At the February 26<sup>th</sup> meeting, the Plan Commission provided further clarification on regulating patios and terraces. Based on the discussion, below is draft language incorporating the comments made by the Plan Commission.

Terraces **in excess of one foot above grade** in a residential district provided that they are at least four feet from all side and rear property lines, not over four feet (4') above the average level of the adjoining ground and do not project over ten feet (10') **from the front façade** (excludes covered porches)

At the February 26<sup>th</sup> meeting the Plan Commission generally concluded that terraces may be permitted in the rear yard up to forty percent (40%) of the depth from the house to rear lot line.

Open patios, **one foot or less above grade** in a residential district provided that they are at least four feet from all side and rear property lines.

Open Balconies – The Plan Commission discussed the research of nearby communities relative to definitions of balconies at the February 26<sup>th</sup> meeting. The Commission generally agreed that the definition below (substantially consistent with Morton Grove, Park Ridge, and Wilmette):

Balcony: A platform which projects from the exterior wall of a building above the ground floor, is exposed to the open air, has direct access to the interior of the building, and is not supported by posts or columns extending to the ground.

Of the communities researched, how balconies are regulated can be grouped into two main categories, the maximum projection into required yards (Morton Grove, Park Ridge, and Wilmette) and maximum projection from the building (Evanston and Glenview). The current Lincolnwood regulation establishes a maximum projection of four feet from the building.

While the Commission generally concluded on an appropriate definition, staff seeks guidance on the intent of the bulk regulations for Open Balconies. More specifically:

1. Do all balconies on the front elevation require Special Use approval?
2. Are all balconies permitted as long as they do not exceed 4 feet from the building? In the event a balcony on the front elevation exceeds 4 feet, is a Special Use required to permit such a balcony?
3. If the Principal Structure is located at the minimum front setback line and a balcony is on the front elevation does this balcony at any distance from the building require a Special Use?

Staff's recommendation is to identify the permitted dimension of a balcony (currently extending 4 feet from the building) and identifying which elevations such a balcony complying with the dimension is permitted. Once this is determined it is staff's recommendation that all other balconies be subject to approval by the variation process and hardship standards.

Porches – The Plan Commission reviewed the research presented by staff and generally concluded that the definition and standards adopted by Park Ridge is most appropriate. Park Ridge includes in their definition enclosed and unenclosed porches. It was the discussed at the last meeting that delineating between enclosed and unenclosed is unnecessary. Below is the draft language based on Park Ridge.

Porch. A structure, which can be enclosed or unenclosed, that projects from the exterior wall of a building, has direct access to the street level of the building, and is covered by a roof or eaves.

Park Ridge permits porches in the front, corner side, and rear yards but not more than five feet into the required yard.

**Agenda Item #6**



**Staff Report  
Plan Commission  
April 2, 2014**

*Continued from January 22, 2014, December 4, 2013, October 2, 2013, August 7, 2013,  
June 5, 2013, May 1, 2013, March 6, 2013 & February 6, 2013*

**Subject Property: N/A (Text Amendment)**

**Zoning District:** Subject text amendment is applicable to all zoning districts

**Requested Action:** Text amendment to the Definitions Section Article II, Part A, 2.02, relative to Fence, Semi-Private, or Semi-Private Fence; Banquet Facility, Façade, and Restaurant/Restaurant, Fast-Food or Carryout

**Nature of Request:** Certain text amendments are proposed to eliminate unnecessary/confusing references and to clarify certain definitions.

**Petitioner:** Village Board

**Summary**

*Note: Below is the summary provided at the January 22, 2014 Plan Commission meeting. This matter was continued to the April 2<sup>nd</sup> without discussion by the Plan Commission at the January meeting.*

**Restaurant/Restaurant, Fast-Food or Carryout**

At the October 2, 2013 meeting, the Plan Commission reviewed research of restaurant definitions from surrounding communities. Many of the communities surveyed define multiple different restaurant types. Based on this, the Plan Commission generally concluded that clarifying and expanding restaurant definitions are appropriate given the wide range of restaurant types. Based on this consensus staff reviewed the definitions used in neighboring communities and recommends the Plan Commission consider three restaurant categories/types:

- Restaurant, Full-service
- Restaurant, Carryout
- Restaurant, Limited service

These three categories largely align with the discussion by the Plan Commission to include sit-down, carry-out, and a “hybrid” restaurant types. Skokie has adopted the most similar approach to defining restaurants. Staff recommends that the Plan Commission consider the definitions as adopted by Skokie and at the December 4<sup>th</sup> meeting make modifications as needed. Staff has deleted some language from the Skokie adopted definitions which are found below:

## Skokie

<b>Restaurant, carryout:</b>	Any establishment where the primary purpose of the operation is the preparation and service of food and/or beverages for immediate consumption off the premises; however, up to 5 seats may be provided for patrons.
<b>Restaurant, limited service:</b>	An establishment that provides food <i>and/or beverage</i> services (except carryout restaurants) where patrons order or select items and pay before eating/ <i>drinking</i> . Including cafeterias, which use cafeteria-style serving equipment, a refrigerated area, and self-service beverage dispensing equipment, and which display food and drink items in a continuous cafeteria line. <del>Some establishments in this subcategory may provide food services in combination with selling alcoholic beverages.</del>
<b>Restaurant, full-service:</b>	An establishment that provides food services to patrons who order and are served while seated and pay after eating. <del>They may provide this service in combination with selling alcoholic beverages, providing carryout services, or presenting live nontheatrical entertainment. Banquet halls with catering staff are considered a full-service restaurant for the purpose of this ordinance.</del>

### Review of Existing Lincolnwood Restaurants

As requested, staff has prepared a list of how existing restaurants in the community would be defined under the three restaurant categories.

<b>Restaurant, Carryout</b>	<b>Restaurant, Limited Service</b>	<b>Restaurant, Full-Service</b>
New York Bagel	Starbucks	Psisteria
Dunkin Donuts	Long John Silvers	Renga Tei
Dairy Star	Five Guys	Wholly Frijoles
Go Go China	Oberweis	Red Lobster
Rosati's	Meatheads	Olive Garden
	Chipotle	El Pueblito
	Happy Chef	Lou Malnati's
	Taste of Cuba	Great Beijing
	Jaffa Bakery (coming soon)	Whistler's
	Subway	Myron & Phils
	Bunny Hutch	Kow Kow
		LWoods

Off-Street Parking

Upon concurrence by the Plan Commission to adopt three restaurant categories and the definitions, the Commission shall consider the appropriate off-street parking requirements. As the Commission may recall the Village recently amended the off-street parking requirements for sit-down restaurants. The current requirement is 10 spaces per 1,000 square feet of floor area.

Below is a summary of the restaurant off-street parking requirements for Skokie.

<b>Carryout restaurant:</b>	1 parking space for each 300 ft <sup>2</sup> of net floor area.
<b>Limited-service and full-service restaurants</b>	1 parking space for each 100 ft <sup>2</sup> of net floor area.

Skokie requires the same number of off-street parking spaces for both limited service and full-service restaurants. This requirement calculates to be the same as Lincolnwood's off-street parking for sit-down restaurants. Skokie does differ in the requirement for carryout restaurants. Lincolnwood requires "1 space per seat, plus 3 spaces per cashier station, plus 1 space per employee". This standard is difficult to apply without full floor plans and is also difficult to enforce. Skokie has established a consistent approach in how off-street parking should be calculated for restaurants based on square foot of net floor area.

At the December 4, 2013 meeting the Plan Commission shall consider:

1. Category/Types of Restaurants to Define
2. Specific Language of the Definitions for Restaurant Categories/Types
3. Off-Street Parking Standards for Defined Restaurant Types

**Banquet Facility, Banquet Hall:** Initially staff sought consideration of a potential issue of the Zoning Ordinance defining Banquet Facility, Banquet Hall which is not listed in the Land Use Table. Staff recommended clarifying that such uses are not permitted by eliminating the definition from the Zoning Ordinance. In further reviewing the matter staff recommends no action on this item.

**Fence, Semi-Private, Or Semi-Private Fence:** Below find the minor changes to the definition of Fence, Semi-Private consistent with the direction of the Plan Commission.

**“FENCE, SEMI-PRIVATE, OR SEMI-PRIVATE FENCE:** A Fence which is not a Solid Fence nor an Open Fence. These types of fences are restricted to board-on-board *also known as* ~~and~~ shadow box types. The open space between vertical fence boards shall not exceed 85% of the width of the boards on the same side of the Fence.”

**Façade**: The purpose of this review is to clarify a potentially unclear definition of “façade” as currently found in the Zoning Code. Facades are subject to additional standards such as higher quality building materials, additional articulation requirements, greater window requirements, etc. The current definition found in the Zoning Code reads:

**“FAÇADE**: The exterior wall of a building that is exposed to public view.”

The challenge with the definition is that all exterior walls of a building could potentially be exposed to public view. The Plan Commission generally concluded that the intent of the Zoning Code is to require high quality materials on elevations facing a street and not necessarily to require high quality materials on all building elevations.

The Plan Commission directed staff to prepare language for adoption modifying the definition of façade. As part of this consideration the Plan Commission directed staff to define “elevation”. A common definition found by staff is, “The external face of a building or structure.” Staff believes this definition is sufficient for purposes of clarifying between façade and building elevation. Below for Plan Commission consideration are the proposed definitions consistent with the information previously presented and the discussion of the Plan Commission at the October 2<sup>nd</sup> meeting.

**FAÇADE**: The exterior wall of a building facing a public or private street and public access drives but shall exclude alleyways.

**ELEVATION**: The external face of a building or structure.

### **Attachments**

1. Restaurant Research



# Restaurant Research

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## Evanston

<b>Restaurant, Type 1:</b>	An establishment in which the principal use is the service of prepared food and beverages for consumption on the premises. All service of prepared food and beverages for consumption on the premises shall require customers to order at a table, booth, or dining counter with service by a waiter or waitress at said table, booth, or dining counter and shall also require the use of reusable (nondisposable) flatware and dishware. Drive-through facilities are prohibited.
<b>Restaurant, Type 2:</b>	An establishment in which the principal use is the service of prepared food and/or beverages for consumption on and/or off the premises and that is not a "restaurant, type 1" as defined herein. This definition shall not include establishments where incidental prepared food and beverage service is accessory to a bakery, food establishment, convenience store, food store establishment, meat market, or similar principal use nor shall it include cafeterias that are accessory to hospitals, colleges, universities, schools or other similar principal uses. (Ord. 9-0-10)

*Evanston's off-street parking requirements are the same for both types of restaurants:*

<b>Restaurants, type 1 and type 2:</b>	4 spaces per 1,000 square feet gross floor area
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## Skokie

<b>Restaurant, carryout:</b>	Any establishment where the primary purpose of the operation is the preparation and service of food and/or beverages for immediate consumption off the premises; however, up to 5 seats may be provided for patrons.
<b>Restaurant, limited service:</b>	An establishment that provides food services (except carryout restaurants) where patrons order or select items and pay before eating, including cafeterias, which use cafeteria-style serving equipment, a refrigerated area, and self-service beverage dispensing equipment, and which display food and drink items in

	a continuous cafeteria line. Some establishments in this subcategory may provide food services in combination with selling alcoholic beverages.
<b>Restaurant, full-service:</b>	An establishment that provides food services to patrons who order and are served while seated and pay after eating. They may provide this service in combination with selling alcoholic beverages, providing carryout services, or presenting live nontheatrical entertainment. Banquet halls with catering staff are considered a full-service restaurant for the purpose of this ordinance.

- Also, there is a requirement that “Drive-through facilities are prohibited at carryout and full-service restaurants.”

*Skokie off-street parking requirements*

<b>Bars or Drinking Places:</b>	1 parking space for each 100 ft <sup>2</sup> of net floor area.
<b>Caterer:</b>	1 parking space for each 300 ft <sup>2</sup> of net floor area, plus 1 parking space for each company owned, rented, or leased vehicle kept on site
<b>Carryout restaurant:</b>	1 parking space for each 300 ft <sup>2</sup> of net floor area.
<b>Food establishments (all categories)</b>	1 parking space for each 300 ft <sup>2</sup> of net floor area
<b>Limited-service and full-service restaurants</b>	1 parking space for each 100 ft <sup>2</sup> of net floor area.

## Glenview

Glenview uses two distinct terms to distinguish between a ‘restaurant’ and a ‘carryout food and beverage establishment’:

<b>Restaurant:</b>	A public eating place, where food is prepared and served to be consumed at a table or counter within the eating place, and served primarily in or on non-disposable containers by a waiter or waitress
<b>Carryout food and beverage establishment</b>	Any business principally engaged in the sale of food or beverages in a ready to consume state, sold in a disposable container principally for private consumption off the premises and which is not a drive-in food and beverage establishment as defined in this section.

*Glenview Off-street parking requirements:*

Establishments handling the sale and consumption, on the premises, of food, beverages and refreshments, one parking space for each three persons, based upon the maximum number of customers that can be accommodated at the same time in accordance with the designed capacity.

Not in code, but in first part of off-street parking standards: they have to provide adequate parking for all persons (employees), standard in case there's a problem

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## **Niles**

<b>Full Service Restaurant</b> <i>Type A:</i>	A public eating place or business establishment whose sole business is the preparation of food and beverages from a kitchen fully equipped for the preparation of meals by restaurant employees, where such food and beverages are sold, served and consumed only on the premises. Restaurant customers are normally provided with an individual menu and are seated at a table, booth or counter on the premises within the eating place, whether free-standing or part of a larger structure, which devotes no less than 50 percent of the total floor area of the business establishment to eating accommodations for not less than 75 patrons that are served on non-disposable or reusable dishes, containers and utensils, by a waiter or waitress and the incidental sale of ready-to-consume or prepared food in disposable containers for private consumption off the premises shall not exceed 25 percent of the gross sales of such business to maintain its restaurant classification. Upon petition of the owner of such restaurant, the president and Board of Trustees may grant a variance, on such terms and conditions as they deem appropriate, to permit the incidental sale of food items to be consumed off the premises up to 33 1/3 percent of gross sales and to grant a variance for seating accommodations. Live entertainment and dancing may also be permitted.
<b>Full Service Restaurant</b> <i>Type B:</i>	An eating establishment where the products sold are consumed entirely within a completely enclosed building, where the taking out of food and drink from such building is purely incidental, and where the consumption of food outside such completely enclosed building is prohibited. Live entertainment and dancing may also be permitted.
<b>Drive-in Restaurant</b>	A drive-in restaurant is any establishment where food, frozen dessert, or beverages are sold to the customer in a ready-to-eat state and where the customer consumes, or is permitted to

	consume, such food, frozen dessert or beverages in an automobile parked upon the premises or at other facilities which are provided for use of the customer for the purpose of consumption and which are located outside the building.
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*Niles off-street parking requirements:*

<b>Restaurants</b> (100 percent consumption on premises):	One and one-tenths parking spaces shall be provided for each two seats. The required parking shall be subject to review as a special use.
<b>Restaurants</b> (combination consumption on premises and carry-out):	One and one-fourth parking spaces shall be provided for each two seats, but not less than one parking space for every 100 square feet of gross floor area. The required parking shall be subject to review as a special use.
<b>Restaurants</b> (carryout only):	One parking space shall be provided for each 100 square feet of floor area. The required parking shall be subject to review as a special use.
<b>Restaurants</b> (drive in and/or refreshment stand where food is consumed in a vehicle on the premises):	One parking space for each 20 square feet of gross floor area, but not less than ten spaces. The required parking shall be subject to review as a special use.

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## Wilmette

<b>Carry-out food service:</b>	A service which is accessory to a full service restaurant or commercial retail establishment which sells food or beverages to the customer in a ready-to-consume state, and whose design or method of operation includes serving foods or beverages in edible containers or in paper, plastic, Styrofoam, or other disposable containers. This does not include temporary uses regulated by Article 6, Part 5 of this Chapter
<b>Delivery, food service:</b>	A service which is accessory to a full service restaurant or limited service restaurant which provides home delivery of food or beverages for immediate consumption and which has two (2) or more delivery vehicles.
<b>Restaurant, full service:</b>	A business whose principal purpose is the sale and on-site consumption of food or beverages, where items are ordered from an individual menu and served by wait staff on non-disposable

	tableware. This shall not include a limited service restaurant or convenience food mart.
<b>Restaurant, limited service:</b>	A business whose principal purpose is the sale of food or beverages where the food or beverages which is paid for before consumption, or are ordered from a fixed menu board, or are served in paper, plastic, Styrofoam, or other disposable containers for immediate consumption on or off the premises.

*Wilmette off-street parking requirements:*

<b>Carry-out food service (accessory):</b>	3 per cashier station (in addition to other requirements)
<b>Carry-out food service (accessory) in the "VC" Zoning District east of Green Bay Road:</b>	1.5 per cashier station (in addition to other requirements)
<b>Food service delivery (accessory):</b>	1 for first 2 vehicles + 1 for each vehicle over 2
<b>Full Service Restaurants:</b>	1 per 3 seats
<b>Full Service Restaurants in the "VC" Zoning District east of Green Bay Road:</b>	1 per 6 seats

## Highland Park

<b>Restaurant:</b>	Any business, other than a boarding house, where food or meals are provided for compensation, for consumption on the premises, inside a building, including a cafe, cafeteria, coffee shop, dining room, lunchroom or tearoom, and including the serving of alcoholic beverages when served with and incidental to the serving of meals.
<b>Restaurant, Drive-in:</b>	A fast food or carry-out restaurant where food (including frozen desserts) may be ordered from a motor vehicle, or where a specific motor vehicle parking area is provided on the premises for the consumption of food.
<b>Restaurant, fast food or carry-out:</b>	Any business where the principal part of the business is providing food or meals for compensation in disposable wrappers or

*Highland Park off-street parking requirements:*

	<b>Parking Spaces</b>	<b>Loading Spaces</b>
<b>Outdoor Restaurants:</b>	20 spaces per 1,000 sq. ft. GFA	None for the first 10,000 sq. ft., then 1 per 30,000 sq. ft. up to 70,000 sq. ft. plus 1 per 80,000 sq. ft. thereafter
<b>Restaurants, Fast-food or Carry-out parking space requirements:</b>	20 spaces per 1,000 sq. ft. GFA for kitchen area, serving counter and waiting area, plus 0.5 spaces per seat	One with indoor seating area; none with no seating area provided
<b>Restaurants, Excluding Dancing &amp; Entertainment:</b>	15 spaces per 1,000 sq. ft. GFA	
<b>Restaurants, With Dancing &amp; Entertainment:</b>	20 spaces per 1,000 sq. ft. GFA plus banquet room and meeting rooms	

## Morton Grove

<b>Restaurant:</b>	An establishment where food is prepared, served and consumed.
<b>Restaurant- Carryout:</b>	A restaurant where the majority of the food or drink is prepared and served for consumption off the premises
<b>Restaurants- Drive-in:</b>	A restaurant where food or beverages may be ordered from a motor vehicle or where an automobile parking area is provided on the premises for the consumption of goods and beverages.
<b>Restaurant- Sit down:</b>	A restaurant which provides food service to patrons who order and are served while seated and pay after eating.

*Morton Grove off-street parking requirements*

<b>Restaurant:</b>	1.0 space per 150 square feet of gross floor area
<b>Restaurant - drive-in or carryout</b>	1.0 space per 100 square feet of gross floor area



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## MEMORANDUM

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**TO:** Chairman Eisterhold  
Members of the Plan Commission

**FROM:** Aaron N. Cook, AICP  
Development Manager

**DATE:** January 17, 2014

**SUBJECT:** **Comprehensive Plan Amendment – Review of Lincoln Avenue Task Force Report** (*Continued from December 4, 2013 and October 23, 2013*)

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*Note: Below is the summary provided at the December 4, 2013 and October 23, 2013 Plan Commission meeting. At the October 23<sup>rd</sup> meeting the Plan Commission heard from three members of the Lincoln Avenue Task Force. At the December 4<sup>th</sup> meeting, the Plan Commission continued this matter without discussion to the January 22, 2014 meeting.*

At the Committee of the Whole (COTW) meeting of July 16, 2013, the Committee discussed multi-family housing in the Lincoln Avenue corridor. The Zoning Code regulations for housing along Lincoln Avenue have their origins in the recommendation and vision adopted as part of the Lincoln Avenue Task Force (LATF) Report. Certain other recommendations of the LATF Report such as land use, design requirements, parking requirements, etc. have been incorporated into the Zoning Code. The LATF Report was adopted and made part of the Comprehensive Plan in May 2006.

At the July 16<sup>th</sup> COTW meeting, discussion included a possible prohibition on residential developments along Lincoln Avenue which is not consistent with the Zoning Code or the Comprehensive Plan. Trustee Cope indicated his concern over residential developments along Lincoln Avenue include excessive building height, increased traffic generation, and decreased property values. Rather than focus on the housing recommendations only, several trustees recommended a full review of the LATF Report. At the conclusion of the July 16<sup>th</sup> discussion, the COTW directed the Plan Commission to hold a public hearing to fully review the Lincoln Avenue Task Force Report. As part of this referral, the Village Board requests consideration by the Plan Commission to place a moratorium on residential development along the Lincoln Avenue corridor while the LATF Report is under review.

At the September 11<sup>th</sup> Plan Commission meeting the members should be prepared to 1) recommend to the Village Board on adopting a moratorium on residential development along the Lincoln Avenue corridor and 2) discuss the LATF Report beginning with the recommendations relative to residential development but also the report as a whole. Upon completion of the review of the LATF Report, if recommendations are made to change the findings of the Report, it is likely that the text of the Zoning Code will need to be amended to ensure consistency between the Comprehensive Plan and the Zoning Code.

**Attachments:**

1. July 16, 2013 Committee of the Whole Minutes
2. Ordinance No. 2006-2710: An Ordinance Amendment the Village of Lincolnwood's Comprehensive Plan to Incorporate the Report and Recommendations of the Lincoln Avenue Task Force

indicated that NCG does not object to expanding the TIF District. Mr. Elrod informed the Village Board that his staff would prepare a Resolution for consideration at the August 20 Village Board meeting which would confirm that NCG is paying for the study and authorizing staff to proceed.

### **3. Discussion Concerning the Purple Hotel Site Restoration Standards**

The item was presented by Mr. Cook who indicated that the Pre-Development agreement between NCG and the Village for the Purple Hotel expired on July 1, 2013. NCG is requesting reinstatement of the agreement plus additional items. Staff is recommending that NCG be required to submit for land-use relief no later than December 1, 2013, receive land-use approval no later than July 1, 2014, and be permitted to extend site restoration waivers for the adjoining properties until July 1, 2014. Mr. Firsel reported that all asbestos had been abated from the Purple Hotel and the demolition contractor is ready to begin demolishing the building. Mr. Stein indicated that the only items which are pending are the pre-development agreement and the Illinois Department of Transportation's approval. Discussion ensued. The Village Board directed that the subcommittee of Trustees Elster and Patel convene a meeting to discuss the terms of the new pre-development agreement

### **4. Discussion Concerning the Design Standards for Non-Residential Structures**

The item was presented by Mr. Cook. On April 16, 2013, the Village Board considered a recommendation by the Plan Commission concerning proposed changes to the Village's design standards for non-residential buildings. These design standards are commonly referred to as the Village's masonry requirements. In considering this matter at the April 16, 2013 meeting, the Village Board referred this item to the Committee on Ordinances, Rules & Buildings (CORB) for further deliberation. The Plan Commission recommendation on this matter included the following:

1. Eliminating "Masonry Only" requirement from the Lincoln Avenue Overlay District
2. Establish that the exterior walls of non-residential buildings be constructed with a minimum of 75% "high quality materials". This includes a requirement that from the ground level to the top of the first floor windows must be constructed entirely of "high quality materials"
3. Establish a list of permitted "high quality materials" which includes:
  - 1) Brick with a minimum thickness of 2.25 inches
  - 2) Natural stone
  - 3) Sandstone
  - 4) Other native stone
  - 5) Pre-cast decorative stone
  - 6) Glass
4. Add definitions for Brick, Decorative Concrete Block, Masonry, and Stone; and
5. Add *Exterior Insulation Finishing Systems ("EIFS")* and *metal and vinyl lap board siding* as specifically prohibited materials.

CORB considered this matter at its June 11, 2013 meeting and now seeks to have the COTW consider its recommendations on this matter. Discussion ensued. The Village Board referred CORB's recommendation to the Plan Commission for their consideration.

### **5. Discussion Concerning Multi-Family Housing Zoning in the Lincoln Avenue Corridor**

The item was introduced by Mr. Wiberg who indicated that Trustee Cope requested the discussion of multi-family on Lincoln Avenue be discussed at the Committee of the Whole. Mr. Cook indicated that zoning for multi-family housing was the result of the Lincoln Avenue Task Force Plan and provided further background on the matter. Trustee Cope indicated his opposition to allowing the condo development on 6535 North Lincoln Avenue with concerns relating to height, traffic, and affecting other area property values. He proposed prohibiting such developments from Lincoln Avenue in the future and for the Village to place a moratorium in the immediate term. Trustee Patel suggested that the Plan Commission review the Lincoln Avenue Task Force Plan in its entirety. Mr. Cook recommended that the Comprehensive Plan be reviewed first. The Village Board concurred. The matter of reviewing the Plan and placing a moratorium on multi-family housing on Lincoln Avenue was referred to the Plan Commission

### **Adjournment**

VILLAGE OF LINCOLNWOOD

ORDINANCE NO. 2006 2710

**AN ORDINANCE AMENDING THE VILLAGE OF LINCOLNWOOD'S COMPREHENSIVE  
PLAN TO INCORPORATE THE REPORT AND RECOMMENDATIONS OF THE LINCOLN  
AVENUE TASK FORCE**

ADOPTED BY THE  
PRESIDENT AND BOARD OF TRUSTEES  
OF THE VILLAGE OF LINCOLNWOOD  
THIS 18TH DAY OF MAY, 2006

ORDINANCE NO. 2006-2710

**AN ORDINANCE AMENDING THE VILLAGE OF LINCOLNWOOD'S COMPREHENSIVE PLAN TO INCORPORATE THE REPORT AND RECOMMENDATIONS OF THE LINCOLN AVENUE TASK FORCE**

WHEREAS, the Village of Lincolnwood (the "Village") is a home rule municipality in accordance with Article VII Section 6(a) of the Constitution of the State of Illinois of 1970;

WHEREAS, the Village has the authority to adopt ordinances and to promulgate rules and regulations that pertain to its government and affairs;

WHEREAS, on November 1, 2001, the Village Board adopted the Village of Lincolnwood Comprehensive Plan (the "Comprehensive Plan");

WHEREAS, the Comprehensive Plan includes, but is not limited to, a policy guide for future Village Board decisions concerning land use within the Village;

WHEREAS, subsequent to the adoption of the Comprehensive Plan, the Village created the Lincoln Avenue Task Force (the "Task Force") to propose a plan for retail redevelopment of properties along the Lincoln Avenue Corridor (the "Corridor") that would be attractive and image enhancing, providing residents with a safe, convenient and pedestrian-friendly environment;

WHEREAS, in November, 2005, the Task Force completed its report and recommendations, with exhibits (the "Report") for enhancement and redevelopment of the Corridor;

WHEREAS, on April 19, 2006, pursuant to a timely, legal notice of public hearing published in the *Lincolnwood Review*, the Task Force presented the Report to the Plan Commission for its review, consideration and recommendation to the Village Board regarding incorporating the Report into the Comprehensive Plan;

WHEREAS, at the April 19, 2006, public hearing all interested persons were allowed the opportunity to present their views regarding the Report, pro and con, to the Plan Commission;

WHEREAS, subsequent to the April 19, 2006, public hearing, the Plan Commission made a recommendation to the Village Board to incorporate the Report into the Comprehensive Plan;

WHEREAS, the Report is attached hereto and incorporated herein by reference as Exhibit A;

WHEREAS, the Village Board reviewed the Report and recommendation of the Plan Commission and determined that it is in the public interest and will promote the public health, safety and welfare of the Village and its residents if the Report is incorporated into the Comprehensive Plan.

NOW, THEREFORE, BE IT ORDAINED by the President and the Trustees of the Village Board as follows:

Section 1. The facts and statements contained in the preamble to this Ordinance are found to be true and correct and are hereby adopted as part of this Ordinance.

Section 2. The Report attached hereto as Exhibit A is hereby incorporated into and made a part of the Comprehensive Plan as Appendix G.

Section 3. In the event there are any inconsistencies between the Comprehensive Plan and the Report, the Report shall control.

Section 4. In all other respects, the Comprehensive Plan shall remain the same.

Section 5. If any section, paragraph or provision of this Ordinance shall be held to be invalid or unenforceable for any reason, the invalidity or unenforceability of such section, paragraph or provision shall not affect any of the remaining provisions of this Ordinance.

Section 6. This Ordinance shall be in full force and effect from and after its passage and approval according to law.

PASSED this 18th day of May, 2006.

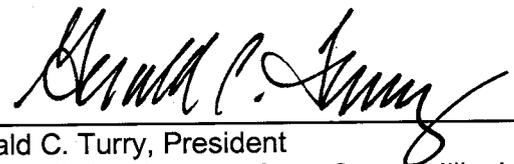
AYES: Trustees Froman, Heidtke, Lebovits, Elster, Sprogis-Marohn and Leftakes

NAYS: None

ABSENT: None

ABSTENTION: None

APPROVED by me this 18th day of May, 2006.



Gerald C. Turry, President  
Village of Lincolnwood, Cook County, Illinois

ATTESTED and FILED in my office the  
18th day of May, 2006.

  
Beryl Herman, Village Clerk  
Village of Lincolnwood, Cook County, Illinois

EXHIBIT A

Copy of the Lincoln Avenue Corridor Report and Recommendations  
of the Lincoln Avenue Task Force

(See Attached)

# **Lincoln Avenue Corridor**



## **Report and Recommendations of the Lincoln Avenue Task Force**

**Village of Lincolnwood  
November 2005**

# **Lincoln Avenue Task Force Members**

## **James V. Persino, Chairman**

*Member and Chair, Lincolnwood Economic Development Commission*

## **Mary Couzin**

*Member, Lincolnwood Plan Commission and past Village Trustee*

## **Maureen Ehrenberg**

*Member, Lincolnwood Economic Development Commission*

## **Lawrence Elster**

*Village Trustee*

## **Kenneth Klint**

*Member, Lincolnwood Plan Commission*

## **Renee Silberman**

*Resident at -large*

## **Renee Sprogis-Marohn**

*Village Trustee*

## **Staff Assistance**

Timothy M. Clarke, AICP  
Community Development Director

## **Consultation Provided**

Walter J. Magdziarz, AICP  
Mahender Vasandani  
Land Vision, Inc.

# **Table of Contents**

**EXECUTIVE SUMMARY ..... 1**

**INTRODUCTION ..... 3**

- Background of Task Force
- History of Corridor
- Existing Development Pattern
- Challenges and Assets of the Corridor

**VISION for the New Lincoln Avenue Corridor ..... 6**

## **RECOMMENDATIONS**

**I. Public Streets and Spaces ..... 7**

- Complete Median Landscaping
- Continue Parkway Restoration
- Improve Pedestrian Crosswalks
- Create a Designated Parking Lane
- Reduce Traffic Speed
- Reduce and Minimize Parkway Curb Cuts
- Create a Unified Corridor Streetscape Plan
- Consider Vacating Portions of Intersecting Streets
- Create Public Space Focal Points

**II. Development Regulations and Design Standards..... 12**

- Modify Land Use Codes to Encourage New Uses
- Encourage Central Business Hubs
- Create Form Based Development Regulations
- Create Building Design Guidelines
- Regulate Off-Street Parking Locations
- Improve Business Signage

**PLAN IMPLEMENTATION ..... 17**

**APPENDIX: CORRIDOR URBAN DESIGN PLAN AND GUIDELINES**

# **Executive Summary**

We present to you a bold and dynamic plan for Lincoln Avenue. When fully implemented, we believe this plan will result in an attractive corridor and desirable main street for our community. This report is intended to set out the necessary public actions and to guide private reinvestment and redevelopment in order to achieve the dynamic vision we have for the Corridor.

In formulating our recommendations, the Lincoln Avenue Task Force studied the redevelopment and revitalization efforts of a number of communities, including Park Ridge, Deerfield, Mount Prospect and Glenview. While our recommendations embody a bold and dynamic vision for the future of Lincoln Avenue, one which incorporates cutting-edge planning principles, these measures we recommend have been tested and proven successful elsewhere.

The central focus guiding our work has been to foster redevelopment of properties along the corridor which are both attractive and image enhancing, creating retail districts which provide residents with a safe, convenient, attractive and pedestrian friendly environment.

First, our plan calls for a dramatically different land use pattern for the corridor and we recommend significant land use changes to Village code. Specifically, we recommend creating three business districts along the Lincoln Avenue Corridor: one at Devon Avenue, another at Pratt and Crawford Avenues, and a third at Touhy Avenue. Pedestrian oriented retail is called for as the primary ground-floor use in these areas. We envision businesses such as bookstores, galleries, bistros, restaurants, coffee and ice cream shops, boutiques and other specialty retail stores enlivening these business nodes. Our plan also calls for mixed-use development in these business nodes, with upper floors of residential or office uses, to foster redevelopment and to encourage a lively, pedestrian-friendly atmosphere.

At Touhy Avenue, our plan envisions creation of a downtown center for our community, having ground floor retail, community gathering spaces and such anchor uses as a boutique hotel, sit-down restaurants, or entertainment venues. On upper floors, as well as between the three business nodes, our plan calls for introduction of residential development in the corridor.

Second, our plan calls for enhancements to the public right-of-way to improve public safety, create ambiance, and foster a strong sense of place. We recommend designating a parking lane on Lincoln Avenue; improving pedestrian crosswalks; and continuing efforts to restore parkways and to complete the median landscaping project. Most important, we call for a specific streetscape plan to be developed, which would include new streetlights and identifying street furniture and other urban design amenities and elements for the corridor. A bold but longer range component of our plan calls for creating new open spaces and focal points, such as towers or monuments in the corridor at key locations.

Third, we believe that the shape and form of new development in the corridor is critical. Therefore, our plan embraces neo-traditional planning and new urbanism concepts for new development along Lincoln Avenue. In this regard, we call for a set of new development regulations which will regulate the shape and the form of new buildings and private development in the corridor. These “form-based” recommendations for instance call for new buildings along Lincoln Avenue to be parallel to and positioned close to the street, with new off street parking located toward the rear. We recommend additional form based regulations in our report and to assist developers in meeting our vision, we also call for the creation of an illustrated architectural design handbook to guide new building development in the corridor.

Our vision for Lincoln Avenue is exciting and our work has set out many recommendations, both broad and specific. Execution will require a number of actions in order for our vision to become a reality. With Village government dedicated to the vision we present, we believe the Lincoln Avenue Corridor can truly become a main street for our community.

# **Report and Recommendations for a New Lincoln Avenue Corridor**

## **Introduction**

### **Background of Task Force**

The Lincoln Avenue Task Force is an outgrowth of discussions first held in 2002 by the Village's Economic Development Commission. These discussions quickly expanded to include the Village's Plan Commission and a joint meeting of these bodies was held in the fall of 2002 to discuss Lincoln Avenue and its future. The result was a recommendation that a task force be established to consider the challenges, assets and possibilities for the Lincoln Avenue Corridor. President Peter Moy, with consent of the Village Board, subsequently established the Lincoln Avenue Task Force to undertake this work.

The seven-member appointed Task Force is comprised of two members from each of the following bodies: the Village Board, the Plan Commission, and the Economic Development Commission, with one citizen-at-large member completing the roster. Primary staff assistance to the Task Force has been provided by the Community Development Director, with technical and field support provided by key members of the Building Department. The work of the Task Force has been further assisted with an engagement of Land Vision Inc., an urban planning and design firm.

In performing its charge, the Task Force examined many elements. These ranged from conducting a windshield survey of current conditions along Lincoln Avenue; studying the redevelopment efforts of other communities such as Glenview, Deerfield, Park Ridge and Mount Prospect; seeking community input through an Image Preference Survey and conducting and soliciting additional public input in a Town Meeting setting.

The work of the Task Force has resulted in a bold and dynamic plan which will transform the Lincoln Avenue Corridor into a valuable asset for the community.

### **History of Corridor**

Little is written about the origins of Lincoln Avenue. It is known that Lincoln Avenue began as one of the early roads linking Chicago northward to the rural farm areas of Illinois and beyond. Some of the very first businesses in the Village opened along this road, some reportedly to be out of the reach of city restrictions. As Chicago's population expanded outward and traffic increased, so did use of Lincoln Avenue and over time it became a major artery into and out of the City.

Although records are limited, most initial development along Lincoln Avenue in the Village appears to have occurred between the end of World War II and the mid 1960's. With the opening of the Edens Expressway in the 1950's however, Lincoln Avenue's role as a major thoroughfare declined. Just south of the Village, a string of 1950's-1960's era motels still can be found, testament to Lincoln Avenue's history as a major artery before the advent of the Edens.

## **Existing Development Pattern**

The existing development pattern along Lincoln Avenue can be characterized as an auto dependent form of commercial strip. Much of the initial development of this strip occurred at a time when the automobile was beginning to exert a dominant force on land use in America. Unlike areas of Chicago, Evanston, or rail towns like Park Ridge, Lincolnwood and Lincoln Avenue developed without street cars, rail stations, mass transit or the influence of great numbers of pedestrians. With the lack of any significant mass transit, specific business hubs, or a semblance of a central gathering location, the corridor became a long, nearly continuous stretch of commercial development, dependent mainly on access by automobile.

This development pattern occurred prior to the now common phenomenon of multi-car families. Traffic and parking demands in the corridor at the time of its initial development were much less than they are today. Developments during this period often had only a limited number of off street parking spaces, generally arranged along the front of the building and sometimes evolving into a continuous curb cut onto Lincoln Avenue.

Although the Lincoln Avenue Corridor is nearly a continuous strip of businesses from Devon Avenue to Jarvis Avenue, the character of the street changes significantly, albeit gradually, from south to north. At its south end, near the border with Chicago, land uses along Lincoln Avenue tend to be more varied, including auto repair shops, older strip retail centers with continuous curb cuts, and a storage facility. Developments along this stretch of Lincoln Avenue tend to be older, more functionally obsolete in nature and contain more marginal and less intensive uses than areas north. The middle section of Lincoln Avenue, roughly from the rail crossing near Hamlin Avenue to Touhy Avenue, contains a mix of uses, including more current and intense development. This area has multi-story office and bank buildings, automobile dealerships, restaurants, renovated strip centers and community institutional uses such as Village Hall, the Library and Proesel Park. North of Touhy Avenue, to the Village's boundary with Skokie, Lincoln Avenue is primarily comprised of office buildings.

The Task Force found that, except for the office corridor north of Touhy Avenue, the existing development pattern on Lincoln Avenue was aging, many uses were marginal, and the corridor was not functioning as a vibrant main street of the community.

## **Challenges and Assets of Corridor**

Lincoln Avenue presents a number of challenges and assets to its revitalization. First, Lincoln Avenue runs through the Village on a diagonal to the overall grid system of

streets. This results in a number of odd or irregularly shaped parcels at various corners which can inhibit typical development. Moreover, many of the parcels fronting along Lincoln have rather short depths, limiting to a degree their usefulness and redevelopment potential. This is compounded by the close proximity of single family homes to the corridor, some of which utilize shared alleyways with Lincoln Avenue properties and others which have no alley whatsoever.

Much of the existing development along the street was developed without adequate barriers or buffering measures with residential areas. This lack of buffering combined with short parcel depths and irregular parcel configurations can and often has produced land use conflicts. Recently however, the Village has strengthened its zoning code to require landscape buffering of business properties from residential areas. Where space is too constrained for landscape buffers, barrier walls are now required for new development. The implementation of these new standards for buffering should be continued and should help reduce land use conflicts within the corridor.

Lincoln Avenue itself is a relatively wide right-of-way corridor, averaging between 90 – 100 feet in width throughout its length in the Village. Existing conditions in the right-of-way, coupled with its physical width, currently inhibit safe pedestrian crossings and help aid in the dominance of the auto in the corridor. The conditions and width of this right-of-way, currently an impediment to a pedestrian friendly environment, can however be smartly designed to create a unique sense of place and a friendly pedestrian environment. With the creation of a designated parking lane for instance and a thoughtful streetscape design, this wide right-of-way can be utilized and tapped as an asset in the redevelopment of the corridor.

Another untapped asset of the corridor is the immediate market. Lincolnwood is an affluent community and with Lincoln Avenue running through its center, an attractive local market exists. Nonetheless, many marginal uses currently exist in the corridor. With changes to the Village's zoning code to encourage, for instance, restaurants and higher end retailers to locate in the corridor, this local market can be tapped to both serve the community and assist in the corridor's redevelopment.

A further asset which the Village can play upon is the recent and ongoing redevelopment and revitalization efforts occurring immediately south of the Village, along the corridor in the City of Chicago. Recently, a number of existing developments, including the Lincoln Village Shopping Center as well as the conversion of a Kmart store into a Home Depot, have resulted in significant revitalization. Moreover, the City of Chicago has recently acquired a few of the older motel properties, converting these to parks or other uses. And south of Peterson Avenue, new housing in the corridor has recently been constructed.

## **Vision for the New** **Lincoln Avenue Corridor**

We envision the Lincoln Avenue corridor as a vibrant Main Street through our Village. We see it not only as the centerpiece and spine of the community; it is also the entryway into the many residential neighborhoods of the Village. Major Village institutions, such as Village government, the public library, community center and local schools, are located along the street or very nearby. Lincoln Avenue is central to life in the Village.

We envision that as Lincoln Avenue enters the Village from Chicago, the character of the street changes dramatically, being readily apparent to the passerby that they have left behind the big city and have entered a high quality suburb. A landscaped median, new street lights, attractive signs, public sculpture and pedestrian friendly features including easy to use crosswalks and a marked parking lane, are evident and add to the sense that Lincoln Avenue is the Main Street of an upscale community.

Instead of a long continuous commercial strip as presently exists, hubs of activity have been created along Lincoln Avenue, primarily located at major intersections. These activity hubs include ground level retail in high quality, architecturally significant buildings with adequate customer parking, tasteful business signs and attractive landscaping. Comprised of restaurants, ice cream and coffee shops and boutique retail stores, these areas serve the immediate neighboring residential areas and the community as a whole and may include second or third story residential units.

Between these hubs of retail dotting Lincoln Avenue, new housing has been added to already existing bank buildings and office complexes, to replace tired strip centers, auto garages, storage facilities or other obsolete buildings and uses. We envision this in-fill housing as no higher than three stories, with appropriate green space and comprised of attractive townhouse, 3-flat, or small condominium buildings and developments. We see this new low density in-fill housing as providing on-the-one-hand, an attractive entryway into the adjoining single family residential areas, and on-the-other hand, a buffering and transitional use from the business areas and Lincoln Avenue itself to the nearby single family neighborhoods.

While Lincoln Avenue is still a major thoroughfare through the community, through much work, it has been transformed to be more pedestrian friendly and less auto dominated. Instead of a rapid auto path akin to an expressway and a barrier separating Lincolnwood's neighborhoods, the new Lincoln Avenue links neighborhoods together, bringing the Village together at its major institutions and becoming the main street of our community.

# **Recommendations**

The Task Force's recommendations below are divided into two major sections. The first section, Public Streets and Spaces, recommends actions and improvements in the public right-of-way which can help to create a pedestrian-friendly environment and foster a real sense of place. In this section, improved green space, wider sidewalks, new street lights, various urban design elements, as well as slower traffic speeds and eye-catching focal points are recommended to enhance the streetscape and invite residents and shoppers to the corridor. These are improvements which can be undertaken in the public right of way, by the Village in concert with the Illinois Department of Transportation (IDOT).

The second major section of our recommendations, Development Regulations and Guidelines, relates to controls on private property and new development in the corridor. The appearance, location and mix of businesses and residences along the corridor shape perceptions and use. To achieve our vision, this section recommends changes in the Village's existing land use regulations, creation of new form-based regulations and creation of design guidelines which will not only encourage private reinvestment, but will aid in shaping it. Together and in tandem, we believe these set of recommendations will help the Village create a new sense of place and achieve the vision we have for the Corridor.

## **I. Public Streets and Spaces**

Creating an attractive, vibrant and pedestrian-oriented environment in the public right-of-way is an essential element of the Lincoln Avenue Corridor Plan. This plan reinforces many of the Village's ongoing and recently begun initiatives, such as median landscaping and parkway restoration. It also recommends a number of new initiatives, such as creating a designated parking lane and the creation of a coordinated streetscape, including installation of new street lights and street furniture. Long term, the plan calls for creating three public plazas and/or visual focal points along the corridor.

While the plan emphasizes pedestrian orientation and creating pedestrian spaces, it recognizes that Lincoln Avenue is and will remain a major and important thoroughfare in the community. By undertaking attractive pedestrian enhancements, along with the other recommendations of this plan, Lincoln Avenue can become the main street for the Village. Since it is a state controlled street, coordination with the Illinois Department of Transportation (IDOT) is essential and will be required to undertake and implement these recommendations to the right-of-way.

The following are specific recommendations regarding public streets and spaces.

- **Complete Median Landscaping**

In the late 1990's, the Village initiated landscape improvements for the medians of Lincoln Avenue. This multi-year project is continuing. Median landscaping enhances the attractiveness of the corridor and creates positive perceptions of the corridor and community.

*Recommendation: Continue and complete median landscaping throughout the corridor.*

- **Continue Parkway Restoration**

In 2002 the Village created standards for parkways which include the placement of trees every 25 feet in the parkway and a pervious surface of sod or vegetative ground cover. Until these standards were instituted, parkways in the Village's business areas, including Lincoln Avenue, were essentially allowed to be treated by the adjoining owner as they so desired, providing no cohesion in the corridor and producing a visually cluttered, haphazard, disjointed and unkempt appearance. Moreover, in some sections, parkway areas have been essentially confiscated and turned into long continuous driveway curb cuts that directly access off-street private parking spaces, creating large stretches of impervious surfaces devoid of street trees. This situation conflicts with pedestrian use of public sidewalks and severely affects pedestrian safety. The restoration of parkways and public sidewalks, consistent with the recently established parkway standards, is an essential element toward improving the corridor. Parkway restoration should be diligently pursued, undertaken and implemented whenever possible.

*Recommendation: Diligently pursue parkway restoration whenever possible along Lincoln Avenue, including tree planting and sidewalk restoration.*

- **Improve Pedestrian Crosswalks**

Currently, many of the marked crosswalks across Lincoln Avenue do not provide the pedestrian with the shortest possible crossing distance for safety. Pedestrians are in the path of traffic for longer periods of time than necessary. To enhance the pedestrian environment and safety, conscious efforts should be undertaken to create highly visible marked crosswalks utilizing the shortest distance possible. The creation of intersection bump outs (described below) will further aid in reducing crosswalk distances, improving public safety and encouraging pedestrian use.

*Recommendation: Enhance crosswalk markings and designations, including signage.*

- **Create a Designated Parking Lane**

Currently, parking is generally permitted along the entire length of the corridor, although it is not well marked as such. Only in a few concentrated areas, such as in the vicinity of Air Room, is street parking now commonplace. Creation of designated parking lanes on both sides of Lincoln Avenue would help slow traffic and support active retail uses.

The width of the Lincoln Avenue street corridor currently allows for creation of this parking lane. Initially, such a parking lane could be achieved relatively inexpensively through painted striping and signage. A more long term, lasting and beneficial

improvement is to create curbed “bump outs” at intersections. Such bump-out areas essentially bring the sidewalk/pedestrian area of the public right-of-way out into the parking lane, approximately 8-9 feet toward the traffic lanes. Bump outs increase public safety and enhance the pedestrian environment. Specifically, bump outs at intersections: 1) protect and better define the beginning and end of the parking lane between intersections; and, 2) physically shorten the distance for pedestrians crossing Lincoln Avenue. In some areas, additional mid-block bump outs might be desirable to visually break up long parking lane stretches. Moreover, certain urban design features could be added to these new pedestrian spaces. Items such as decorative brick pavers, lighting, benches, bicycle racks, additional landscaping, newspaper vending machines, or even public art could be incorporated into these spaces.

***Recommendation: Create a designated, marked parking lane with pedestrian bump outs.***

### **• Reduce Traffic Speed**

High speed traffic is not conducive to either a pedestrian environment, or to residential or retail uses. Physical changes such as instituting a parking lane with bump outs, in and of itself, will likely reduce speed to some extent, both because driving lane widths will be perceived to be narrower and because of parking movement maneuvers slowing the speed of traffic.

Although no formal traffic study was commissioned as part of this work, traffic observations in the corridor suggest that much of existing Lincoln Avenue traffic, particularly during rush hour, is essentially “cut-through” traffic generated by Chicago residents seeking a quicker way to the Edens Expressway. This is suggested by two left turn lanes on Lincoln for westbound Touhy Avenue and two left turn lanes on Lincoln in Chicago for eastbound Peterson Avenue. Cut through traffic, particularly related to rush hour periods and home-to-work trips, typically consists of drivers intent on minimizing time. Slowing down Lincoln Avenue traffic in Lincolnwood would result in lengthened drive times for such drivers, deterring some traffic and making alternative routes more attractive.

By slowing down traffic, pedestrian safety is enhanced and greater visual observation by motorists is achieved. Businesses in the corridor will be more visible to the motorist and businesses will be better able to capitalize on impulse shopping and the customer base produced by the traffic volume. Therefore, slower traffic on Lincoln Avenue can help to contribute to the Village’s sales tax revenue.

The current posted traffic speed on Lincoln Avenue is 35 mph, although traffic appears to typically travel at speeds well in excess of the posted limit. Touhy Avenue west of Lincoln is posted at 30 mph, and a reduction in the posted speed limit on Lincoln Avenue to 30 mph should be seriously considered.

***Recommendation: Take action to reduce the speed of traffic in the corridor, including physical street design changes and a reduction in the posted speed limit.***

- **Reduce and Minimize Parkway Curb Cuts**

Throughout the corridor, particularly as new developments are reviewed, driveway curb cuts in the Parkway should be kept at a minimum and apron width limited to only that needed for vehicle ingress and egress. Where possible and particularly for residential development called for in this plan, driveway curb cuts should be located not on Lincoln Avenue itself, but on adjoining side streets. This would further improve pedestrian safety as well as the aesthetic appeal of the streetscape.

***Recommendation: Reduce and minimize Parkway curb cuts along Lincoln and relocate as needed.***

- **Create a Unified Corridor Streetscape Plan**

A specific streetscape plan should be created and implemented, specifying and delineating urban design elements that create an attractive, pedestrian scale and sense of place within the corridor. As envisioned, this streetscape plan would specify the style and identify the location of urban design and pedestrian friendly elements such as lighting, benches, bicycle racks, trash bins, and kiosks. This work could explore such other items as special signage, public art and sculptures, hanging flower containers and street banners. Use of brick pavers in sidewalks and crosswalks and specific designs for the recommended parking lane bump outs are other suggested elements that could be explored in development of this streetscape plan.

One critical component of the streetscape plan would be new streetlights for the entire corridor, to replace existing streetlights which are rapidly aging and appear to have exceeded their useful life. Our review suggests that new streetlights should not be installed in the medians as they are now, but along the sides of the street. However, this could be further investigated as the specific streetscape plan is developed. Creation of a specific streetscape plan would not only result in the identification of specific styles and designs for street furniture, sidewalks and light standards, but also would locate them in the corridor. The advantage to developing such a plan is twofold: it will help guide specific improvements in the public right-of-way at specific locations and it would allow the Village to seek Illinois Transportation Enhancement Program (ITEP) grants to undertake such improvements. We believe this is a critical component which should be budgeted within the next two fiscal years.

***Recommendation: Create and implement a unified streetscape plan for the corridor.***

- **Consider Vacating Portions of Intersecting Streets**

Lincoln Avenue cuts diagonally through Lincolnwood, resulting in many unusual lot configurations along the corridor. The angle of Lincoln Avenue, set against the Village's basic grid pattern of streets, also has produced a number of intersections in the corridor which vary from the typical 90 degree street intersection angle, some involving more than one intersecting street. Because such intersections are not standard or typical, they pose public safety concerns, particularly to those not familiar with the area. This situation also results in long stretches of pavement and active traffic for the pedestrian to confront.

Our plan suggests the vacation of portions of some of these intersecting side streets to eliminate such unusual intersections. Such street vacations also have the potential benefits of reducing traffic into adjoining residential neighborhoods as well as enlarging and improving the shape of development parcels in the corridor. Any vacation of a specific street, however, must be thoroughly examined as to its potential effects. This plan has not undertaken such an investigation and therefore is only suggestive in this regard.

***Recommendation: Side street vacations should be explored and examined at appropriate locations.***

### **• Create Public Space Focal Points**

A more long term but bold component of this plan, is to consider creating new public space focal points at three locations in the corridor: 1) Lincoln/Touhy/Kostner; 2) Pratt/Lincoln/Crawford; and 3) Lincoln Avenue at Proesel Park.

The first two locations are triangular shaped sites surrounded on all sides by public streets. Converting these sites into public spaces would result in open vistas at these important intersections, producing natural focal points. Along with redevelopment of adjoining properties, these new public spaces would help create a unique sense of place. Based largely on results of an Image Preference Survey of residents, our plan suggests that in these spaces, tower-like monuments be constructed of similar design, potentially utilizing prairie style elements, to help bring continuity to the corridor. This is however only an initial suggestion. As the community moves forward with implementing this element of the plan, other focal point ideas could emerge or be incorporated into such designs. These spaces for instance could commemorate significant local or national events or persons, celebrate the multicultural diversity of the community, or become spaces for the remembrance of the holocaust or of war dead.

A third recommended focal point along the Lincoln Avenue corridor is at Proesel Park. Currently the park, a major asset of the community extends a relatively long distance along Lincoln Avenue. Our observation is that the current design of the park provides neither a welcoming presence nor much activity along the Lincoln Avenue corridor. Our plan suggests highlighting this community asset by creating a focal point on Lincoln Avenue at Proesel Park, similar to those proposed on the triangle parcels. Specifically, this suggestion is to widen and expand the current Lincoln Avenue median at this location and install a similar tower-like icon, visually unifying the three sites. Creating such an expanded median area would require moving and arcing the Lincoln Avenue traffic lanes somewhat, producing an oval shape. This would be another feature which would slow Lincoln Avenue traffic. This proposal obviously would require IDOT review and approval and likely would require some land acquisition.

***Recommendation: Consider creating three public focal points at key corridor locations.***

## **II. Development Regulations and Guidelines**

In addition to improving the corridor through the appearance and use of public streets and spaces, the Task Force is recommending major changes to the Village's land use codes; the creation of new "form-based" regulations for new development; and, creation of design guidelines for new buildings. Below are the Task Force recommendations as they relate to private properties and their development in the Corridor.

### **• Modify Land Use Codes to Encourage New Uses**

Land use in the corridor is a critical component to the plan. Except for that portion of Lincoln Avenue north of the Purple Hotel site, the plan recommends significant changes to the Village's current land use policies and zoning code. These changes, over time, will enhance and encourage a pedestrian environment for the corridor. Currently, the corridor is one long, mostly undistinguished strip of business properties. The plan proposes creation of three specific business activity hubs at key intersections, with the intersection of Lincoln and Touhy Avenues identified for higher density and activity, in an effort toward creating a downtown business district for the Village (described further below).

Currently, most of Lincoln Avenue is zoned B1 Restricted Business District. This zone permits office and bank facility developments. Retail is currently allowed only through special use designation. To achieve the vision for Lincoln Avenue, a significant change in land use, over time, is warranted. This plan calls for major changes in the zoning code regarding permitted and special uses. Under this plan, retail uses which cater to both Lincolnwood residents and the larger community should be encouraged to locate in designated business hubs. In such hubs, retail uses should either be exclusive uses on the ground level or predominant uses on the ground level to help achieve a pedestrian and retail oriented nexus. Book and drug stores, food specialty shops, coffee shops, sit-down restaurants, ice cream shops, dry cleaners, furniture, clothing and boutique stores should be encouraged and permitted to operate in such hub districts, subject only to complying with the community's development standards, buffering requirements with residential properties and the Village's off street parking requirements. Because office or bank uses generally do not contribute to cross-shopping, walk-in traffic, or a pedestrian environment, such uses in designated business hubs should be kept to a minimum or prohibited altogether on the ground level.

Similarly, specifically auto-oriented or auto-related businesses should be either prohibited altogether or kept to a minimum throughout the corridor. Automobile service and repair shops, oil change centers, gasoline stations, auto part stores and car washes do not contribute to either a pedestrian or shopping environment and should either be prohibited altogether, or highly limited. Where such uses may be authorized because of significant contributions to the tax base, such as automobile dealerships, careful attention to outdoor vehicle display and its effect on the streetscape is in order. Similarly, future drive-thru operations should be highly regulated, limited or prohibited altogether.

The plan presented for Lincoln Avenue embraces the concept of mixed use development, a term not currently found in the Village's Zoning Code. The plan envisions large development parcels, such as the Purple Hotel site, as including multiple land uses within its development. Individual buildings or smaller development parcels should also have

vertical multiple uses, namely retail on the ground floor and residential or office uses on upper floors.

In addition to permitting housing as part of certain mixed use developments, the plan also calls for the introduction of housing as an infill land use between the designated business hubs. Allowing housing as an in-fill land use will help demarcate the edges of the recommended business hubs and eliminate the current condition of a long, continuous strip of business properties. Moreover, development of in-fill housing between business hubs would visually extend the Village's residential neighborhoods into the corridor, thereby accentuating the residential persona of the community. In such in-fill areas, housing as a ground floor use should be permitted. Where housing is permitted, it is envisioned that residential uses in the corridor would be comprised of either multi-level townhouses or condominium buildings.

***Recommendation: Modify the current land use code to allow for mixed use development and in-fill housing; and, to prohibit expansion of drive-thru operations and auto-oriented uses.***

#### **• Designate Business District Hubs**

Related to the above changes being recommended, the Village should incorporate changes into its current zoning code to allow for development of the following proposed business hubs.

##### **Lincoln-Touhy Business Hub**

This business hub, centered on the intersection of Lincoln and Touhy Avenues, would include the Purple Hotel, Bank of Lincolnwood and Lincolnwood Produce sites, as well as nearby adjoining properties. This business hub is envisioned as the downtown for the community. Building height in this area is recommended to be limited to 5 floors, exceeding the 3 floor limitation recommended for the remainder of the corridor. Ground floor retail including restaurants, some with alfresco dining, would be a predominant ground floor use, with upper floors of residential and/or office space. Uses which encourage the public to gather, as well as strong or unique retail anchors, a boutique hotel or family entertainment venues, should be incorporated into specific parcel development plans. In addition, sculptures, fountains and plazas with outdoor seating should be designed into parcel redevelopments in this hub. It is envisioned that this business hub would have the highest development intensity in the corridor and potentially would require either underground parking, parking decks or a combination of both. Any parking structure should be well designed with public safety in mind and located so as to be unobtrusive to the primary use activities. For building sides located along Touhy Avenue, we suggest an exception to the recommended corridor build-to line of 5 feet. For such building sides, we recommend a build-to line of 15 feet or greater from the public right of way to account for high traffic volume on Touhy Avenue and pedestrian safety.

##### **Lincoln-Pratt-Crawford Business Hub**

This business hub is near the geographic center of the Village and a crossroads for Village residents. Functionally, this business area is expected to serve the more

immediate area and provide shopping convenience for residents. This area is recommended to include mixed use buildings having ground level retail, including such uses as book stores, bistros, drug stores, coffee shops, restaurants, dry cleaners and the like, as well as small outdoor gathering spaces. Two floors of residential units above the ground floor are also suggested for this area. Off street parking should be located toward the rear of properties.

### **Devon-Lincoln Business Hub**

This business hub is an entryway into the community and a major gateway from Chicago. Uses in this business hub are recommended to be primarily retail uses on the ground level, with off street parking located toward the rear. Any development of 2<sup>nd</sup> or 3<sup>rd</sup> floors should be for office uses. Good building design, site planning and quality architecture, important throughout the corridor, is paramount in this gateway area for establishing the ambiance of the corridor. New developments in this hub should include strong anchors to provide identity and a sense of place.

***Recommendation: Modify the Village Zoning Code to designate and regulate uses and encourage development in newly established business district hubs.***

### **• Create Form-Based Development Regulations**

The form and physical shape of private development is just as important as the type of uses which are permitted. Much of the existing development found in the corridor today is strip center in character, meaning that buildings are set back on the property and off street parking is provided directly in front of the building, toward the street. This form of development results in a scenery of endless parking lots, cars and freestanding signs for the passerby. Such an environment challenges any sense of place, and contributes to an auto dominated rather than pedestrian oriented environment. This plan recommends a very different approach and far different form for new development along the corridor.

Prior to modern conveniences, urban form generally took the shape of buildings built close to the public right-of-way, enclosing the street with buildings along it. Shop windows were large to let in light and also to display their products to the passerby.

Our plan embraces the essence of this earlier development pattern and seeks to update this earlier form for the 21<sup>st</sup> century. Our plan embraces the relatively new planning principles of Neo Traditional Development and New Urbanism, which seek to balance the needs of auto use with people and which assert that the form of development is as important as the permitted use of the property.

We recommend that, in addition to land use changes, applicable sections of the zoning code be created to contain form-based provisions applicable to new development along Lincoln Avenue. The following form-based provisions are recommended for the corridor (additional recommendations are contained in the addendum to this report).

**Build-to Line:** instead of a traditional setback line, where buildings are required to be setback from the front property line by a minimum distance, we recommend institution of a “Build-to line” that would require new buildings to be built-to. We suggest that this

build-to line should be no greater than 5 feet from the public right of way line. This recommendation would result in new buildings located very near the public sidewalk. For residential-only buildings this build-to line should be no greater than 10 feet from the right of way line, with a 4 foot wrought iron style fence, located 5 feet from the right of way.

**Building Orientation:** Because Lincoln Avenue travels through the Village at an angle, the orientation and facades of buildings in the corridor are critical and should be parallel to the street. Only in exceptional situations should the orientation of buildings and facades be at an angle to the Lincoln Avenue right-of-way line.

**Building Height:** Except for the Lincoln/Touhy Avenue Hub, the maximum height in the corridor should be 3 floors or 38 feet. In the Lincoln/Touhy downtown hub, a maximum height of 5 floors or 65 feet is recommended. Any building which is permitted to exceed 3 stories in height is recommended to have a building façade setback of 10 feet for all floors above 3 stories.

**Building Corner Towers:** Buildings located at corners, particularly at major intersections, should incorporate a turret or tower feature in harmony with the building's architecture. This tower feature component of the building may exceed the maximum height indicated, so as to give the building a distinctive form and focal point.

**Façade Windows:** Building facades fronting onto Lincoln Avenue, or onto major adjoining public streets or which otherwise are highly visible from the public right-of-way, should incorporate windows in their facades, particularly at the street level. Walls facing the public right of way which lack windows should be prohibited.

**Recommendation:** *Create form based development regulations as outlined here and elsewhere in this report.*

#### • **Create Building Design Guidelines**

Our report and the work of our consultant have suggested certain building design guidelines for new buildings in the corridor. The Task Force believes further work and additional design details are appropriate to help guide developers and architects and to illustrate design elements acceptable to the Village. It is envisioned that this work would result in a separate user friendly, heavily illustrated architectural design guideline handbook. To undertake this work, the Task Force recommends the formation of an Ad Hoc Committee of Village design professionals to help prepare this document.

**Recommendation:** *Create an Ad Hoc Village Design Committee to develop a Building Design Guideline Handbook.*

#### • **Regulate Off Street Parking Locations**

For new developments, off street parking should be prohibited from the front of new buildings along Lincoln Avenue. Such parking should be located toward the rear of the property. Related to this, the Village's recently adopted requirements ensuring buffering and screening of business properties with adjoining residential properties should be continued and required in all new developments.

The location of off street parking areas and the recommendation to prohibit them from the front of new buildings along Lincoln Avenue is a critical component of this plan and this new standard should only be varied in the most unusual circumstances. For some large scale developments, parking decks may be in order and these should be placed either behind the buildings they serve or with a level of activity, such as retail, located on the ground floor of the parking structure.

This plan does not recommend relaxation of the Village's off street parking standards at this time. These standards should be reviewed to determine their current adequacy for various uses and to investigate the feasibility of shared parking arrangements among uses.

Where new uses will occupy existing buildings, existing front yard parking areas should be screened from view with landscaping or a short screen wall along the public sidewalk. Recently, the Village adopted new code standards requiring such screening treatments for off street parking lots. Strict adherence to these standards is strongly recommended with variations granted only in the most unusual cases.

For the public right-of-way, this plan recommends the creation of a designated parking lane. Although the Task Force does not recommend that off street parking requirements be specifically relaxed, variations for certain desired proposed uses should be considered depending upon the degree of available nearby on-street parking. In the reuse of existing buildings, since there is a strong interplay between providing parking lot screening and providing off street parking spaces, where on-street parking exists and is generally available in the designated Lincoln Avenue parking lane, required parking lot screening should take precedence over the required number of off street parking stalls.

***Recommendation: Prohibit new off-street parking lots in front of buildings along Lincoln Avenue. Continue to require landscape screening of existing parking areas.***

#### **• Improve Business Signage**

The Village updated its Sign Code in the late 1990's to incorporate new community sign standards. This code encourages (but does not require) the use of monument signs instead of freestanding pole signs. With the greater emphasis on creating a pedestrian scale along Lincoln Avenue, consideration should be given to lowering the maximum height of monument signs, possibly to 8 feet, and either creating stronger incentives to use monument signs or reducing the maximum height of freestanding signs. Another option would be to allow only monument signs and not freestanding signs along Lincoln Avenue.

***Recommendation: Explore stricter requirements for signs that would improve the pedestrian scale of the corridor.***

# **Plan Implementation**

To implement this plan, Village government must be focused at all levels and in all departments on achieving the enunciated goals and desired results of this plan. Each department and recommending body has a role in moving the Village forward toward achieving this plan. Below are the key elements of this plan and recommended implementation actions.

## **Streetscape Plan Development:**

We recommend that funds be budgeted in the Village's Capital Improvement Plan for preparation of a streetscape plan for Lincoln Avenue. High priority consideration should be given for plan preparation in the next fiscal year, since this plan will help the Village seek grant funds for necessary streetscape improvements and provide reference for improvements which should take place as part of private development. In the actual development of this plan, where appropriate, input from various recommending bodies, should be sought.

## **Land Use and Form-Based Code Changes:**

The land use changes and form based provisions recommended for Lincoln Avenue require changes to the Village's zoning code. Various options are available to achieve this result including overlay districts or separate zoning districts. We recommend that the consultant engaged to update the Village's Zoning Code also be charged with incorporating into this update, the recommendations of this report. Since this work may require further detailing and a variety of determinations, in concert with the Plan Commission, Task Force members have agreed to provide assistance in this work.

## **Village Departmental Actions**

To achieve this plan, implementation will require the ongoing and concerted work of the entire Village organization. Coordinated through the Village Administrator's Office, departments must continue their current work such as median landscaping. These departments also must incorporate new activities called for in this report, such as improving crosswalks, into routine or scheduled work or maintenance plans. More significant improvements, such as those identified in the recommended streetscape plan, will require a strong working relationship and coordination between Village staff and IDOT for implementation.

## **Village Recommending Bodies**

Citizen led recommending bodies to the Village Board have a very large role toward achieving and implementing this plan. Below are key Village Board recommending bodies having certain oversight, duties or expertise which can be utilized and employed to achieve the plan and vision for Lincoln Avenue.

## **Traffic Commission**

Consider and provide input on the creation of the designated parking lane; the posted speed limit and other measures to reduce travel speeds in the corridor. It is possible that parking management in the corridor will become desirous in the future and parking restrictions and regulations for the parking lane may become appropriate. Further, the

Traffic Commission should study and provide input and recommendations regarding appropriate side street vacations, after first reviewing this report and clearly understanding its goals.

**Plan Commission/Zoning Board of Appeals**

Consider and include in the updated revised zoning code, the recommended use changes, the designation of new business district hubs and the addition of new form-based development regulations. Study and recommend changes to off-street parking requirements in this update. In the role as Zoning Board of Appeals, consider case-by-case variations to these new standards, only where unusual circumstances warrant.

**Sculpture and Beautification Committees**

Provide input and suggestions in the development of the recommended streetscape plan as well as suggestions on the selection of the specific styles of street furniture, street lights and monuments for the public space focal points.

**Sign Appearance Review Board**

Consider and review the existing Sign Code and consider recommending changes to the sign code that would enhance the pedestrian scale and environment of the corridor called for in this report.

**Economic Development Commission**

Study and provide recommendations which could assist in funding of corridor improvements including the long range component of new public open space, as well as measures which could further encourage new private reinvestment and corporate donations in the corridor.

**Ad Hoc Building Design Guideline Committee**

Study and create an illustrated architectural design guideline booklet which would communicate the building design elements and expectations of the community.

# **APPENDIX**

## **LINCOLN AVENUE CORRIDOR URBAN DESIGN PLAN AND GUIDELINES**

Lincoln Avenue Corridor Study  
Lincolnwood, Illinois

**CORRIDOR URBAN DESIGN PLAN  
& URBAN DESIGN GUIDELINES**



Prepared by Land Vision, Inc.  
for  
Lincoln Avenue Task Force  
Final Report  
November 16, 2005

**Lincoln Avenue Corridor Study  
Corridor Urban Design Plan  
& Urban Design Guidelines**

**Table of Contents**

I. Introduction	3
II. Corridor Redevelopment Strategy	3
III. Lincoln Avenue Corridor Urban Design Plan	7
IV. Urban Design Guidelines	7
1. Guidelines for Public Domain	10
A. General Guidelines	
B. Section Specific Guidelines	
2. Guidelines for Private Domain	15
A. Guidelines for All Buildings	
B. Additional Guidelines for Residential Buildings	
C. Additional Guidelines for Commercial/Mixed-use Buildings	

**List of Figures**

Figure A: Recommended Corridor Redevelopment Strategy	5
Figure B1: Corridor Plan North	8
Figure B2: Corridor Plan South	9
Figures 1A & 1B Parkway materials and wheel-stops	12
Figures 2A & 2B: Limited parkway landscaping and wheel-stops	13
Figures 3A & 3B: Alternate to short walls	13
Figures 4A & 4B: No parkway landscaping and no parking lot	14
Figures 5A & 5B: Ideal conditions for landscaping on private property	14
Figure 6: Illustrative guidelines for Redevelopment of private properties	15
Figure 7: Plan view showing corridor design guidelines	16
Figure 8: Illustrative guidelines for buildings higher than three floors	17

**List of Images**

Image 1: Example of building parallel to street	18
Image 2: Examples of buildings angles to street	19
Image 3: Example of Corner Towers in buildings	19
Image 4: Example of attractive street landscaping	20
Image 5: Example of buildings with blank walls along the street side	20
Image 6: Example of acceptable fence along street	21
Image 7: Example of a residential building with well-articulated entries	21
Image 8: Example of residential units fronting on rear driveways	22
Image 9: Example of successful pocket park	22
Image 10: Example of additional building setback	23

# **Lincoln Avenue Corridor Study**

## **Corridor Urban Design Plan & Urban Design Guidelines**

Lincolnwood, Illinois

### **I. INTRODUCTION**

The Village of Lincolnwood (the Village) and its Lincoln Avenue task Force (LATF) identified the Lincoln Avenue corridor as an opportunity for redevelopment. As the main street through the community, this strip could be transformed into a vibrant community centerpiece with a real sense of place. Land Vision, Incorporated (LVI) was retained in August 2004 to conduct the Lincoln Avenue Corridor Study that would assist the LATF in preparing an urban design plan and urban design guidelines to transform the corridor. Specifically, the LATF expected the Lincoln Avenue Corridor Study to focus on the following:

1. Identify activity centers and infill development opportunities in the corridor
2. Identify means of creating a unified image of the corridor
3. Apply principles of New Urbanism to identify appropriate building setbacks, heights and densities for new development
4. Identify areas for attractive gathering places
5. Recommend land uses and urban design guidelines to help achieve the corridor vision that can become the basis for updating the existing Village Comprehensive Plan and Zoning Ordinance
6. Provide development recommendations and guidelines for the hotel site at Lincoln and Touhy Avenues

To help accomplish these objectives, LVI invited input from Village citizens through an Image Preference Survey (IPS). Ninety-five citizens provided input, and the result of the survey showed strong preference for:

1. More traditional looking buildings than buildings with modern architecture
2. Two-to-four story mixed-use buildings with well-articulated architecture
3. Buildings with inviting, pedestrian-friendly, well-landscaped and safe sidewalks in front
4. Private developments with outdoor gathering places, such as sidewalk cafes, and pedestrian enclaves
5. Buildings located closer to residential areas with more complementary architecture
6. Unobtrusive signs, and
7. Parking areas that are well landscaped.

With the goals and objectives set by the Village and the design preferences identified by the Village citizens, LVI first prepared a Corridor Redevelopment Strategy, and overall Corridor Plan, and finally, a detailed set of Urban Design Guidelines that would govern the corridor redevelopment and enhance appearance of the existing properties.

LVI found that both the Village goals and residents' preferences coincided with the tenets of New Urbanism. New Urbanism is a modern planning movement that seeks to re-create a sense of place and foster walkable, human-scaled communities. It advocates for central downtowns, quality public spaces, diverse streetscapes, and location of stores, services, parks and schools within easy walking distance of homes.

LVI recommends that new buildings – regardless of their use or type – be placed at the front of the property, close to the street, with all parking located behind buildings. This is

principal tenet of New Urbanism; disallowing parking in front of buildings improves the street for pedestrians and enhances streetscape appearances.

Urban design guidelines will further direct the “form” of buildings: how they look, how they relate to the street and to one another, and how they, along with the streetscape, form a cohesive and well-designed urban environment. Such urban design guidelines, called for by New Urbanism, can be outlined in Village land use and zoning codes in what are called form-based regulations.

LVI strongly recommends that, as a follow-up to the adoption of the Corridor Plan and Urban Design Guidelines, the Village adopt a form-based code for the corridor. This will ensure that the vision for the Lincoln Avenue corridor is implemented consistently into the future.

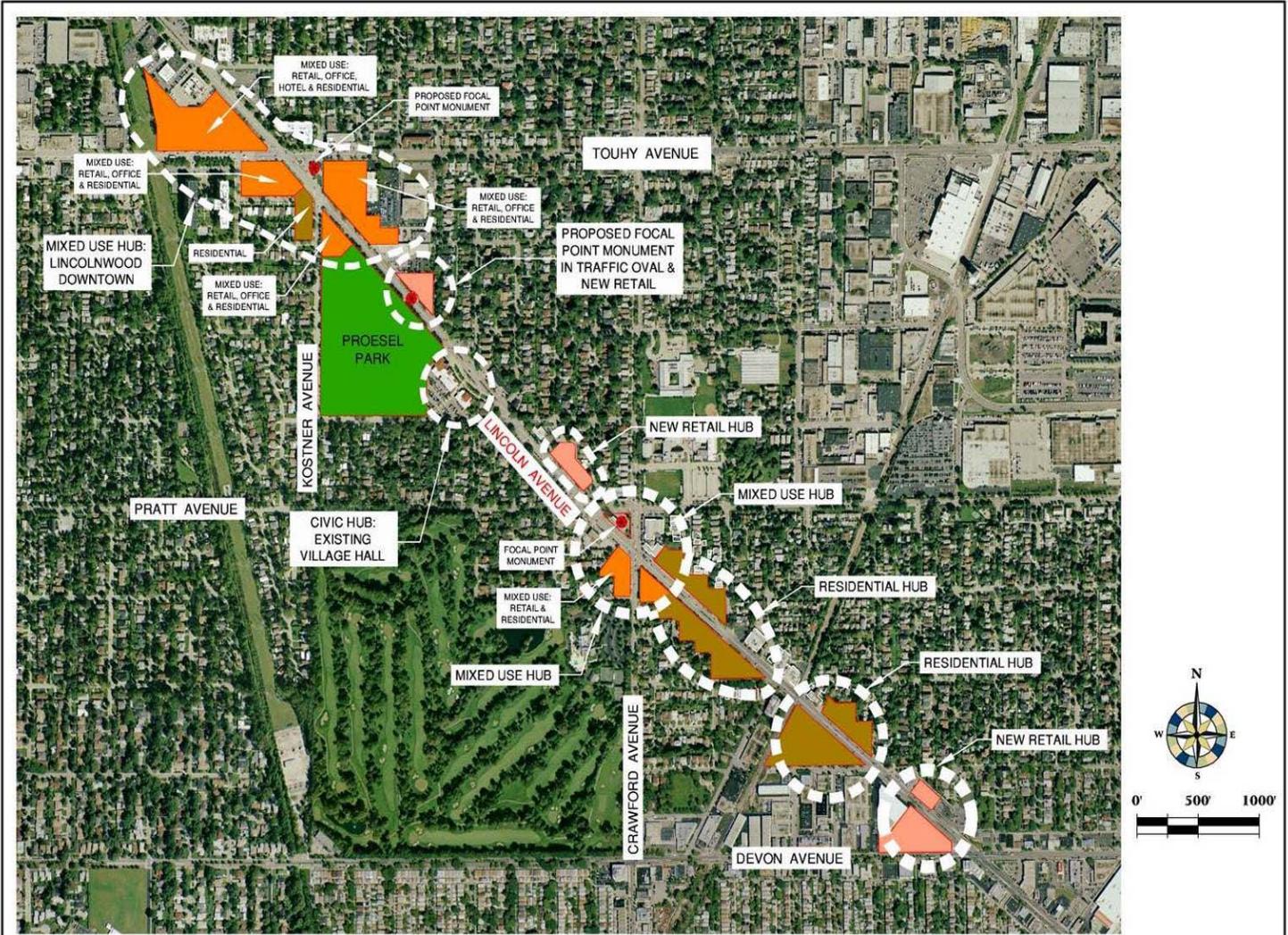
## **II. CORRIDOR REDEVELOPMENT STRATEGY**

As many other strip commercial corridors in the Chicago region, Lincoln Avenue has evolved into a corridor consisting primarily of retail and commercial uses. The current Village regulations permit banks to locate in the corridor more easily than retail uses such that the corridor now has a preponderance of banks. Most of the properties fronting onto Lincoln Avenue are shallow, and many of the existing retail uses and businesses in the corridor are at best nominal. In conjunction with a lack of proper maintenance on some of the corridor properties and a lack of adequate parking on other, the LATF determined that the existing form of development in the corridor is outmoded and fails to exploit the corridor’s full potential.

Given these concerns, LATF identified specific areas of the corridor that could be considered as future hubs of activity with new uses replacing the old and consisting of either mixed-uses or single uses. As opposed to a continuous set of uses spread uniformly along the corridor, LATF determined that creating one main hub and other smaller hubs in the corridor would encourage the development of a potential downtown in Lincolnwood that could be used for creating key gathering places to attract the Village residents and give the village a new identity. LATF also indicated that the site with the “Purple” hotel at the northwest corner of Lincoln Avenue and Touhy Avenue should be given consideration for creating the “downtown” hub in the Village.

In response, LVI recommended a Corridor Redevelopment Strategy that built on the key ideas of the LATF. As shown in Figure A, some of the major recommendations LVI made include:

1. To create a downtown hub in the Village, consider redevelopment of the “Purple” hotel site, the Bank of Lincolnwood site, and the site for Lincolnwood Produce. While some of these recommendations – especially the Bank of Lincolnwood site -- may be implemented in the long-run (over a period of next ten years and beyond), LVI recommended that in order to create a critical mass for the new developments to function as a downtown, the Village would have to allow the redevelopment of more than just the “Purple” hotel site. The range of mixed uses for these sites will include residential, retail and office. The “Purple” hotel site, in addition, may also include a boutique hotel, should the market conditions favor such use to be feasible.



**RECOMMENDED LAND-USE STRATEGY FOR LINCOLN AVENUE CORRIDOR REDEVELOPMENT**

LINCOLNWOOD, ILLINOIS



Sheet 1 of 1  
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Figure A: Recommended Corridor Redevelopment Strategy

2. LVI also recommended redeveloping the existing Tuffy site with a plaza and a focal-point monument in order to enhance the visual appearance of the major point of entry in to the Village from north. It would also serve as a key marker for the new downtown Lincolnwood
3. Directly in front of Proesel Park, along the park's frontage with Lincoln Avenue, LVI recommended installing another focal-point monument in the middle of the road with new pavements channeling around the monument in an oval form. From a transportation standpoint, this was recommended to calm the traffic along Lincoln Avenue, and as an urban design strategy this would create another key identifier that in conjunction with the monument at the Tuffy site would be the start of forming a cohesive image of the corridor. (See later discussion on Urban Design Guidelines for how these monuments should be treated architecturally).
4. At the site of existing Mobil gas station, located at the triangular site bounded by Lincoln Avenue, Crawford Avenue and Pratt Avenue, LVI recommended the installation of another focal monument, as part of a new mixed-use hub at this location. Surrounded by three major roads, the existing gas station creates adverse traffic conditions in the corridor that would be best ameliorated by its replacement with a public plaza (with the monument). From an urban design standpoint, since the Lincolnwood Public Library is located on Pratt Avenue, the triangular plaza in its front will provide an appropriate foreground for the civic building.
5. For the properties around the new triangular plaza along Lincoln Avenue, LVI recommended retail and residential uses, such that along with the existing public library, this area will become another mixed-use hub in the corridor. While the existing Grossinger Toyota (soon to become Grossinger Volvo) will remain an auto-oriented use at this hub, the rest of the uses will emphasize pedestrian access along with specific outdoor gathering places as part of the redevelopment projects.
6. For the next hub at the intersection of Devon Street and Lincoln Avenue, with the "Bunny Hutch" site providing a key redevelopment opportunity, LATF recommended that the new uses should primarily be commercial. This hub will include the site east of Lincoln Avenue that will be redeveloped into a new commercial use. This commercial hub at the southern end of the corridor will need to design consistency between individual buildings to create a strong sense of entry into the corridor.
7. For the intermediate redevelopment opportunities in the corridor, LVI recommended the primary use to be medium density residential. The key sites proposed for such residential redevelopment include the industrial area southwest of Lincoln Avenue and the railroad and the area east of Lincoln Avenue.
8. In conjunction with many of the above redevelopment projects, LVI recommended closing a number of street segments as they intersect with Lincoln Avenue. These are highlighted on the Corridor Plan for Lincoln Avenue that LVI developed after discussing with the LATF the specific types of medium-density residential and mixed-used projects that would be most appropriate for the corridor.

### **III. LINCOLN AVENUE CORRIDOR URBAN DESIGN PLAN**

As the Corridor Redevelopment Strategy was finalized in discussion with the LATF, LVI prepared a detailed Corridor Urban Design Plan (Corridor Plan) to show how the individual properties or groups of properties may be redeveloped to consistent with the overall strategy. This Corridor Plan is depicted in Figure B (with larger versions of this plan available in poster form).

As Figure B shows, LVI has shown detailed building footprints and parking areas or parking garages that would be necessary to serve a redevelopment project. Many of the recommended projects will require consolidation of individual parcels and street closings. It will be critical for the Village to allow redevelopment of projects with all required parcels consolidated and not permit their individual, piecemeal development. Another major thrust of the recommendations is to “line” the front of the properties with buildings, .i.e. place all new buildings at a set maximum distance from the property line (see Urban Design Guidelines for more discussion). The Village should require all redevelopment projects to have such “liner” buildings with parking for the projects concealed behind the buildings.

While LVI prepared the individual site plans for redevelopment to demonstrate that the recommended projects will be feasible following the principles of New Urbanism, LVI and LATF expressly state that none of the redevelopment projects have to follow the footprints of buildings exactly as drawn by LVI. The Corridor Plan is CONCEPTUAL in nature and it is the intent of LATF to allow developers and builders who will undertake redevelopment in the corridor, a full measure of flexibility provided their projects follow the urban design guidelines. As and when the Village adopts a new form-based code that is based on the urban design guidelines recommended by LVI (see below), the project redevelopers will need to conform to the new ordinance regulations of the Village.

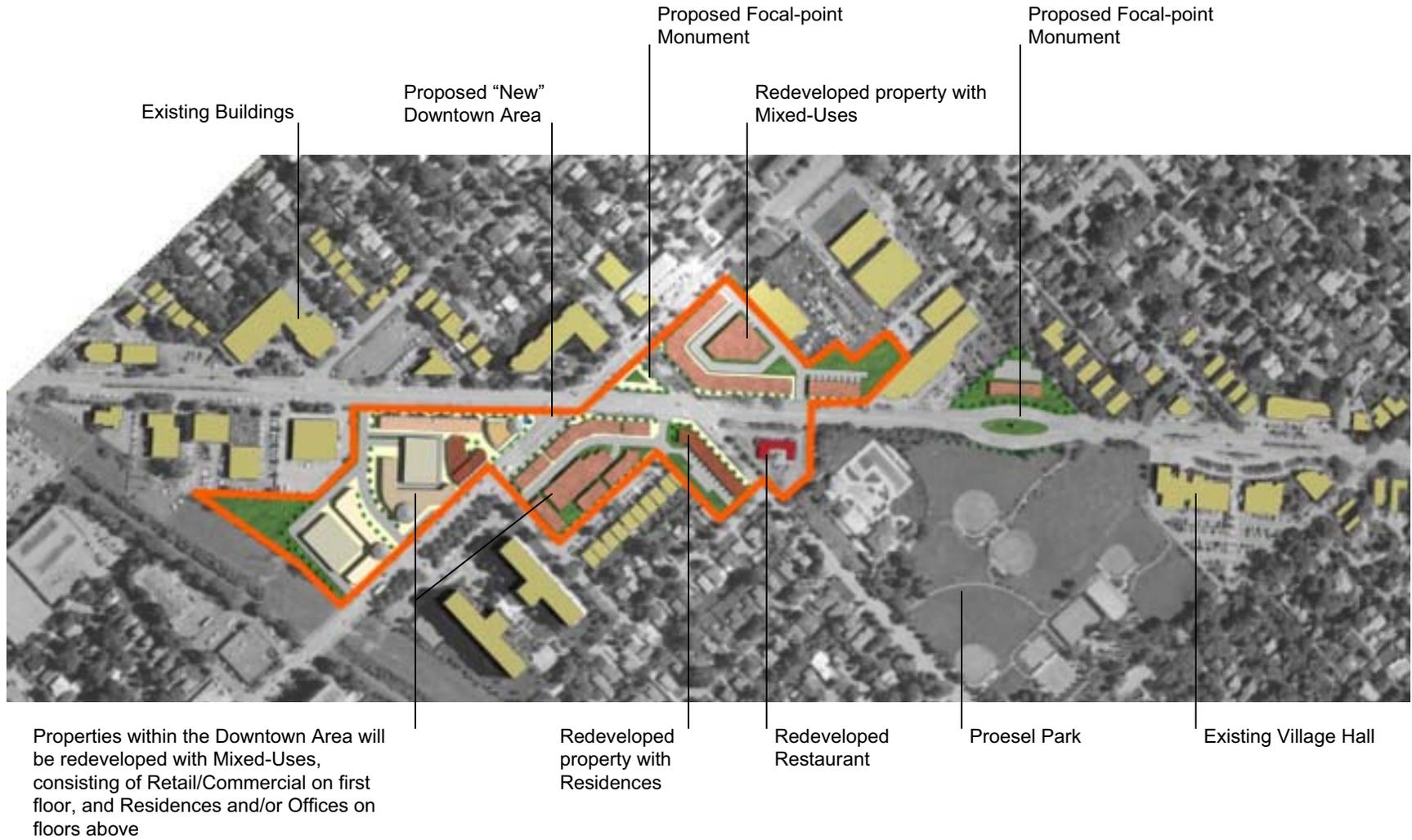
## **IV. URBAN DESIGN GUIDELINES**

As stated by the LATF, the future Lincoln Avenue Corridor must have an overall image that is not haphazard but more uniform and cohesive. A mile-long corridor with an array of uses developed over many years has an image today that is disparate, outmoded (in visual terms as well, in addition to economic) and dysfunctional. The challenge of achieving the goal of cohesive redevelopment out of such conditions can be met by adopting the urban design guidelines recommended by LVI.

In order to meet the full scope of a new urban design for the corridor that also includes the citizens’ image preferences, LVI recommended urban design guidelines that cover not only the domain of the public street, but also the domain of private properties and how the buildings in the corridor relate to the street and to one another.

The public domain guidelines apply to properties that will not be redeveloped for the foreseeable future. These guidelines include the “interface” between the public and private domains, covering the area of private property directly adjacent to the right-of-way. The private domain guidelines apply to a property or a group of properties that is set for redevelopment. These guidelines will cover the portions of redevelopment project that include sidewalks, street furniture, planters and landscaping.

For the corridor as a whole, LVI also recommended that there be on-street parking – whether associated with existing uses or redevelopment projects. While the corridor already has on-street parking, this parking will need to be integrated into a new sidewalk system with “bump-outs” from the existing sidewalk line.



**Figure B1: Illustrative Corridor Plan: North**  
(Note: All site plans in this exhibit are shown for illustration only. Developers seeking to redevelop properties will follow the urban design guidelines )



Figure B2: Illustrative Corridor Plan: South  
(Note: All site plans in this exhibit are shown for illustration only. Developers seeking to redevelop properties will follow the urban design guidelines)

The Village will need to prioritize the implementation of the urban design guidelines for the public domain based on the severity of existing conditions and availability of funding. If redevelopment is anticipated, then the urban design guidelines for the private domain (or the form-based code regulations) will be implemented at the time when new project is constructed. Regardless of the timing of when public or private improvements are implemented, in the long run, following the urban design guidelines (or form-based code regulations) will help the corridor achieve the desired cohesive image.

## 1. GUIDELINES FOR PUBLIC DOMAIN

*Covering the area within the R.O.W., including these streetscape elements: Streets; Medians; Street curbs; Parkways; Sidewalks; Street signs; Private signs; Street lights; Median lights and landscaping*

Taking into account the above streetscape elements, LVI identified several existing conditions that are typical of different sections of the corridor. For these corridor sections, LVI recommends a number of design guidelines that are illustrated in plan views and cross-sections below. LVI also recommends certain general guidelines that can be applied to any section in the corridor. The Village staff will need to determine the best fit between the existing conditions and the recommended guidelines to select the most appropriate streetscape improvements necessary for implementation in a given section. The recommended guidelines are not meant to supersede the existing, more restrictive zoning regulations that meet the design intent of the guidelines. What follows first is a description of the general urban design guidelines and then the more section-specific guidelines. The guidelines are described in no specific order of preference.

### A. General Guidelines

1. **Parkway Trees:** All parkways within the Lincoln Avenue corridor with available space for landscaping should have trees planted at a minimum center-to-center distance of 25 feet (or, as per the existing Village ordinance)
2. **Median Landscaping:** Within the medians along the Lincoln Avenue Corridor, there should be adequate landscaping consisting of shrubs and other materials that are well-maintained
3. **Landscape Materials:** Selection of landscape materials to be used in the parkways, medians or sidewalks should be governed by their hardiness to road salt and with the goal of achieving consistency between one median landscaping to the next
4. **Sidewalk Materials:** Sidewalks in the corridor should have two different materials to better delineate the area used for pedestrians – especially when new sidewalks are built in conjunction with the redevelopment of properties. There should be consistency in the use of sidewalk materials from one property to another
5. **Pedestrian Buffers:** All pedestrian portions of sidewalks should be buffered from the street by landscape planters and/or row of trees
6. **Street Lights:** Selection of new light standards for the corridor should be based on how well they relate to the pedestrians without overwhelming them by their size, height or level of illumination. Examples from other communities such as Elmhurst where IDOT agreed to install special light fixtures in conjunction with a major roadway widening project, suggest that it should be possible for the Village to work with IDOT to have special light fixtures installed in the corridor. The light fixtures with special pedestrian oriented lighting should be located on both sides of the street and not in the median.

7. **Street Signs:** Street signs in the corridor should adopt a distinct new design that makes them stand out as compared to the regular street signs in the rest of the Village to create a special image of the corridor
8. **Street Furniture:** Street furniture, such as benches, information kiosks, telephone kiosks, waste receptacles and bicycle stands, should be provided along the municipal park where it meets the Lincoln Avenue corridor, mixed-use hubs and other areas of the corridor as later deemed appropriate. The design of street furniture in one area should match the street furniture design in another area to further reinforce the visual cohesiveness of the corridor
9. **Business Signs:** For free-standing signs advertising businesses located on the same property, their location, size, height and design should have a level of consistency that lends cohesiveness to the appearance of the corridor
10. **Focal-point Monuments:** The Corridor Plan recommends three focal-point monuments in the corridor: the first at the current Tuffy site (at Touhy and Lincoln Avenues); the second within the proposed bi-furcated roadway pavements of a "traffic oval" in front of Proesel Park, and the third at the current Mobil gas station site (at Crawford and Lincoln Avenue). The design of these monuments should be consistent in order to create a unified set of visual landmarks in the corridor. Of the three monuments the most significant in height and architectural treatment should be the tower in front of the Proesel Park. Because of its close proximity to the Village Hall that's built in Prairie Style architecture, the Village may consider requiring the design of this monument to be in Prairie style as well. In addition to visually tie these major identifiers together, the other two monuments may also be constructed in Prairie style architecture.

## **B. Section-specific Guidelines**

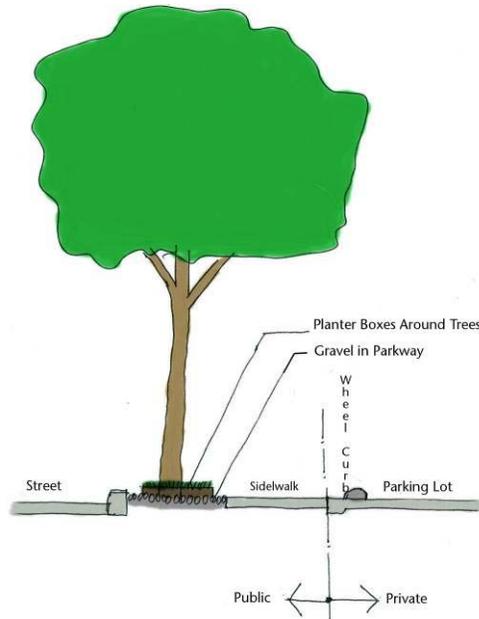
The use of these guidelines will vary from one section of the corridor to another. They are presented as illustrations that show the existing conditions needing improvement and the recommended guidelines to achieve better urban design. The guidelines also cover the interface where the private property abuts the right of way. This interface affects the visual perception of the corridor as much as the quality of the streetscape elements within the right-of-way. Until the time the buildings on a property remain the same – even if the uses in the buildings change – focusing on this interface between the public and private domains will be important. When properties redevelop, new buildings in the corridor will be located close to the street along with new sidewalks in front of the new buildings. This will create a new set of conditions that will be governed by the guidelines for Private Domain. Until change occurs on the private properties, the following design guidelines show how to treat the public domain and the edge of the private properties.

### **Section-specific Guidelines for Public Domain**

**NOTE:** *These guidelines apply only to properties with existing buildings. For new or redevelopment projects, see Urban Design Guidelines for Private Domain*

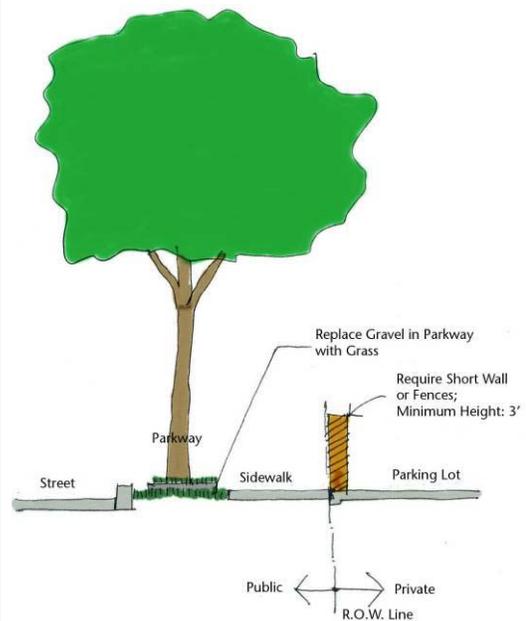
- Existing parkway has materials other than grass, and only wheel-stops exist between the sidewalk and adjoining parking lot

Figure 1: EXISTING CONDITIONS



- Appearance of gravel in the parkway is visually un-appealing and inconsistent with the rest of the properties in the corridor with grass in parkway
- With no other barrier than wheel curbs, cars in a parking lot are exposed to direct view of the motorists. This makes the corridor more unattractive

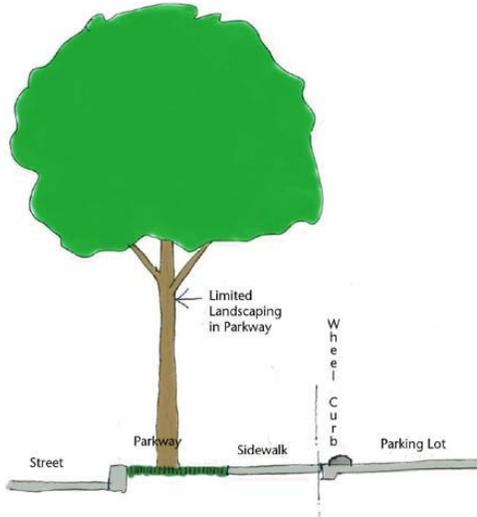
Figure 1A: RECOMMENDED GUIDELINES



- Replace gravel with grass in the parkway
- Require a short wall of no less than 3' to be installed at the property line to conceal the parked cars. Materials and color of wall should primarily match the materials and color of other walls along the corridor

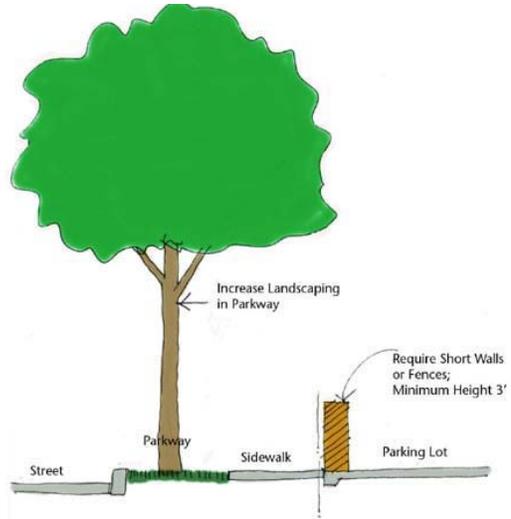
- Existing parkway has limited number of trees and like the first condition has no significant barrier between the sidewalk and the adjoining parking lot

Figure 2: EXISTING CONDITIONS



- Limited number of trees in the parkway fails to define the corridor edge effectively
- With no other barrier than wheel curbs, cars in a parking lot are exposed to direct view of the motorists makes the corridor more unattractive

Figure 2A: RECOMMENDED GUIDELINES



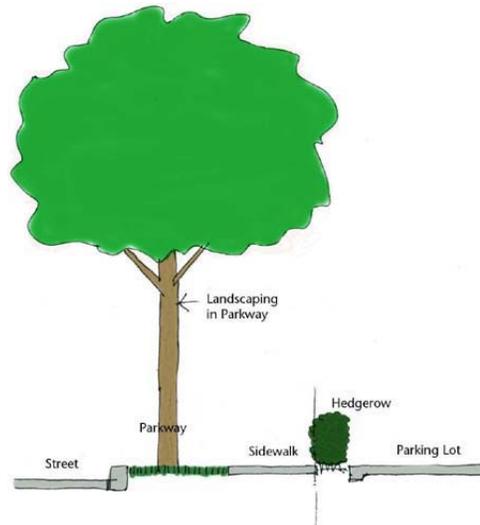
- Increase the number of trees in the parkway to be no more than 25' apart
- As in Recommendation 1, require short walls at the edge of the private property

Alternate to Short Walls (as shown in Recommendations '1' and '2')

Figure 3: EXISTING CONDITIONS

- Limited number of trees in the parkway fails to define the corridor edge effectively
- With no other barrier than wheel curbs, cars in a parking lot are exposed to direct view of the motorists. This makes the corridor more unattractive

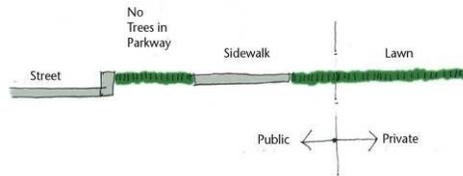
Figure 3A: RECOMMENDED GUIDELINES



- Increase the number of trees in the parkway to be no more than 25' apart
- Instead of short walls, require hedgerows at the edge of the private property in a way. This will not affect the overall parking supplied at the property. Hedgerows should be a minimum 3' tall

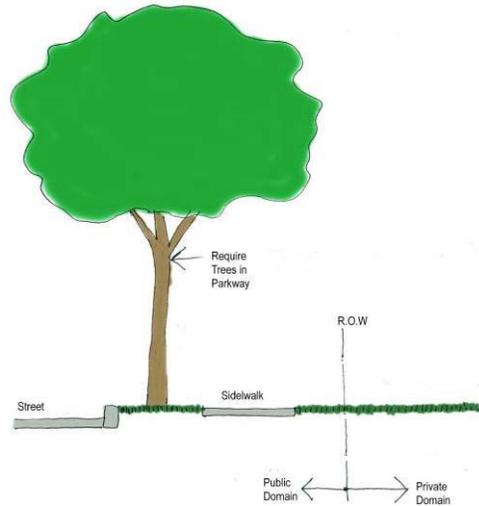
4. Existing parkway has no (or few) trees and the adjoining property has no parking lot

Figure 4: EXISTING CONDITIONS



1. Without the trees, even when the adjoining property has lawn in its front yard and no parking lot, the street lacks a defining edge.

Figure 4A: RECOMMENDED GUIDELINES



1. Require trees to be planted within the R.O.W. where there are no trees, OR when there are few trees,
2. Require trees in the parkway no less than 25' apart

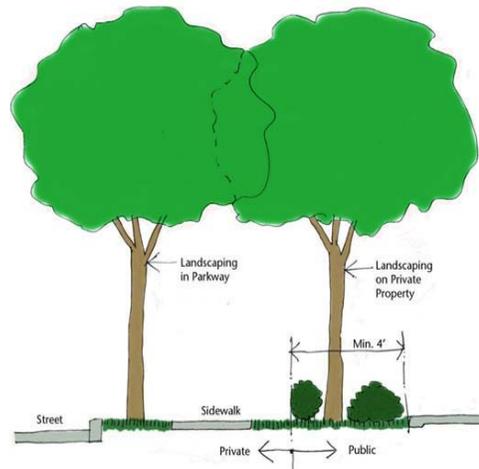
5. Ideal Condition for Landscaping on Private Property

Figure 5: Existing Conditions

When any of the following conditions exist on a property, i.e. if:

1. There are materials within the parkway that are not grass
2. There are limited number of trees in the parkway
3. There are no trees in the parkway at all, and when there are no physical elements separating the adjoining parking lots from the sidewalk

Figure 5A: Recommended Guidelines



1. Require parkway trees
2. On private property, require a landscape buffer no less than 4 feet wide for trees and shrubs. The double row of trees – one in the parkway, the other on private property – should be staggered.

(The Village of Lincolnwood already has examples of this type of streetscape along Devon Avenue near the intersection with Crawford Avenue).

## 2. GUIDELINES FOR PRIVATE DOMAIN

*Covering the private property, including: Placement of buildings; Height of Buildings; Relation of building to street/sidewalk; Relation of building to buildings along one side of the street; Relation of buildings to buildings across the street; Treatment of building entryways; Relation of entryways of one building to the next; Treatment of building bulk; Treatment of special gathering places outside the building*

The design guidelines for private domain are described in general terms and not on section-specific or site-specific basis. They are differentiated by categories of use and are based on the design preferences of the Village citizens and LATF members. The three categories of private domain guidelines are:

- A. All Buildings
- B. Residential Buildings
- C. Commercial and Mixed-use Buildings

### A. Design Guidelines for All Buildings

1. ***Build-to Line for Placement of Commercial and Mixed-Use Buildings, and Residential Buildings\**** : The new commercial and mixed-use buildings in the Lincoln Avenue corridor should be located close to the front of property, at 5 feet from the right-of-way line, with parking concealed from view from Lincoln Avenue and located behind buildings. Residential buildings that do not provide fences in the front yard should also be located at 5 feet from the ROW line. (See Figure 6)

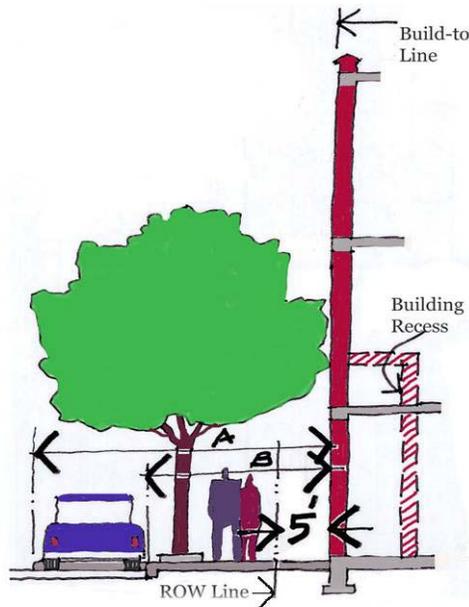


Figure 6: Illustrative Guidelines for Redevelopment of Properties

Maximum Distance from R.O.W to "Build-to" Line:	5 feet
'A': Maximum Distance from Exterior Wall to Street Curb, Including Parking Bay:	23-24 feet
'B': Maximum Distance from Exterior Wall to Street Curb, Excluding Parking Bay:	15 feet

\* Applies to only Residential Buildings without fences in the front yard. For residential buildings with fences in the front yard, see guidelines for residential buildings

2. **Building Relationship to Street:** The relationship of new buildings (all commercial and mixed-use and some residential\*) to the street and other street amenities is illustrated in Figure 7. The current right-of-way of Lincoln Avenue is 100 feet and the road pavement is 80 feet. The guidelines call for creating “bump-outs” from the existing sidewalk line of up to 8 feet or 9 feet to enclose parking bays within the sidewalk system. Recommended trees in the corridor will be installed at 25’ center-to-center. Buildings will be located at the “Build-to” line 5 feet from the Lincoln Avenue right-of-way. Touhy Avenue has the same right-of-way and pavement widths as Lincoln Avenue. The proposed guidelines will also apply for redevelopment of properties along Touhy Avenue within the recommended mixed-use/downtown hub.

(\*Only for residential buildings without fences in the front yard)

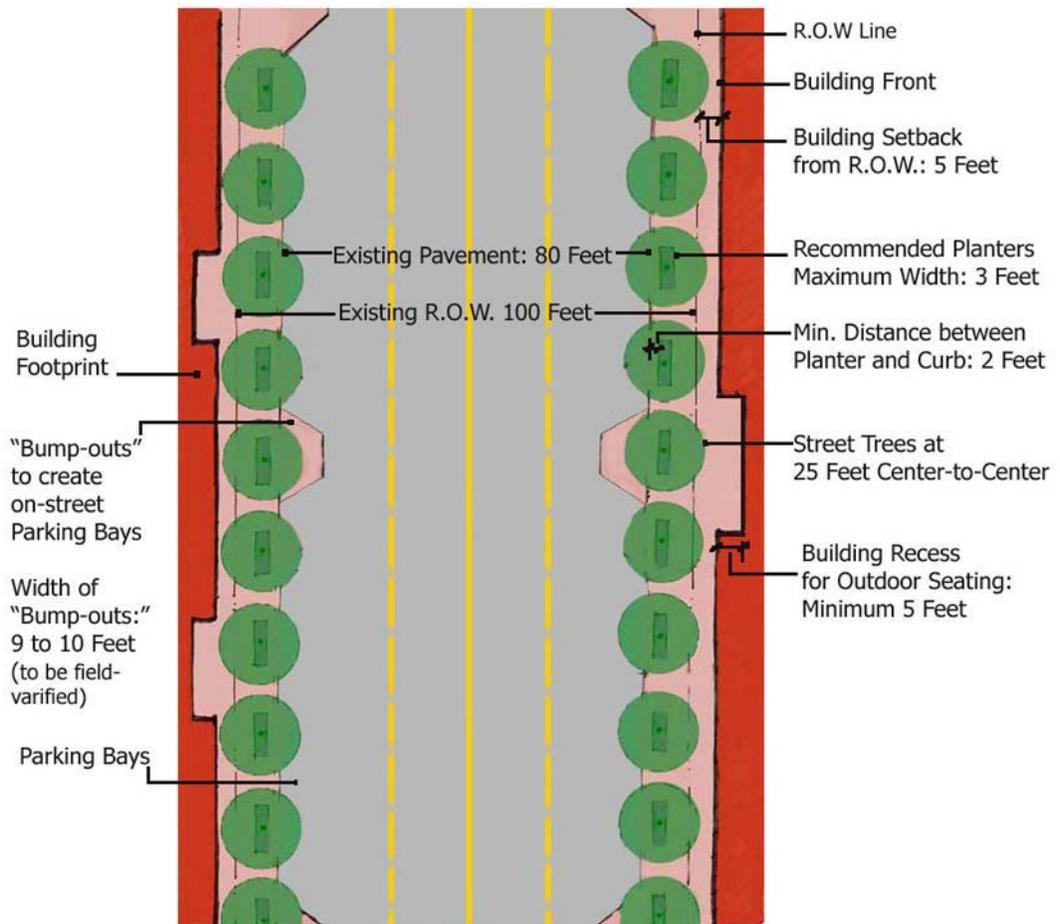


Figure 7: Lincoln Avenue Corridor Redevelopment Guidelines

(Note: These guidelines also apply to Touhy Avenue Redevelopment, in proximity to Lincoln Avenue)

3. **Building Heights:** No building in Lincoln Avenue Corridor should have more than three floors, except in the recommended mixed-use/downtown hub where the buildings may be five stories tall. As shown in Figure 8, portions of building higher than three stories, should be recessed back a minimum of 10 feet.

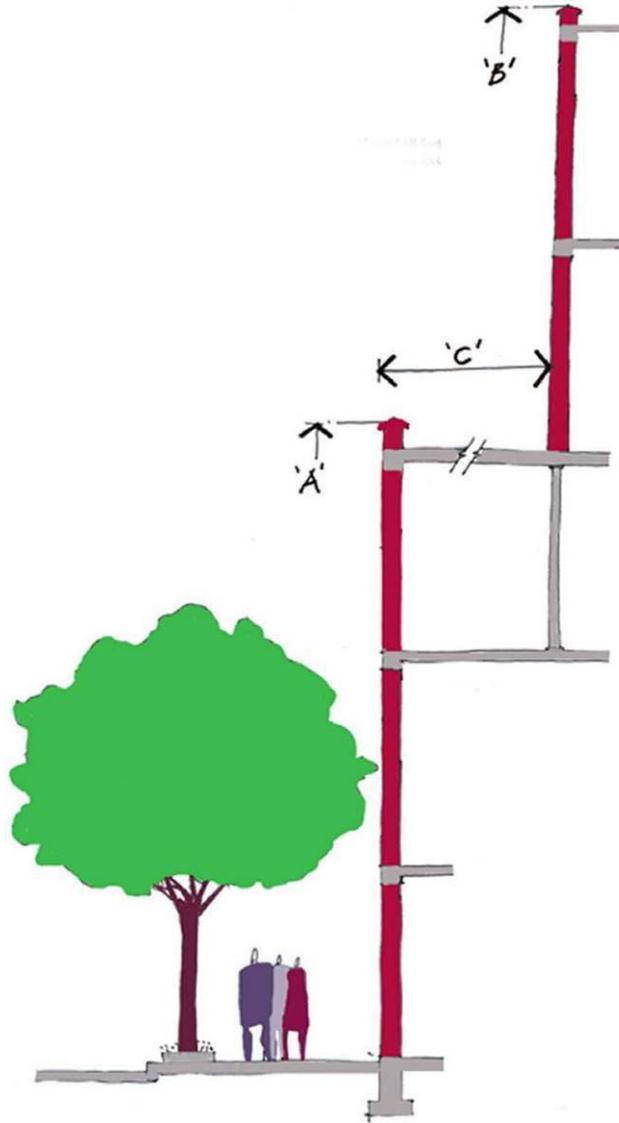


Figure 8: Illustrative Guidelines for Buildings Higher than Three Floors

- |  |                  |
|--|------------------|
| 'A': Maximum Allowable Height Immediately Adjacent to Sidewalks: | 3 Floors/38 feet |
| (Measured to the top of eave from the top of the sidewalk)       |                  |
| 'B': Maximum Allowable Height for Buildings:                     | 5 Floors/65 feet |
| (Measured to the top of the eave from the top of the sidewalk)   |                  |
| 'C': Minimum Setback for Floors Above Three Floors:              | 10 feet          |

4. **Building Orientation and Elevation:** New buildings in the corridor should be located parallel to the street frontage. The mass of buildings should be broken up in a rhythmic fashion – well articulated -- so as not to create plain building facades. Balconies and other such elements may be used to create variety and interest and yet remain integral to the overall design of the building (See Image 1)



Image 1: An example of building placed parallel to Lincoln Avenue, with a well-articulated building elevation

5. **Angled Building Facades to Streets:** On an exceptional basis, provided there is a strong reason to do so, the Village may approve buildings with angled façade toward Lincoln Avenue. Image 1 is an example of angled buildings that may be considered acceptable on exceptional basis.



Image 2: An example of angled buildings facing a major street that may be acceptable

6. **Building Corner Towers:** Buildings located at a major intersection should have a tower feature at the corner that may emphasize key entrance to the building. These

corner towers should be in harmony with the building's architecture and will be allowed to exceed the maximum permitted building height so as to create the distinct appearance. (See Image 3 for illustration)



Image 3: An example of "Corner Tower" integral to the overall design of building

7. **On-street Parking:** For new buildings facing Lincoln Avenue there should be on-street parking as part of a sidewalk system that includes "bump-outs" from the existing sidewalk line. All required parking for a use should be provided behind the buildings. (See Figure 7 for parking "bump-outs.")
8. **Building to Building Relation Across or Along Lincoln Avenue:** Buildings located next to each other along the corridor, and buildings located across the street, should have a level of design consistency through either the use of similar materials and colors or distinct architectural elements such as cornices, dormers, balconies, brackets and pendants. It is not necessary for buildings to have the same architectural style to achieve design consistency, although it can help.
9. **Impacts on Adjoining Residential Uses:** Whenever the rear parking impacts the uses on adjoining properties, specific landscape buffers, fences or short walls, or a combination thereof, should be installed by the new building owners
10. **"Dead" Walls Along Streets:** While attractive landscaping can enhance the quality of streetscape, buildings with "dead" or blank walls along the sidewalks should be avoided (or minimized). Residential or other buildings with units above a terrace and parking below that create blank walls along the street should be avoided. (See Images 4 & 5 for comparison.)



Image 4: Example of attractive landscaping that enhances streetscape



Image 5 shows the same streetscape (as in Image 4) with buildings that create blank walls along a sidewalk. This is an example of building relation to street that should be discouraged.

**B. Additional Design Guidelines for Residential Buildings**

- 1. **Placement of Residential Buildings with Fences in Front Yard:** Residential buildings with fences in front yard should not be placed more than 10 feet from the right-of-way line. In such cases, the fence should be placed at 5 feet from the right-of-way line, with a hedgerow behind the fence toward the building side. The fences in the front yards should be wrought iron that are no more than 4' high. (See Image 6)



Image 6: An acceptable example of fence along residential buildings facing Lincoln Avenue

- 2. **Pedestrian Access to Residential Buildings:** Residential buildings should have direct access to units from the front street side, with strong entries to individual units emphasized by distinct architectural elements such as porticos. (See Image 7)



Image 7: Residential building along street with strong statement for entries to units

3. ***Vehicular Access to Residential Buildings from Lincoln Avenue:*** No residential building should be allowed to have garages facing Lincoln Avenue or driveways with direct vehicular access from Lincoln Avenue.
4. ***Garages in Residential Buildings:*** For residential buildings, the fronts of units at the rear of the property should not face the garages of the units in the building in front. (See Image 8 that is an example of what should not be allowed.)



Image 8 shows residential units facing garages. This should not be allowed in the corridor.

5. ***Pocket Parks in Residential Projects:*** For new residential projects on properties with shallow depth, pocket parks between buildings should be provided to create visual interest and on-site recreational opportunities. (See Image 9)



Image 9: Pocket parks for properties with shallow depth

## C. Additional Design Guidelines for Commercial and Mixed-Use Buildings

1. **Outdoor Seating:** For commercial buildings that allow outdoor seating for their patrons, the portion of buildings that houses cafes, restaurants and other such uses should be set back 5' from the normal build-to line. (See Image 10)



Image 10: Additional building set back from build-to line to allow outdoor eating and other activities

2. **Minimum Height for Building Setbacks for Outdoor Seating:** For the outdoor seating areas created by the additional setback from the build-to line, the minimum height for “recesses” should be 10 feet. (See Figures 6 & 7 for building “recesses”)



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# MEMORANDUM

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**TO:** Chairman Eisterhold  
Members of the Plan Commission

**FROM:** Aaron N. Cook, AICP  
Development Manager

**DATE:** March 28, 2014

**SUBJECT:** Remanded Zoning Code Text Amendment: Commercial, Institutional and Civic Building Design Standards and the Lincoln Overly District

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At the February 5<sup>th</sup> meeting the Plan Commission provided direction of several open items:

- PC should be recommending body, not final authority,
- Public Hearing process preferred over Public Meeting,
- Agreed to implement w/ limited conditions.

However the items below remain open for discussion:

- Special Use process vs. Variation as mechanism to review alternative materials,
- Is precast permitted adjacent to residential properties?

The summary below was provided for the February 5<sup>th</sup> meeting.

At the November 6, 2013 meeting, the Plan Commission reviewed the remanded zoning code text amendment relative to commercial, institutional and civic building design standards. More specifically, at the Plan Commission considered:

1. Review and enhance proposed definitions related to building materials,
2. Review pre-cast stone to determine if it is an acceptable material,
3. Review and possibly develop administrative process for approving other alternative “high quality materials” not identified in the Zoning Code, and
4. Reconfirm the remaining elements of the Plan Commission’s recommendation made at the March 6, 2013 PC Meeting.

## **Summary of November 6, 2013 Plan Commission Discussion**

### 1. Proposed Definitions

The Commission was generally supportive of the definitions presented. The Plan Commission continued the review of the definitions subject to more specific discussion relative to “high quality materials”. Attached are these proposed definitions.

## 2. Pre-Cast Stone

The Commission previously agreed that pre-cast stone is not appropriate for inclusion as a “high quality material”. Such material however is appropriate as a minor accent. That previous discussion led the Plan Commission to review and consider panel construction. To assist with this discussion, the Plan Commission reviewed photographs of this material/construction type. The Plan Commission considered permitting pre-cast panel materials in industrial areas. The discussion identified differences in character of properties and construction between industrial and commercial districts. Accordingly, the Commission discussed expanding the list of permitted materials in industrial districts to include pre-cast concrete and stone panels. The Commission was unable to reach a consensus on this matter. As a result, this remains an open item for discussion. To assist this discussion below are definitions/descriptions of precast concrete and precast stone:

**Precast concrete** is a construction product produced by casting concrete in a reusable mold or "form" which is then cured in a controlled environment, transported to the construction site and lifted into place. In contrast, standard concrete is poured into site-specific forms and cured on site.

**Precast stone** is distinguished from precast concrete by using a fine aggregate in the mixture, so the final product approaches the appearance of naturally occurring rock or stone.

## 3. Administrative Approval Process

At the September 11, 2013 Plan Commission meeting staff presented research of other communities in the region and nationally regarding administrative review of materials. The Plan Commission generally agreed that the intent of an administrative review may be positive; creating and implementing such a process would be difficult.

At the November 6<sup>th</sup> meeting, the Plan Commission expanded the discussion to a review of possible modifications to the review process of alternative materials. The Plan Commission discussed consideration of such alternative materials as a Special Use rather than a Variation. Several members expressed concern with the Special Use review as this process may lead to additional conditions placed on an applicant that may not be imposed as part of a Variation process. The Plan Commission gave staff and the Village Attorney direction to consider an alternative process and present the information at the February 5, 2014 meeting.

At the February 5<sup>th</sup> meeting, staff and the Village Attorney will be present to discuss in more detail the desired review process and possible restrictions/limits of such a review. Staff offers as a possible review process an “Alternative Design Review” that is limited to consideration of alternative materials only. To assist staff and the Village Attorney in crafting the desired process the Plan Commission shall consider the following:

- Does the Plan Commission have final authority or is the Plan Commission a recommending body?
- Is the review by the Plan Commission at a Public Meeting or a Public Hearing (fully noticed)?
- What standards should the Plan Commission review an application for relief from the design requirements?

- What limits should be placed on the review of an application for relief (i.e. no conditions, limited conditions, etc.)?

#### 4. Reconfirm Other Recommendations

The Plan Commission did not discuss any other items of the prior recommendation. Below is a summary of the prior recommendation.

1. Eliminating “Masonry Only” requirement from the Lincoln Avenue Overlay District;
2. Establish that the exterior walls of non-residential buildings be constructed with a minimum of 75% “high quality materials”. This includes a requirement that from the ground level to the top of the first floor windows must be constructed entirely of “high quality materials”;
3. Establish a list of permitted “high quality materials” which includes: 1) brick with a minimum thickness of 2.25 inches, 2) natural stone, 3) sandstone, 4) other native stone, and 5) glass;
4. Add definitions for Brick, Decorative Concrete Block, Masonry, and Stone; and
5. Add *Exterior Insulation Finishing Systems (“EIFS”)* and *metal and vinyl lap board siding* as specifically prohibited materials.

As a reminder, except for refinements to the definitions and its recommendation to remand back for consideration whether pre cast stone is an acceptable high quality material and consideration of an administrative approval process for alternative high quality material, CORB and COTW was supportive of the remainder of the Plan Commission recommendation and recommends that it be approved by the Village Board. As part of any motion the Plan Commission should include affirmation of the previous recommendation made on March 6, 2013.

#### Attachments

1. Excerpt of November 6, 2013 Plan Commission Minutes
2. Proposed Definitions

Mr. Cook presented the special use request for wireless communication facility at 3700 West Devon Avenue. Mr. Cook stated that the request by Verizon Wireless is to replace one antenna per array on an existing wireless site. Mr. Cook stated that the existing antenna and replacement antenna are located on an existing freestanding tower. Mr. Cook added that Verizon seeks to add equipment to the tower immediately below the existing array. Mr. Cook added that staff was unable to find any prior Special Use approval granted to Verizon for the existing array.

Mr. Bill Schrader, authorized agent for Verizon, testified that the new antennas would comply with the required maximum antenna height of six feet.

Commissioner Goldfein asked who the owner is. Mr. Cook stated that the tower is owned by Crown Castle.

Commissioner Auerbach asked when the tower was constructed. Mr. Cook explained that staff could not find any records on the construction of the tower. Mr. Schrader stated that he searched certain documents and recalls seeing that the tower was built approximately 30 years ago.

Commissioner Goldfein asked why the Village doesn't have records. Mr. Passman stated that 30 years ago municipalities often didn't have Special Use requirements for communication facilities. Mr. Passman recalled that there have been several cases recently where replacement antennas were proposed at sites that did not have Special Use approval. Mr. Passman stated that those sites are non-conforming.

Commissioner Goldfein asked for the percentage of power increase. Mr. Schrader stated that he's unsure but the addition equipment is low voltage. Commissioner Goldfein asked if the replacement and new equipment is needed to increase coverage. Mr. Schrader explained that the service would be improved within the existing coverage area.

Chairman Eisterhold asked if there was anyone in the audience who wanted to comment. There was none.

**Motion to Approve** the matter to the December 4, 2013 regularly scheduled meeting by Commissioner Fishman and Seconded by Commissioner Auerbach.

**Aye: Fishman, Auerbach, Goldfein, Jakubowski, Sampen and Eisterhold**

**Nay: None**

**Motion Carried 6-0.**

#### **IV. Public Hearing: Commercial Masonry Requirements – Zoning Code Text Amendment**

Chairman Eisterhold indicated that the matter had been continued most recently from the September 11, 2013 Plan Commission meeting. Chairman Eisterhold indicated that at the last meeting the Commission continued the discussion.

Mr. Cook indicated that the only new information are images presented by the Chairman as well as an image from an existing building in the community at 3924 Devon Avenue. Chairman Eisterhold indicated that the examples provided are structure panels with exterior finishes. Chairman Eisterhold indicated that they are commonly used in industrial construction. Chairman Eisterhold added that the pictures he provided are pre-cast panels that are being used to construct a Walgreens. The Chair indicated that the panels do not have exterior finishes to them.

The Commission discussed the pre-cast panels and the appropriateness in various types of construction. Mr. Cook stated that the matter under review is not a construction method but exterior finishes. Mr. Cook stated that the matter for discussion is whether or not pre-cast panels with a final exterior finish qualifies as a high quality material.

The Commission generally concluded that pre-cast panels may be appropriate in industrial areas but not in other non-residential areas. Commissioner Goldfein however stated that the pre-cast panels are a divergence in appearance from brick construction.

Commissioner Auerbach indicated that she may be open to most materials as long as the Plan Commission can review. Mr. Cook indicated that one of the remanded items for the Plan Commission consideration is determining if there is an administrative approval process.

Trustee Patel stated that CORB remanded to the Commission consideration of determining criteria to authorize alternative products. Mr. Cook explained that the matter has been previously discussed by the Commission. Mr. Cook stated that most communities handle a review of alternative materials by either Design Review Boards or as variations. The Commission discussed possible options for administrative review without establishing a Design Review Board.

The Plan Commission discussed modifying the approval process for alternative materials. Rather than requiring a variation which would be reviewed by the Zoning Board of Appeals alternative materials could be brought to the Plan Commission as a Special Use or an alternative process.

Commissioner Fishman expressed concern with the Village getting involved in determining high quality materials. Commissioner Fishman indicated that the discussion involves individual preferences and tastes. Commissioner Fishman stated that he wants the Village to have the attitude to welcome developers and to not establish barriers including material requirements. Commissioner Fishman stated that the standards should not prevent development and elimination of vacancies. Commissioner Fishman does not want the community to regulate appearance.

Chairman Eisterhold stated that staff does not want to be the authority to approve alternative materials. Chairman Eisterhold indicated that the review may not need to be a Special Use but something similar that would be reviewed by the Plan Commission.

The Commission discussed that the Village may desire to allow a wider range of permitted materials in the industrial districts. Commissioner Auerbach asked staff what the most common materials requested by developers that are not included on the list of high quality materials. Mr. Cook indicated that cementitious fiber board is becoming more popular.

The Commission continued to deliberate appropriate material types and concluded that it may be appropriate to permit a wider range of materials within the industrial districts. Mr. Cook indicated that the two industrial districts do have properties which front onto major streets. Mr. Cook stated that the wider use of materials may not be appropriate even in an industrial district if that property fronts on a major street. The Commission generally agreed that additional materials may be appropriate in industrial areas but not in retail areas.

Commission Goldfein asked if additional standards should be placed on the acceptable materials beyond what has been established. Mr. Cook stated that he does not believe additional standards are needed.

Commissioner Sampen recommended that the Commission discuss in a separate session what materials are appropriate in industrial districts.

Mr. Passman summarized the consensus of the Plan Commission discussion: 1) List of materials is acceptable, 2) Review alternative materials as a special use, 3) Hold the matter to review additional materials within industrial zone only.

Commissioner Auerbach stated that there may be a concern that requesting a Special Use may open a developer to additional requirements such as more landscaping. Mr. Passman indicated that the Village can tie their own hands if desired.

The Commission directed staff to prepare a process for limited review of alternative materials by the Plan Commission similar to a Special Use but not subject to the range of conditions. The Plan Commission also indicated a desire to ask the Village Board to direct the Plan Commission at a later date to review alternative materials for industrial districts.

Chairman Eisterhold asked if there was anyone in the audience who wanted to comment. There was none.

**Motion to Continue** the matter to the February 5, 2013 regularly scheduled meeting by Commissioner Fishman and Seconded by Commissioner Sampen.

**Aye: Fishman, Sampen, Jakubowski, Goldfein, Auerbach, and Eisterhold**

**Nay: None**

**Motion Carried 6-0.**

## Proposed Definitions

**BRICK:** A molded rectangular block primarily comprised of clay and/or shale, fired with natural gas or coal at approximately 2000 degrees to fuse the shale or clay into a durable building unit that is laid contiguously with joints between the units filled with mortar and ~~Either: (i) kiln-fired clay or shale brick that is not underfired and is manufactured to ASTM C216 or C652, Grade SW; or (ii) concrete brick with integral coloration, manufactured to ASTM C1634.~~ Brick shall not be painted, and shall have a minimum thickness of two and one quarter inches when applied as a veneer.

~~DECORATIVE~~ **ARCHITECTURAL CONCRETE MASONRY UNIT BLOCK:** Either architectural concrete block or brick. Architectural concrete block and concrete brick have highly-textured finishes, in a variety of styles such as indented, split, hammered, fluted, or ribbed or similar architectural finish. Natural or synthetic pigmentation is added during the manufacturing process to produce color variations.

**MASONRY:** Clay brick, stone, rock, or other substantially similar materials, laid contiguously with joints between ~~installed up units by unit set in~~ filled with mortar.

**NATURAL STONE:** Naturally-occurring granite, marble, limestone, slate, river rock, sandstone, other native stone and other similar hard and durable all weather stone that is customarily used in exterior building construction.

**MANUFACTURED STONE** may also include cast, pre-cast decorative or ~~manufactured simulated~~ stone product, provided that such product is not painted, yields a highly textured stone-like appearance, with coloration that is added during the manufacturing process to produce color variations integral to the masonry material, and is highly durable and ~~maintenance free.~~ **Manufactured** ~~Natural or man-made~~ stone shall have a minimum thickness of two and five eighths inches when applied as a veneer.

~~Strikethrough:~~ Deleted Language

Red Text: Added Language

**Agenda Item #9**



**Staff Report  
Plan Commission  
April 2, 2014**

**Subject Property:** N/A (Text Amendment)

**Zoning District:** Non-Residentially Zoned and Non-Residentially Used Properties

**Nature of Request:** Consideration of possible Zoning Ordinance amendments governing medical cannabis-related uses.

**Petitioner:** Village Board

**Summary**

*Below is a summary of the matter provided by the Village Attorney. Mr. Passman will be present at the April 2<sup>nd</sup> meeting to assist the Plan Commission.*

On August 1, 2013, Governor Quinn signed into law the Compassionate Use of Cannabis Pilot Program Act (the "Act"). The Act, which went into effect on January 1, 2014, establishes a four-year program legalizing the use of marijuana for medical purposes.

Under the new law, registered qualifying patients ("RQPs") may purchase up to 2.5 ounces of marijuana every 14 days from a State-licensed dispensary. The law lists more than 30 debilitating medical conditions that can qualify for marijuana prescriptions. People seeking RQP status must file an application that includes a written recommendation from a physician based on an in-person examination and must provide medical documentation related to the debilitating condition. The Illinois Department of Public Health will issue identification cards to all registered users, including qualifying patients and designated caregivers. RQPs will be able to use cannabis without being subject to arrest, prosecution, or denial of any right or privilege for the medical use of cannabis.

The Act provides that medical cannabis must be grown and harvested in licensed cultivation centers, and then distributed to medical cannabis dispensaries, which will sell the cannabis to RQPs. Both the Act and the draft regulations (proposed by various State government departments and currently under review by the State) impose limitations on the locations of these facilities, including the following:

**Cultivation Centers**

- Only 22 cultivation centers will be allowed in the State, one in each State Police district. All of Cook County constitutes one State Police district; thus, there may be only one cultivation center in the County.
- Cultivation centers may not be located within 2,500 feet of the property line of a pre-existing school, day care center, group day care home, child care facility, or area zoned for residential use.
- Cultivation centers may not be located within 1,000 feet of another cultivation center or a cannabis dispensary.

Due to the 2,500-foot buffer between cultivation centers and residentially-zoned areas, there is ***no location*** within Lincolnwood at which a cultivation center can be located.

### Dispensaries

- Only 60 dispensaries will be allowed in the State.
- According to the draft regulations, there can only be one dispensary somewhere in *either* Evanston Township or Niles Township
- Dispensaries may not be located within 1,000 feet of the property line of a pre-existing school, day care center, group day care home, or child care facility.
- Dispensaries may not be located within a house, apartment, condominium, or area zoned for residential use.

Attached to this Staff Report is a map of the Village showing all locations at which a dispensary could be sited within Lincolnwood.

Importantly, the new law allows municipalities to impose reasonable zoning regulations on cultivation centers and dispensaries - but not "unreasonable" regulations. The draft regulations further provide that municipalities may not impose ordinances that "conflict with the Act . . . or would otherwise impede or place unreasonable restrictions on the location of dispensaries contrary to the mandate of the Act that dispensing organizations shall be geographically dispersed throughout the State...". Thus, the Village cannot completely prohibit cultivation centers or dispensaries.

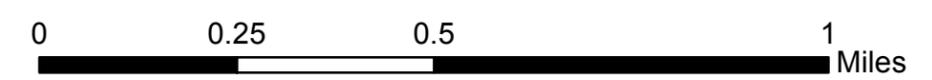
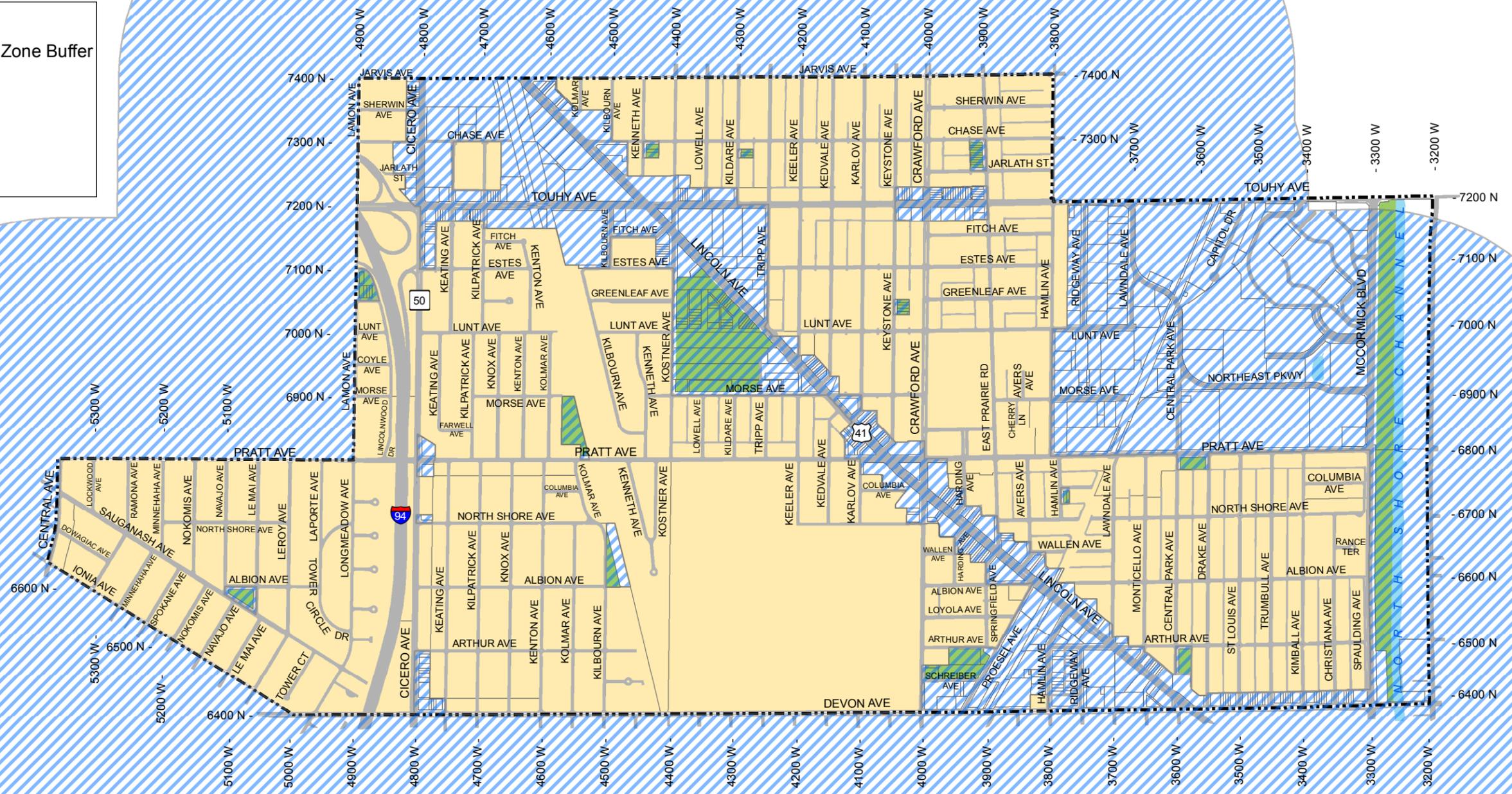
Because of the time needed to license marijuana cultivation centers and dispensaries, the State anticipates that marijuana dispensaries will not open for business until 2015. Nevertheless, in order to ensure that appropriate local ordinances are in place to regulate cultivation centers and dispensaries that may locate within the Village, the Village Board adopted a resolution in November 2013, directing the Plan Commission to conduct this public hearing and to forward recommendations concerning possible Zoning Ordinance amendments governing medical cannabis-related uses.

### Attachments

1. Separation Map – Cultivation Centers
2. Separation Map – Dispensing Organizations

# VILLAGE OF LINCOLNWOOD CULTIVATION CENTERS

- Residential Zoning
- 2,500 ft Residential Zone Buffer
- Parcels
- Roads
- Recreation/Parks
- Lakes/Rivers





# VILLAGE OF LINCOLNWOOD DISPENSING ORGANIZATIONS

- Potential Dispensing Properties
- 1000 ft Buffer around School
- Roads
- School
- Business Transition Area Overlay
- B1
- B2
- MB
- O
- P
- Planned Unit Development

