

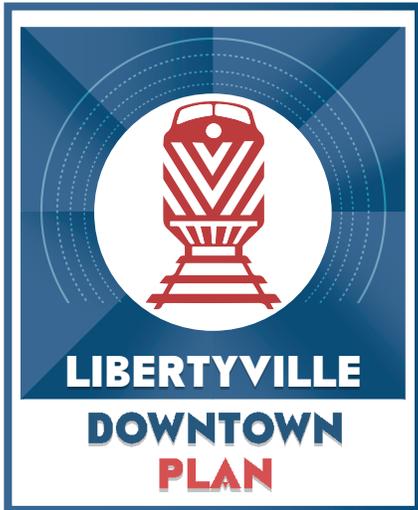
# Village of Libertyville

**Adopted November 14, 2017**  
**Ordinance 17-0-94**

## **Downtown Transit Oriented Development Plan**



November 2017



**Regional  
Transportation  
Authority**

Made possible through funding by the Regional Transportation Authority (RTA).



Prepared by Teska Associates, Inc.,  
Business Districts, Inc. and  
Fish Transportation Group  
November 2017

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# Section 1 introduction

## Background

The Village of Libertyville's efforts in collaboration with various groups and private owners has built and strengthened downtown to what it is today. That continuous effort has led to this Transit Oriented Development (TOD) Plan. Downtown Libertyville is a destination for its shopping, restaurants, entertainment, public spaces, and transportation options. By putting the focus on transit oriented development, the Village is looking towards downtown Libertyville's future by building on its current successes and future potential. This plan is being developed by the Village and is partially funded by the Regional Transportation Authority (RTA). A full planning process has led up to this plan. The project area for this TOD Plan extends one-quarter mile from the downtown Libertyville Metra Station as that is considered an easily walkable distance and includes a mix of uses from the train station.

The project area location can be seen on the next page, followed by a summary of the Existing Conditions findings, a summary of the planning process, and a summary of this plan's findings.

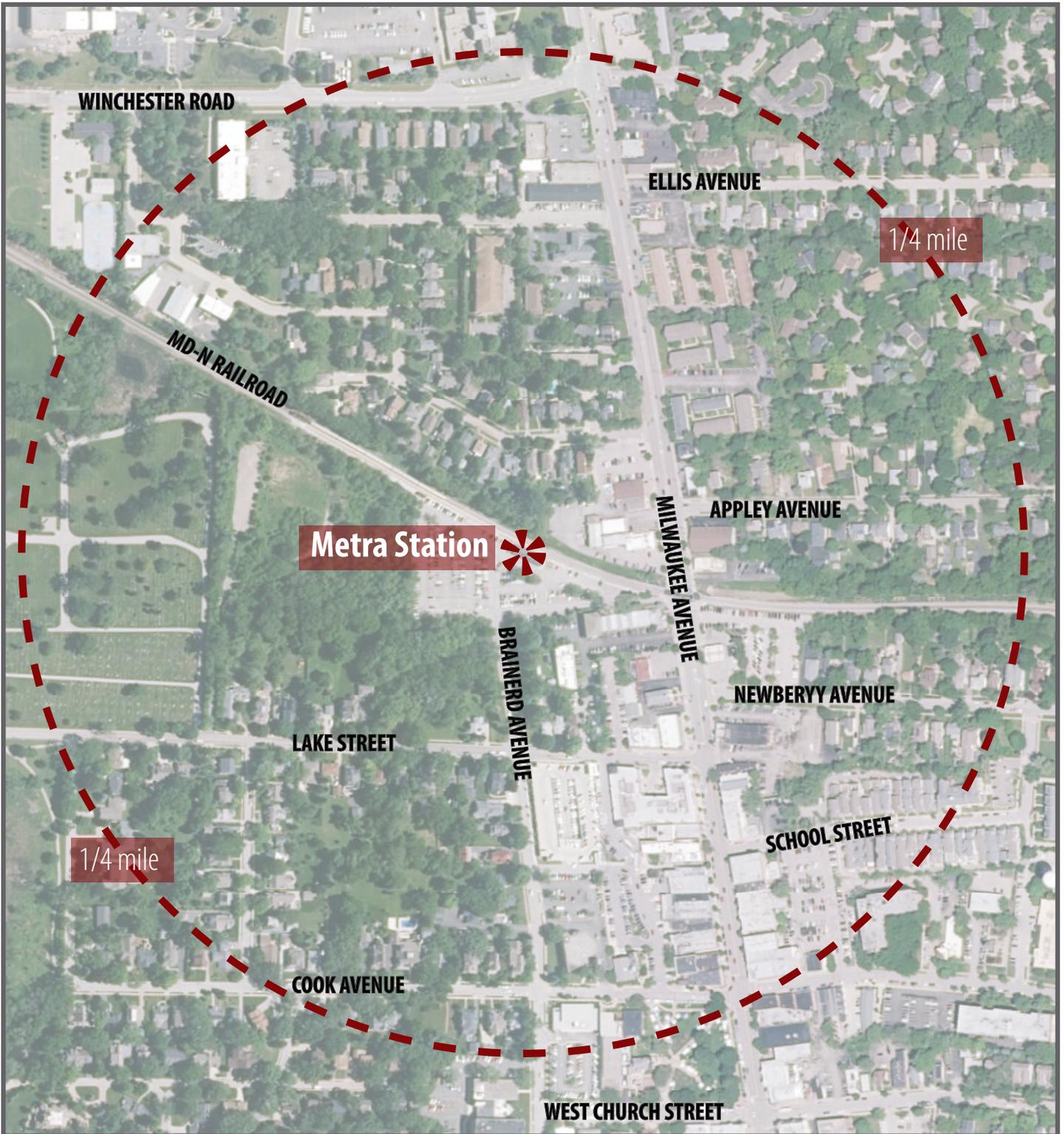


FIGURE 1: TOD STUDY AREA

Downtown Libertyville is among the most desirable business districts in the region; resulting from a history of thoughtful planning and cooperation among stakeholders. This plan seeks to build on that success, adding enhancements to the transit oriented area and maintaining the current character of downtown.

## Existing Conditions

The following sections are summaries of findings from the Existing Conditions Report. That report can be found in the appendix of this plan.

### PREVIOUS PLANS AND PLANNING EFFORTS

Key plans pertaining to downtown Libertyville and the study area were analyzed in order to understand efforts that had already been taken or were in the process of being implemented. The following were studied:

- 2015 Livability Survey
- 2012 Historic Preservation Ordinance
- 2005 Comprehensive Plan
- Update to Economic Development Strategy
- Village of Libertyville Ordinance No. 05-O-77
- Housing Policy Plan
- MainStreet Libertyville

Libertyville's broad range of existing planning efforts provided key information and a strong base to work from for this TOD plan.

### PUBLIC ENGAGEMENT

Various types of public engagement were used for the TOD plan in order to inform and encourage involvement in the planning process, and to gain vital information from experienced residents and visitors. Public engagement included Task Force meetings, a public visioning workshop, a project website, a detailed survey, commuter focus groups, high school focus groups, developer focus groups, and stakeholder interviews. These diverse tools allowed for many voices to be heard and detailed information to be gathered to further the TOD plan.

### LAND USE

The land use section describes the study area's current strengths (such as its historic character), opportunities (such as development around the train station), and challenges (the lack of available land). It further explains key locations in the study area, including the area north of the railroad tracks, the area near the Metra station, School Street, downtown Libertyville (the area most people see as south of the railroad tracks), and areas surrounding downtown. A map of existing land uses can be found in the Existing Conditions Report in the appendix.



## ZONING

The zoning section describes the area's strengths, opportunities, and challenges, as well as the current key zoning districts within the study area, listed below:

- C-1 Downtown Core Commercial District
- C-2 Downtown Community Commercial District
- C-3 General Commercial District
- R-8 Multiple Family Residential District
- R-5 through R-7 Single Family Districts
- IB Institutional Buildings District

The zoning map can be found in the land use and zoning section of this report.

## TRANSPORTATION

The transportation section looks at Libertyville's current strengths including its multiple modes, opportunities such as additional Metra parking, and challenges like the lack of crossings. The section examines the roadway network, Metra use and railroad track integration, commuter parking, Pace, pedestrian and bicycle networks, and general parking. Multiple maps locating these transportation conditions can be found in the Existing Conditions Report in the appendix.

## URBAN DESIGN

The urban design section examines the current strengths and opportunities through the study area's zoning districts and land uses. These include the Downtown Core, the Community Corridor, residential areas, and open space. Strengths include anything from uniform building setbacks to streetscape elements and opportunities include anything from wayfinding to complementary visual character.

## MARKET CONDITIONS

The market conditions section lists strengths like the high average daily traffic counts, opportunities such as commercial and residential growth, and challenges including high lease rates. It examines current demographics for market context, and explains where Libertyville stands regarding retail, restaurant, office, and residential markets. It studies the business mix and sales tax of the area and notes developer observations on the study area.

The following pages list the detailed strengths, opportunities, and challenges from each section of the Existing Conditions Report.



## LAND USE

### STRENGTHS

Study area strengths include characteristics, elements of the built environment, design aesthetics and other assets that contribute to the success of downtown Libertyville. These assets should be maintained as part of plan implementation.

- Downtown Libertyville's walkability, historic character and mix of businesses make it a desirable destination for residents and visitors.
- The close proximity of uses creates a critical mass in the core of downtown that supports a high level of activity.
- Cook Park is an active public gathering space.
- Institutional uses, such as the library and municipal building, are located appropriately downtown because they benefit from and create pedestrian traffic.
- Few vacant parcels or buildings exist in the study area.
- A mix of housing options, including apartment rentals, condominiums and single-family homes are available in and around downtown Libertyville.

### OPPORTUNITIES

Elements within the study area that offer a chance to build upon success are considered opportunities.

- Redevelop the six-acre vacant Trimm property site to extend the reach of the walkable downtown and to serve the residents of Libertyville with additional housing or commuter parking.
- Identify and set development parameters for other potential development sites.
- Redesign the rear facades and parking lots of businesses on the east side of Milwaukee Avenue to improve the customer experience similar to those on the west side of Milwaukee Avenue.
- Enhance Libertyville's utilitarian Metra station to serve as a community gateway into the historic downtown.

### CHALLENGES

Various external conditions and local burdens that hinder success are considered challenges. These issues may keep Libertyville from taking advantage of opportunities.

- Downtown character and pedestrian traffic do not extend widely north of the railroad tracks due to the lower intensity of development and limited number of destination businesses south of Winchester Road.
- The parking lots serving the businesses on the east side of Milwaukee Avenue have several different owners, which complicates implementing unified improvements.
- A lack of available land within the study area limits the potential for more public park and gathering spaces.
- Environmental remediation needs to be addressed as part of developing the Trimm property.

## ZONING

### STRENGTHS

Study area strengths include characteristics, elements of the built environment, design aesthetics and other assets that contribute to the success of downtown Libertyville. These assets should be maintained as part of plan implementation.

- The vibrant shops and restaurants along Milwaukee Avenue generate activity, especially compared to alternative uses such as offices and financial institutions, which are prohibited from further occupying downtown street frontage along Milwaukee Avenue.
- The C-1 Downtown Core Commercial District preserves the historic character of the Village's existing downtown commercial area and is compatible with the characteristics of a transit oriented development.
- The R-8 Multiple Family Residential District is also compatible with a transit oriented development community because it encourages a wide variety of housing types and styles at the highest densities allowed by the Village.
- The Village's parking standards support the historic layout of downtown (with parking on street and behind buildings) via exemptions and payments in lieu.

### OPPORTUNITIES

Elements within the study area that offer a chance to build upon success are considered opportunities.

- Development sites can be considered through the planned development process to apply site specific and flexible development regulations to accomplish Village goals.
- Increased development density (particularly near the commuter rail station) can encourage increased commuting and customer use of the Downtown.
- Additional regulations, such as an Appearance Code that reviews external design elements, can continue to support downtown's strong urban design and historic character.

### CHALLENGES

Various external conditions and local burdens that hinder success are considered challenges. These issues may keep Libertyville from taking advantage of opportunities.

- Under current C-2 zoning, uses north of the railroad tracks will likely remain as separate residential or commercial uses, rather than mixed uses like those in the C-1 Downtown Core Commercial.
- Levels of development regulation considered too severe can limit development in the downtown.
- Increased development and development density can create greater congestion in the downtown.
- Finding balance between development heights and densities that encourage redevelopment but do not diminish the character of Downtown.

## TRANSPORTATION

### STRENGTHS

Study area strengths include characteristics, elements of the built environment, design aesthetics and other assets that contribute to the success of downtown Libertyville. These assets should be maintained as part of plan implementation.

- Libertyville has good access to downtown Chicago and other local communities via the Metra commuter rail and arterial roadways.
- Downtown Libertyville is very safe and walkable as a result of sidewalks, streetscape elements, lighting, and signalized intersections across Milwaukee Avenue. The density of shops and restaurants along Milwaukee Avenue leads to an inviting pedestrian environment.
- Existing parking resources, along with a soon to be constructed parking garage provide an appropriate amount of parking to residents and visitors throughout downtown and adjacent to the Metra station.
- Free public parking is provided in Village-owned parking garages.
- Pace Bus service operates along Milwaukee Avenue, providing bus access to the downtown and Metra station.

### OPPORTUNITIES

Elements within the study area that offer a chance to build upon success are considered opportunities.

- Additional Metra parking could attract more commuters.
- Expanding non-automobile access to Metra may reduce overall demand for commuter parking and increase activity downtown.
- Pedestrian improvements, such as connecting interrupted or widened sidewalks and installing wayfinding signage, could have a positive impact on the downtown pedestrian experience.
- Improving non-signalized pedestrian crossings of Milwaukee Avenue at School Street and the MD-N railroad to enhance safety.

### CHALLENGES

Various external conditions and local burdens that hinder success are considered challenges. These issues may keep Libertyville from taking advantage of opportunities. Of particular note are the range of challenges related to pedestrian and bicycle safety, which the Village has and will continue to address.

- Milwaukee Avenue is under the jurisdiction of the Illinois Department of Transportation, adding a level of approval to all actions within the right-of-way.
- All three commuter parking lots are near 100% capacity.
- The pedestrian crosswalk across Milwaukee Avenue south of the MD-N railroad has been identified as a problem due to vehicles not stopping for pedestrians.
- Lack of a signalized crossing of Milwaukee Avenue at School Street to enhance access and circulation to both sides of Milwaukee Avenue.
- Conflicts between vehicles and pedestrians/cyclists occur due to the lack of signed or marked crossings and high number of driveways.

## URBAN DESIGN

### DOWNTOWN CORE - STRENGTHS

- Uniform building setbacks create a linear street form and pleasing runway of storefront windows.
- Façade materials and roof styles are varied yet consistent in diversity to create a complimentary and interesting building environment.
- Rear building facades are treated with high-quality materials and rear entrances are clearly defined and include pedestrian scaled signage.
- Rear building/parking treatments include pedestrian lighting, decorative crosswalks, landscaping, patio areas, seating areas, trash cans, and alley access to Milwaukee Avenue.
- Alleyways include pedestrian lighting, landscaping and decorative metal archways.
- Decorative banners brand Downtown Libertyville.

## URBAN DESIGN (CONTINUED)

### DOWNTOWN CORE - OPPORTUNITIES

- Milwaukee Avenue lacks pedestrian-oriented building/ wayfinding signage and vehicular wayfinding signage.
- Pear trees along Milwaukee Avenue with a dense form visually block the character of the building facades.
- Public art, seating areas, signage and lighting is missing in some alleyways.
- The existing Metra station is lacking in character and sense of place for visitors arriving into Downtown.

### COMMUNITY CORRIDOR - STRENGTHS

- Continuous pedestrian walks along the Corridor.
- Residential uses provide a transition between auto-oriented commercial properties along the Corridor.
- New developments provide a landscape setback between parking lots and pedestrian walks.
- Downtown streetscape elements such as roadway/ pedestrian lighting, street trees and banners continue north of the Metra tracks to Johnson Avenue.
- Residential neighborhoods provide a mix of housing options from apartment rentals, condominiums and single-family homes.

### COMMUNITY CORRIDOR - OPPORTUNITIES

- Multiple curb cuts and lack of landscape does not support a pedestrian-friendly environment.
- Building facades lack elements that compliment the Downtown such as articulation, clear definition of vertical and horizontal facade, and awnings.
- A wayfinding system can unify the corridor by incorporating community identity while also providing clear and consistent directions to motorists and bicyclists.
- Public art or gateway element opportunity.

### RESIDENTIAL - STRENGTHS

- Renovated historic homes create recognition and enhancement of the significant nineteenth and early twentieth century architecture that characterizes the area.
- New downtown residential developments have incorporated consistent scale, rhythm, materials and character that complement the existing surrounding architecture.
- Former Central School building in the School Street development is an example of a successful adaptive re-use to residential use.
- New front porch revival homes take bungalow style architecture with craftsman inspired details to create a pedestrian friendly environment fitting into the character of the surrounding community.
- Residential housing options include a mix of apartment rentals, condominiums, rowhomes and detached single-family homes.

### RESIDENTIAL - OPPORTUNITIES

- Future residential developments should enhance the visual character and complement the surrounding community by use of consistent scale, rhythm, materials, palette and attention to detail that the traditional architecture supports.

### OPEN SPACE - STRENGTHS

- Cook Park provides residents and customers of the downtown with open space, the Ansel B. Cook House, the Rose Garden, playground, seating and picnic areas.
- Cook Park programs several community events such as the Rose Garden Concerts held throughout the summer season.

### OPEN SPACE - OPPORTUNITIES

- Future developments within Downtown should consider incorporating open space to continue building a sense of community and improving the quality of life of residents.

## MARKET CONDITIONS

### STRENGTHS

Study area strengths include characteristics, elements of the built environment, design aesthetics and other assets that contribute to the success of downtown Libertyville. These assets should be maintained as part of plan implementation.

- Libertyville's highly successful MainStreet organization has helped revitalize, manage and program the Village's downtown for over 25 years.
- Downtown Libertyville and its market area are considered strong investment opportunities because of their high spending power and destination businesses.
- Average daily traffic counts near and throughout the study area are high and provide sufficient visibility for more downtown retailers and restaurants.
- Libertyville is perceived by developers as having a strong market for diverse residential developments.
- The Main Street district (downtown Libertyville) generated nearly 20% of total Village sales in retail categories.
- Downtown Libertyville's many strong businesses, including its growing dining cluster, routinely attract customers from the Village and throughout the Chicago region.

### OPPORTUNITIES

Elements within the study area that offer a chance to build upon success are considered opportunities.

- The retail and office leasing trends for current spaces in the study area reflect the regional market, having rents consistent with nearby areas and supporting businesses continuing in those spaces.
- New businesses and residential growth can expand downtown Libertyville beyond Milwaukee Avenue, diversify downtown's business mix and uses, and sustain the downtown core's unique and historic character.

### CHALLENGES

Various external conditions and local burdens that hinder success are considered challenges. These issues may keep Libertyville from taking advantage of opportunities.

- The current level of resident and employee population in the pedestrian and convenience drive time markets inhibits interest by convenience retailers, such as grocers.
- Newly constructed retail space requires lease rates of \$30 per square foot to justify construction, which will deter independent retailer interest in any newly built space.

## Plan Work Program

### **1 Task One**

Project initiation and task force project kick-off: Discussed study objectives, work plan, project schedule, data sources and availability, and roles.

### **2 Task Two**

Data gathering & analysis: Analysis of existing physical, economic, transportation and demographic conditions throughout the study area.

### **3 Task Three**

Public outreach: Project website, community survey, stakeholder interviews and focus groups, presence in the community, project promotion, task force meetings, public visioning workshop and public open house.

### **4 Task Four**

Land use and retail market analysis: Land use and zoning, market research & analysis, and up to three key development sites.

### **5 Task Five**

Transportation Plan: Pedestrian and bicyclists, roadways, parking and transit enhancements.

### **6 Task Six**

Design Guidelines: Guidelines for public spaces (gateway and wayfinding signage opportunities, decorative lighting, landscape plantings, street furnishings and products, bike and transit supportive amenities, sidewalk connectivity) and private spaces (building design and site design guidelines).

### **7 Task Seven**

Task Force Review  
Draft: Findings and recommendations.

### **8 Task Eight**

Implementation  
Strategies: Implementation action steps/projects, phasing, cost estimates, potential funding sources or resources and partnerships.

### **9 Task Nine**

Final Plan: Synthesis of all previous versions will be presented to the Task Force, Plan Commission and Village Board for formal review and adoption.

## Summary of Plan Findings

### LAND USE AND ZONING

Most existing land uses in the TOD study area are expected to remain for the near term. The area is focused on Milwaukee Avenue's mostly commercial spine with surrounding residential uses. Although much of the study area is stable, there are some areas with opportunities for enhancement. It is recommended that certain properties in the northern part of the study area (south of Winchester Road on both sides of Milwaukee Avenue) be rezoned from C-3 to C-2 Downtown Community Commercial District. This would create a more unified form if future development were to take place and would better relate to existing commercial areas' urban form in the study area. The Key Development Sites within the study area also have the opportunity for future development which include the Trimm Property surrounding the train station, "Site 2" northwest of the railroad tracks on Milwaukee Avenue, and "Site 3" northeast and southeast of the railroad tracks on Milwaukee Avenue. These sites have the potential to bring additional residential and commercial uses, as well as new civic and open spaces, to downtown Libertyville.

### MARKET ANALYSIS

The study area has strong consumer markets, as well as enhanced parking, traffic flow, and pedestrian connections due to the efforts made by the Village. These have all contributed to downtown Libertyville's commercial success. The most significant opportunity for the study area is new housing as it can add more housing choices as well as add population and consumer demand. Partnerships (such as the one between MainStreet Libertyville and the Village) should be strengthened and continued, as well as expanded to other partners. These will support business growth and mix. Overall, an emphasis on the study area's comprehensive small business growth, new housing options, and supportive land use and zoning will ensure market interest and long-term development and redevelopment. These recommendations will contribute to economic success in the TOD area.

### TRANSPORTATION

The study area currently has a multi-modal transportation network that can be built upon to further support walkability, mobility, and connectivity. One way to achieve this is to implement a complete streets policy, which would show the Village's commitment to balancing the needs of the transportation system. Overall, emphasis is placed on enhancing access to transit and the downtown through improvements supporting pedestrian comfort, ease, and safety. Recommendations in this section involving Milwaukee Avenue include an improved railroad crossing, enhanced signage and pavement markings, and streetscape enhancements. Recommendations involving local streets, the pedestrian and bicycle network, Pace bus, and parking within the study area are also included in this section. As a transit-oriented development area, these improvements will contribute to the study area's future success.

### URBAN DESIGN

The urban design of the study area has two different characters, split by the railroad tracks. Southern Milwaukee Avenue is what many see as "downtown Libertyville." It has a strong streetwall of buildings, wide sidewalks, and street trees, all contributing to a pedestrian-friendly environment. On the other hand, Northern Milwaukee Avenue has a different urban form. It is auto-oriented, with less room for pedestrians and has varying building types and forms. This can often hinder people from continuing north through the study area. This section aims to create a cohesive downtown by strengthening and broadening the current design characteristics of Southern Milwaukee Avenue throughout the study area where applicable. Urban design recommendations include gateway and wayfinding signage, lighting, landscaping, street furnishings, sidewalk connectivity, building and site design, and facade improvements. These recommendations will help future development be integrated and encourage more people to experience the entirety of downtown.



## Section 2

# land use and zoning

### Introduction

The land use pattern in the Libertyville TOD study area is well established and an interesting combination of the historic business district along Milwaukee Avenue, the train tracks running through the district, and the auto-oriented area north of the tracks, and Milwaukee Avenue itself, which serves as a spine for the area. For the most part, existing land uses, and even structures, are expected to remain for the near term. The purpose of this analysis is to identify those parts of the study area that may redevelop or be renovated as opportunities to expand the success of the current downtown.

The land use pattern downtown reflects a high level of activity. Observations and recommendations in this section identify opportunities that follow from such activity; but ultimate consideration of new developments must balance changes with preserving the scale and quaint character of the district.

## KEY LAND USE CHARACTERISTICS

One of the thought-provoking findings of the study has been the community's sense that downtown Libertyville goes only as far north as the railroad tracks and the Metra station. While the recent addition of Hansa Coffee as a desired destination has pushed that boundary north slightly, the general perception remains that the commercial core in the study area is along Milwaukee Avenue between the tracks and Cook Avenue, and that the downtown extends south to Maple Avenue. This is a logical conclusion given that the area is highlighted by historic mixed use buildings that have been carefully preserved and incorporated into the fabric of downtown through efforts of the Village, property owners, merchants, restaurateurs, and MainStreet Libertyville.

This cooperation is key to the success of downtown and should not be overlooked as development opportunities expand. However, from a transit oriented development (TOD) perspective, the area north of the tracks shares the same proximity to the station and potential benefits of walkability and access to transportation. From a practical perspective, and as addressed in the urban design analysis, the stretch of Milwaukee Avenue north of the train station is not as pedestrian oriented, a deficiency for which potential improvements are described in this report.

Away from the commercial spine on Milwaukee Avenue, the supporting commercial and surrounding residential uses in the study area also are generally considered stable and well maintained structures and uses. Of particular note is the new residential development on School Street. The small lot single family homes and attached residential units have created a desirable residential street that is widely recognized as a high quality contribution to an already successful TOD district.

These key land use characteristics are commonly understood as "mixed use development". The concept often is applied to describe a desired form of new development, but at its best describes a desirable commercial district that provides residents, business owners, and [visitors](#) with ready access to a range of activities. This characteristic is a fundamental strength of downtown Libertyville today, and should be reflected in future plans and developments.

## OPPORTUNITIES FOR ENHANCEMENT

Within the study area, underutilized sites can be found and present potential for enhancement of existing structures and uses, or even redevelopment. Such areas are located on either side of railroad tracks and present varying degrees of potential for improvement in either the near or long term.

### STUDY AREA: NORTH PORTION

In the portion of the study area along Milwaukee Avenue and north of the railroad tracks, existing land is a mix of commercial activity and multiple family dwellings. While the area is more auto-oriented than the south portion of the study area, potential for transition to a more comfortable pedestrian oriented TOD area exists. Sites in this portion of the study area are privately owned and development of some may be feasible, however, as confirmed by the market assessment, redevelopment does not appear to be pending. With that as context, it is important to note that future development north of the tracks is expected to be market driven and occur over the long term. The purpose of these recommendations is to have development standards in place that create a more TOD oriented environment, if and when development occurs.

Development standards to be considered in the study area are described in the Urban Design chapter of this plan. However, as it relates to opportunities for enhancement when development occurs, it should be noted that safe pedestrian and bicycle access through the downtown are essential. North of the track, this concern is emphasized by the lack of a barrier between pedestrians and moving traffic – south of the track, parked cars provide a barrier and sense of safety. Adding parking along Milwaukee north of the track may not be a simple change to bring about, but some form of physical barriers between pedestrians and traffic (for example planters) should be secured.

The north portion of the study area is not expected to change in a single, unified redevelopment program. Many factors must align, especially the correct mix of site acquisition, development costs, and tenants willing to pay enough rent to support those costs. From the perspective of the Village, beneficial actions would focus on putting in place the proper underlying zoning to realistically support development and ensure that it occurs in a format that advances community and downtown goals.

In the study area, the current commercial sites and well established single and multiple family uses are reflective of the C-3 General Commercial, R-8 Multiple Family, and various single family zoning districts. Buildings in the area are of different ages and used to varying intensities. This factor, combined with multiple owners of the properties, also indicates that if there is to be market driven redevelopment in the area, it is unlikely to occur in a unified form. However, in order for any such redevelopment to support the transit oriented goals of this plan, it should be in keeping with a pedestrian oriented development format. To lay the groundwork for such change, in addition to the urban design elements recommended by this report, the Village should consider rezoning certain properties in the north part of the study area to the C-2 Downtown Community Commercial District. These would include the properties currently zoned C-3 south of Winchester Road on both sides of Milwaukee Avenue. Zoning for the study area is shown in the figure on the next page.

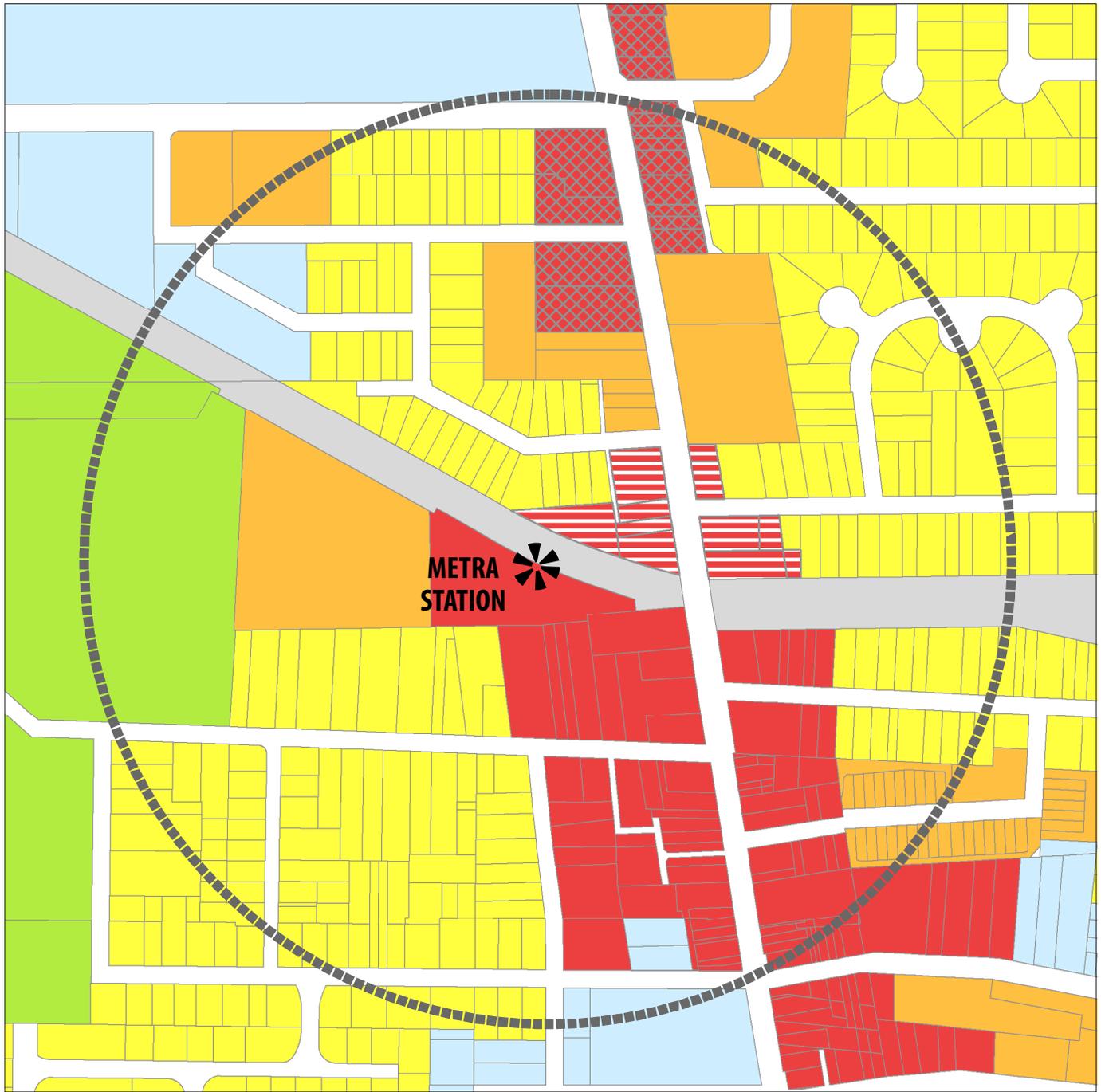
Understanding that development in the north portion of the study area is likely a longer term opportunity, there may well be merit to enhancing the area by working with property owners to renovate existing buildings. A prime example of how communities support these efforts is through a façade improvement program. While such an approach requires funds be budgeted and staff time made available, the effort may help to expand some of the successful character of downtown north of the tracks. Should the Village wish to pursue such a program, the framework for one is set out in the urban design section.

## STUDY AREA: SOUTH PORTION

The south portion of the study area is primarily well established and not suggested or anticipated to see near-term redevelopment. The notable exception is redevelopment of the Trimm property and train station area. That site has been the topic of various conceptual and specific development scenarios in recent years. A prime consideration is that the development will be a joint venture between the Village and the private sector. Detailed consideration of the potential Trimm development is noted later in this section.

From a land use perspective, supporting future success of the historic core of the study area (primarily zoned C-1 Downtown Core Commercial) can be thought of in terms of continuing the zoning and development review practices that have led to the current strength of the downtown. In addition, these practices should be considered for how they can advance development in the entire TOD study area. These points include:

- The Village's zoning ordinance provides a Planned Development Process for mixed use projects. This approach to zoning review of developments was noted through the plan process as helpful in supporting quality development in the downtown. Continued use of this approach and the flexibility it affords is expected to continue to be applied by the Village, and will support consistent development in the south portion of the study area. It should be noted that this process can also be useful for consideration of mixed use developments proposed in the north part of the study area.
- The Village's design review process, as applied through the Appearance Review Commission (ARC), also was noted as contributing to the success of downtown and the south portion of the study area. Again, continued consistent application of this process will afford the Village a strong tool in maintaining the character of the south portion of the study area. As development begins to occur in the north portion of the TOD area, the design review process should be applied to ensure that the area is compatible with that south of the tracks and the design concepts set out in this plan. This is not to say that there is need or desire to "recreate" the historic look of the area. However, new buildings should incorporate architecture of a character reflective of the precedent set in the historic area.



**ZONING DISTRICTS**

- |   |   |   |
|---|---|---|
|  C-1 Downtown Core Commercial      |  I-B Institutional Buildings               |  1/4 MILE STUDY AREA |
|  C-2 Downtown Community Commercial |  O-5 Open Space                            |   |
|  C-3 General Commercial            |  R-5 through R-7 Single Family Residential |   |
|  Metra MD-N Line                   |  R-8 Multiple Family Residential           |   |

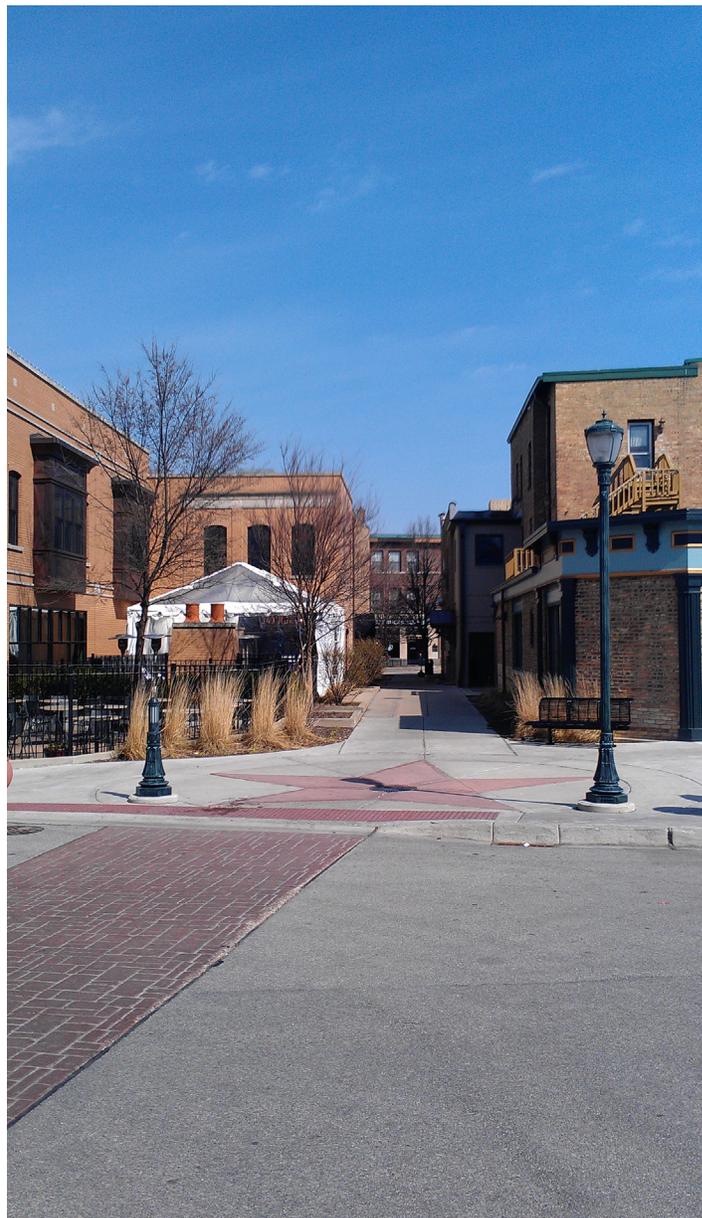
Village of Libertyville, Illinois

**Existing Conditions: Zoning**



FIGURE 2: EXISTING ZONING MAP

- The Village zoning code designates permitted and special land use through the American National Standards Institute (ANSI) coding system. This process has been useful in creating clarity of permitted uses, and the market and land use assessments of this plan have not indicated that the approach limits otherwise desired businesses from locating in the downtown. It is anticipated that Libertyville will continue to apply this approach and regularly review the list to ensure it permits any new types of desirable businesses that may not be currently listed.
- Bulk (height and setback) and use standards for the C-1 zoning district have been crafted to reflect and maintain the historic core of the downtown. The C-2 District is designed to be complementary to C-1. Height of new structures has particularly been of concern, given potential impacts on that area, and should continue to be a consideration. Additional height granted in the study area should be considered more appropriate away from the core. As described below, this is the approach suggested for redevelopment on the Trimm site.
- While not a zoning standard, it is worth noting that flexible and cooperative participation in the development review process from all parties has been a key to success of downtown Libertyville and development in the study area. Property owners, business persons, restaurateurs, the Village, and design professionals all think out of the box to make the area thrive. No zoning change can codify this ingredient to success, but it must not be overlooked.



## KEY DEVELOPMENT SITES

The TOD study area includes three key development sites that were studied as part of the planning process. Each of these sites has a somewhat different status and development potential. Only one, the Trimm property, is currently ripe for development – for that reason the land planning analysis has been conducted to a higher degree of detail to convey how reuse of the site can best reflect the vision of this plan. The other sites are presented at a more conceptual level given the uncertainty of future development. Discussion related to these sites, which cover the other three quadrants around the intersection of Milwaukee Avenue and the train tracks, is intended to reflect long range goals of the Village and site considerations to be considered when development may happen.

## THE TRIMM PROPERTY

This site is the primary opportunity in the TOD area for significant mixed use development to add dwellings and commercial space to downtown. The site is envisioned to include a mix of multiple family (apartment) and townhome dwellings, as well as commercial uses near and along Milwaukee Avenue. Evaluation of the site from a market perspective indicates that new housing (at townhome and apartment densities) will benefit the business district by adding potential customers to the area. That mix of dwellings, not otherwise widely reflected in the area, also is desirable to provide more housing choices in the area. The potential market likely includes not just young professionals and newly married couples (as is widely considered the case for apartments), but those living in the Village and looking to downsize from a single family home. These people may be looking to live close to downtown amenities, their work, or the Metra station.

As it is fundamental to a transit oriented development project, any plans for the Trimm Site (as well as other sites and concepts in this plan) should be reviewed by Metra and Pace, incorporating their comments. Comments regarding the Trimm site plan (on the following page) from Metra concerned the drop-off space/flow, parking access and spaces, and potential vehicular conflicts with the railroad tracks.





FIGURE 3: TRIMM PROPERTY POTENTIAL SITE PLAN

The site includes both public and private property, and its potential development has been on the Village’s radar for a number of years. Several preliminary plans have come before the Village regarding the property but have not met the Village’s expectations or otherwise been feasible. In 2013, development consideration of the site reached the stage of plan review for a proposed development; however, the project did not come to fruition. Over the course of this planning process, potential for development of the site has grown and is again possible to be considered by the Village.

As of this drafting, a proposed development of the site is being evaluated by the Village. In light of this fact, and to complement that evaluation, a number of site development objectives identified through the planning process are highlighted below. It must be noted that final approval of any development will be the result of a thorough public approval process to consider how specific factors such as development density, building character, affordable housing, parking and traffic are provided to the community’s satisfaction. A development proposal will be required to provide the Village adequate satisfaction as to the acceptability of those and other factors through development specific studies of traffic, parking, building elevations, etc.

In light of that eventuality, the following objectives were defined for the site:

**Development Character and Site Design**

- Design of the site should support an “urban feel” to reflect the character of the downtown.
- A street grid character should be reflected in the development with on-street parking and ready access to the transportation system:
  - Between Brainerd and Milwaukee Avenues the existing drive south of Mischief’s Brewing can remain and extend to Brainerd.
  - The N/S parking aisle west of Parkside Liquors also can remain as part of the road grid; this mimics the back of building parking elsewhere on Milwaukee Avenue.
  - The driveway at Milwaukee Avenue for exiting Metra train station traffic would be closed and become an entry plaza and/or open space.
- Gateway opportunities include the train station and the plaza at the railroad crossing. Design features at the railroad crossing should be reflected on the north side of the tracks to reflect a sense that downtown extends north of the tracks. Gateway features should be noticeable to drivers, pedestrians, and those passing on trains.
- The Train Station is currently being studied for remodeling to reflect the historic nature of the area. It should be celebrated as a focal point of the site.
- Existing topography of the site and any wetlands should be accommodated.

**Land Use**

- Apartments are appropriate at the rear of the site – four stories in height with underground parking for residents and street parking for guests. Buildings should fit onto the street grid character and not be located on a dead end driveway.
- Townhomes or duplexes that present a single family appearance are appropriate residential development. This is particularly the case across from or adjacent to existing homes so as to respect existing residential uses.
- The area west of Brainerd should be of a single family or medium density residential character (townhome or duplex).
- Office space or live/work space could be located on Lake Street east of Brainerd. Given current market trends, there is need for medical office that this site could support.

- Open space should be incorporated in the development as feasible, and should be passive in nature (no ballfields or otherwise active uses).
- Some existing buildings on Milwaukee Avenue are appropriate to remain and would benefit from enhanced appearance of exterior facades (such as the building with Mischief’s Brewing, the American Legion, and buildings at Lake Street and Milwaukee Avenue). Parkside Liquors has potential to be a new building with a zero front setback. Other buildings between Milwaukee and Brainerd can be considered for redevelopment.
- The house at NW corner of Lake and Brainerd is considered appropriate to remain for the near term, with the potential to be developed as a future phase of the project.
- A new shared parking area/exhibit space could be constructed behind the Town Hall to create a small festival space.

**Transportation Elements**

- An attractive boulevard design should be provided coming into the site and include a shared pedestrian / bicycle path. Townhomes accessing the road are acceptable if design accommodates comfortable living space.
- Pedestrian access should be emphasized throughout the site.
- The existing bike path to the west should be extended to the Metra station.
- Pedestrian and bicycle safety should be emphasized in development on and near the site, and design/safety features noted in the transportation section should be implemented on Milwaukee Avenue, north and south of the railroad crossing.
- The commuter parking lot on the site is not intended to meet all Metra required parking for the commuter station. It is anticipated that commuter spaces on the east side of Milwaukee Avenue will continue to be used.
- The existing drive to the Trimm Site from Lake Street should be reconstructed to include a pedestrian and bicycle path to encourage non-vehicular access to the train station.
- The drop-off location to the east of the station would be utilized for kiss-n-ride, Uber, Lyft, corporate shuttles and paratransit vehicles. This area should be designed to include short-term parking and access by vans and shuttle vehicles.

## KEY DEVELOPMENT SITE 2

The area to the west of Milwaukee Avenue between the train tracks and Johnson Avenue currently contains a mix of commercial uses. There is no indication these sites are ripe for redevelopment, but are noted to be older buildings and may be considered underdeveloped given current zoning potential and proximity to the historic core. Should the property owners consider development, the site design and land use factors defined by this plan should be incorporated.

From a land use perspective, the concept of a food based gathering place is envisioned for the southern portion of the site. The concept is reflective of the urban food markets becoming more commonly seen across the country. Proximity to the train station and residential areas are hoped to provide an adequate market for this use. Such an activity would be unique in the area and complementary to other parts of downtown – certainly different from other uses.

The urban market is considered the optimal case by this plan, in the hope that businesses persons and developers might find a way to make such concept work. However, the market area is currently rich with grocery stores, some of which emphasize just the type of fresh and prepared foods in which an urban market would specialize. Given that consideration, the urban market is considered a challenging option and the site also is considered appropriate for a more conventional commercial development if the first alternative is found infeasible. To be in keeping with the businesses and design characteristics already downtown and noted in this plan, other development considerations for the site include:

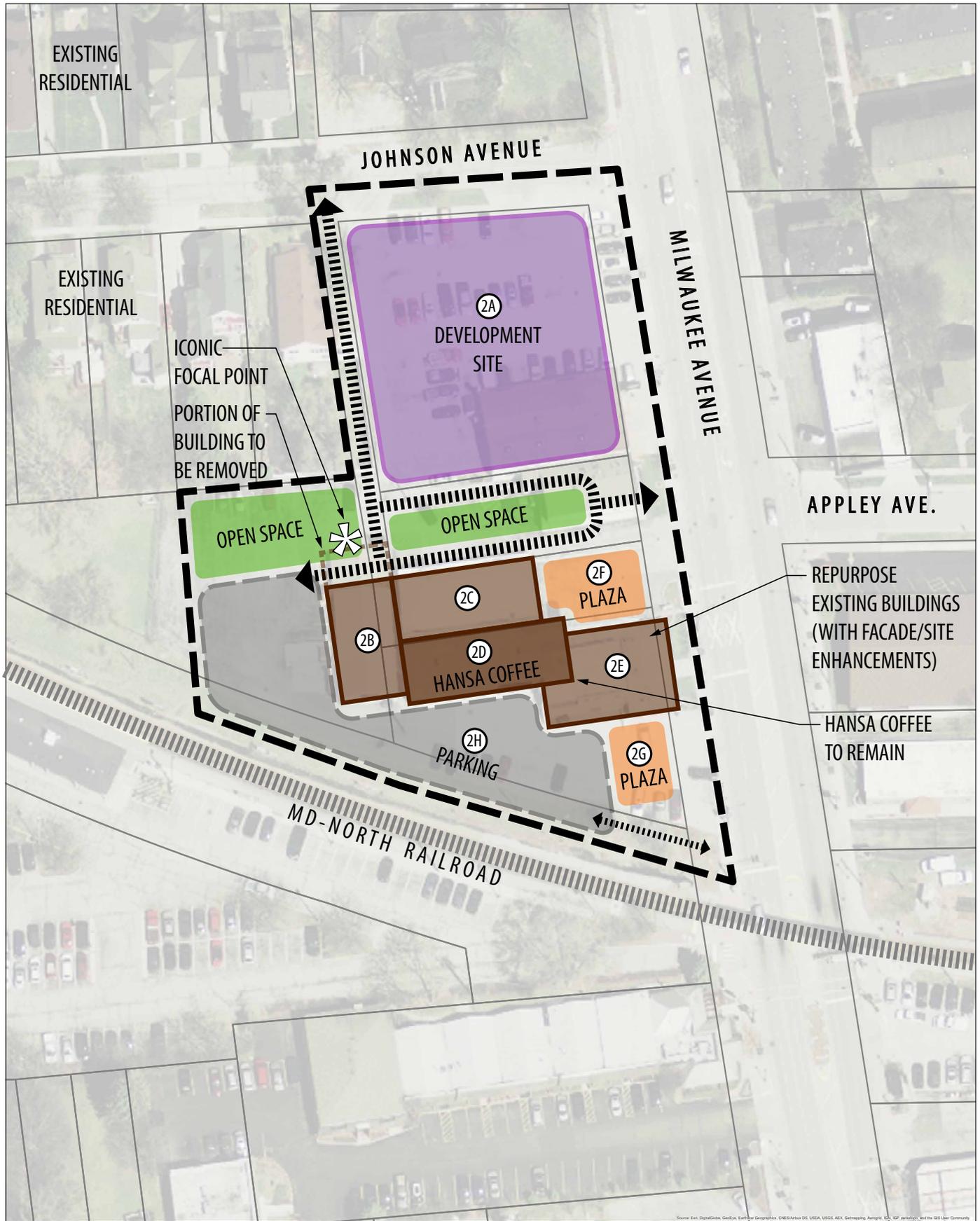
- The site at Johnson and Milwaukee Avenues is recommended as a commercial redevelopment site (2A).
  - In keeping with the C-2 zoning standards, any new building should be set to the Milwaukee Avenue sidewalk line to maintain the downtown street wall. More detailed siting elements are noted in the urban design section.
  - Cross access for parking to the south half of the area would improve on-site traffic flow.
  - The southern part of the site provides two options for future use:
    - Option 1 considers existing buildings to remain – potentially meeting the goal of a fresh market concept or other unique community oriented businesses (2B, 2C, 2D and 2F).

Reuse brings with it the challenges related to existing parking and building configurations. Ultimately, reuse may create more difficulty than new development, but working with the existing structures has the advantage of a lower rent structure that could more feasibly accommodate uses such as the fresh market concept.

- Desirable uses focus on those that present grocery and prepared food options, possibly as small second stores of existing local businesses. Hansa Coffee Roasters would be considered an anchor for the site. A plaza for outdoor dining would support these uses (2F).
- The existing parking lot should be reorganized to better accommodate traffic flow and parking access (2H).
- A gateway feature should be located in the plaza at Milwaukee Avenue and the railroad crossing. It would reflect gateway designs on Milwaukee Avenue south of the tracks to support feel of downtown continuing north of the tracks (2G).
- Option 2 considers raising the buildings and creating a new commercial development. A food / restaurant orientation would be in keeping with this plan, but may not be feasible given rents required for new construction in this real estate market.
- Design of new development should also reflect C-2 zoning and built with zero front yard setback.
- Open space is highlighted in Figure 4 as an option for the site. This space could present an opportunity to add usable outdoor areas for uses on the site, provide visual relief from buildings, and lessen development density in the area. Open spaces also reduce the overall amount of pavement in the area and create opportunities for unique or native plantings.

To enhance the overall character of the area, the center painted median on Milwaukee Avenue between Winchester Road and the railroad crossing could be replaced with a landscaped median and streetscape elements.

A potential bikeway connection would be part of a larger system connection (and cannot be located on the railroad right of way due to safety concerns).



Village of Libertyville, Illinois

# Key Development Site 2

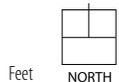


FIGURE 4: KEY DEVELOPMENT SITE 2 PROPOSED SITE PLAN

**KEY DEVELOPMENT SITE 3**

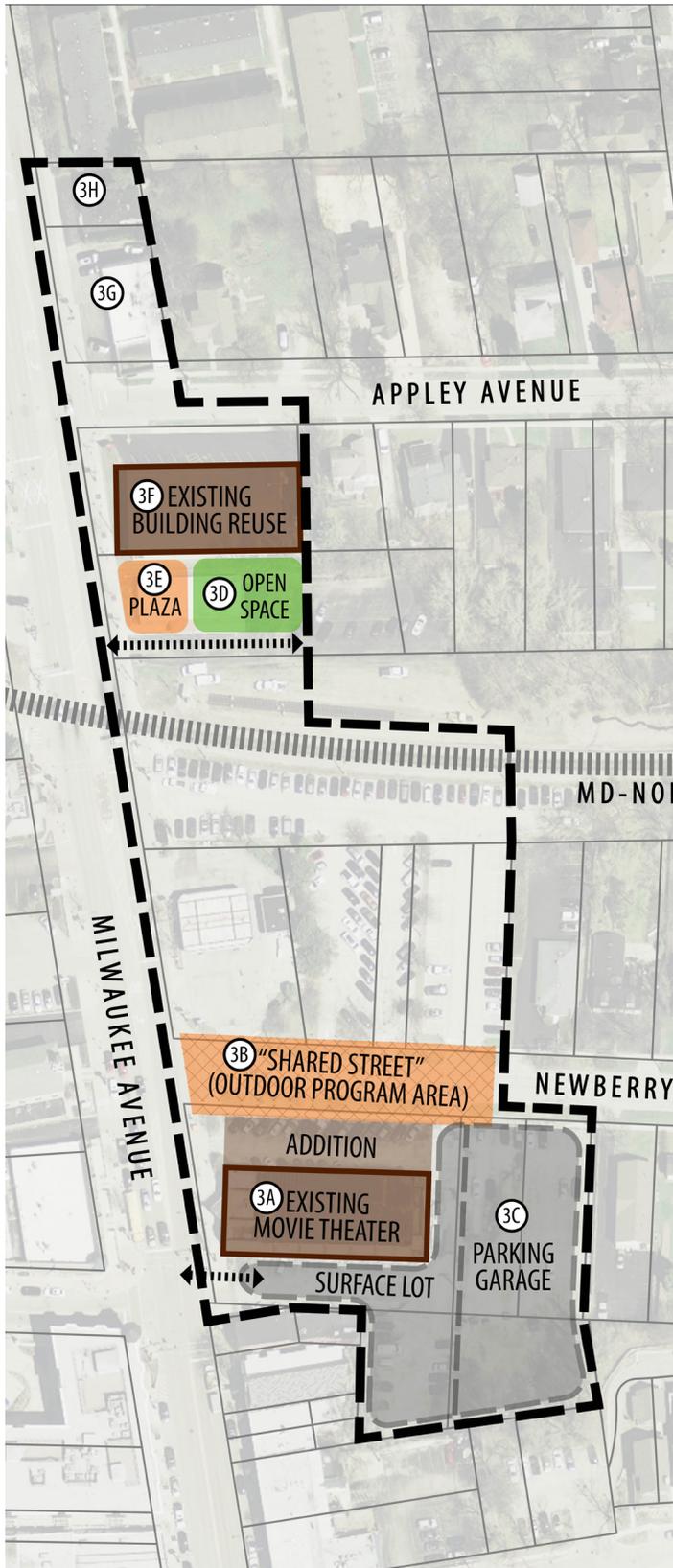
The area to the east of Milwaukee Avenue, roughly between Appley Avenue and Lake Street, considers potential changes on both sides of the train tracks and currently contains a mix of commercial uses. As with Site 2, there is no indication these properties are ripe for redevelopment. In fact, several of the properties contain well established uses that are not expected (or desired) to be redeveloped. However, location near the commuter station and the balance of downtown mean that should there be interest on the part of owners to development, unique opportunities should be considered.

The Liberty Theater (3A) represents a rare entertainment venue in the downtown. These historic theaters have disappeared in many communities and this plan endorses this theater to remain serving the community. Building on the idea, a goal of this plan is that entertainment / cultural aspects of the use be expanded. While market and economic considerations make such a development challenging, this type of use would represent a unique, community based activity that would enhance the downtown. In that regard it remains the optimal alternative. Whether led by a nonprofit, for profit, or community based operator is not prescribed. Increased space for cultural activities could be accomplished through an addition to the theater, or potentially a small new building on that site.

Other development considerations for Site 3 include:

- Consider an opportunity for a shared street concept (3B) on Newberry Avenue. A shared street is typically a low-traffic street that could be slightly altered to provide one space for pedestrians, cars, and bicyclists to use. Alterations to the street could include pavement that differs from other streets and continues onto the sidewalks to create one area with no curbs. Street furniture like bollards and plantings can also be added to minimize traffic and speeds, while adding street character.
- To support activities in this area, consideration should be given to a privately developed parking garage (3C). As shown, the concept includes Village owned land to ensure an economy of scale for the number and layout of parking spaces.

- The existing and potential development options for this area present limited open space options, but the area can be softened by incorporating landscape and pedestrian amenities. If adequate landscaped open spaces cannot be accommodated, smaller planting beds or planters may be considered. Likewise, additional benches or bollards along drive areas can support pedestrian comfort.
- The building on the small site just north of the tracks (3D and 3E) also has limited redevelopment potential – unless combined with the other property along Appley. Should the site be available for sale and possibly acquired by the Village, the location presents an option to consider continuing the plaza / gateway design concept shown for the opposite site of Milwaukee Avenue.
- The building containing the cyclery just south of Appley (3F) is also expected to remain and potentially be renovated – given the building’s condition and established businesses. Should the site be redeveloped, it should be as a commercial structure in keeping with the C-2 standards and urban design characteristics noted in this plan.
- The lots containing the commercial building and the single family home north of Appley Avenue (3G and 3H) are small and present little to no option for development of a new structure - given existing zoning regulations, costs of construction and likely rental rates. Therefore, it is anticipated that commercial building immediately north Appley Avenue would be renovated and the site to the north of it used as parking.



- While there is no current intent for redevelopment of all these properties, their prime location and potential to advance downtown planning objectives will demand thoughtful consideration should any become available.
- Any development plans should be considered with the intent of preventing any net parking loss.
- This plan supports continued functioning of the theater, and endorses the idea of expanded entertainment/cultural uses generally. More, specifically development of a performing and cultural arts use could be evaluated.
- This Key Area is considered a long term development consideration, given the multiple property owners and need to maintain shopper and community parking.

Village of Libertyville, Illinois  
**Key Development Site 3**



FIGURE 5: KEY DEVELOPMENT SITE 3 PROPOSED SITE PLAN



# Section 3 market analysis

## Introduction

In analyzing the study area's markets and demand, three key findings should be noted:

- In addition to strong consumer markets, the Village's past and recent efforts to enhance parking, traffic flow, and pedestrian connections within the study area have been critical to the study area and downtown Libertyville's commercial success.
- The study area, and by extension, the entire downtown have the opportunity to pursue business growth in new ways and to strengthen the overall mix to respond to market realities and trends.
- New housing remains the study area's most significant opportunity. New development will provide additional housing choices and will add population and consumer demand.

## MARKET REVIEW

A demographic summary, using the data provided in this study’s Existing Conditions report, is displayed for reference purposes in Table 1 below.

The earlier report noted five demographic characteristics with implications for the Libertyville TOD study area, the Village, and the downtown’s broader market. These characteristics include:

- The Village’s median age is higher, at 44 years. The median age for the study area’s destination, or 20-minute drive time, market is 36.3 years.
- The TOD study area, or the .5-mile market, is a very small market with less than 2,300 residents and 1,400 employees. While the study area’s population density exceeds the densities in the other markets shown below, the existing density reflects its suburban context.

- Median incomes and education attainment levels are market strengths for the Village, for the study area’s markets, and for the surrounding communities. About 1/3 of Village households have incomes exceeding \$150,000 annually.
- The Village’s larger markets (3-mile radius described in the Existing Conditions Report and the 20-minute drive time) exhibit greater ethnic and racial diversity than the Village and the study area.
- According to Chicago Metropolitan Agency for Planning (CMAP), the Libertyville area’s Hispanic population is growing at a similar percentage to the Chicago region (2.03%). The senior population for Libertyville Township is growing faster than the Chicago region. Additional population data is considered later in this section.
- In addition to the demographics below, traffic counts along Milwaukee Avenue in the center of the study area remain strong at a 22,600 average daily traffic volume, according to the Illinois Department of Transportation.

TABLE 1: SUMMARY DEMOGRAPHICS

<b>Total Population</b>	20,304	2,270	8,950	401,011
<b>Total Households</b>	7,629	1,059	3,613	135,335
<b>Household Size</b>	2.66	2.14	2.48	2.96
<b>Population Density (per Sq. Mi.)</b>	2,209.60	2,884.66	2,257.31	1,696.23
<b>Median Age</b>	44.0	42.7	42.7	36.3
<b>Employees</b>	13,434	1,379	6,084	305,829
<b>% Renter Occupied Housing Units</b>	21.2%	37.5%	27.4%	24.4%
<b>Average Household Income</b>	\$150,484	\$132,008	\$138,201	\$119,426
<b>Median Household Income</b>	\$106,794	\$91,978	\$95,317	\$78,363
<b>Per Capita Income</b>	\$56,740	\$61,657	\$55,952	\$40,806
<b>Bachelor's Degree or Higher</b>	63.9%	63.4%	61.8%	44.6%
<b>Total Retail Demand</b>	\$187,512,128	\$24,305,285	\$85,862,519	\$3,079,278,576

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## MARKET TRENDS

### RETAIL/RESTAURANT

Overall investment in new development in the broader retail sector will likely remain weak, according to Urban Land Institute's Emerging Trends in Real Estate 2016. Factors, such as store closures by nationals and regionals, consumer concerns about the economy, increased retail vacancy rates, and ever-increasing non-store, or online, sales contribute to cautious expectations and projections for retail growth nationally. Five key retail and restaurant trends have implications for Libertyville's downtown study area and its future business growth, particularly for its ground floor businesses.

**1. The Experience.** Whether a major shopping mall, auto-oriented corridor, or a traditional downtown, delivering a unique consumer experience is key to customer attraction, sales performance, and image positioning for that commercial locale. This distinctive "experience" differentiates the district for target customers and within that district's overall competitive context. For traditional downtowns, this means a stronger emphasis on community gatherings, visual appeal, unique retail, and successful clusters, including restaurateurs. In recent years, downtown experiences now include temporary retail and food uses and events, most notably retail and restaurant pop-ups. Temporary events can also be extended to include such experiences as seasonal outdoor dining. In addition to serving as a downtown amenity, outdoor dining often becomes an important source of "bonus" revenues for downtown restaurants, adding seating capacity and improving operating margins and profitability. Ultimately, these varied temporary events allow the district to generate new enthusiasm for what's happening downtown, to activate vacant lease space and underutilized locations, and to experiment with new business ideas, such as a seasonal shared retail or a 90-day restaurant in vacant lease space in downtown's core or less visible side streets.

**2. Millennials.** The impact of the Millennial generation on all sectors--employment, housing, and retail--has been predicted and detailed extensively during and after the recent Great Recession. As the U. S.'s largest demographic cohort, their direct or indirect impact on all real estate uses will be significant. This cohort represents 11.7% of current Libertyville residents according to this study's demographic data. Much has been published about this cohort's desire for retail and restaurant experiences and their preference for urban living and community. With many entering the job market during and after the Great Recession, Millennials have delayed household formation and its associated higher consumer spending. Their initial spending patterns, given generational issues such as student loan debt, typically resemble those of their depression era grandparents rather than those of their Baby Boomer parents. As consumers, the predominant behavioral questions about the Millennial generation are--how will they spend as they form households? And where will they move? The answers to both questions continue to evolve. Recent data from the Urban Land Institute suggests their movement to the suburbs, particularly those with urban amenities, "starter" housing, and walkability.



- 3. Restaurants as Retail Opportunities.**<sup>1</sup> Restaurants represent a significant component of broader retail sector growth nationally, accounting for 15% of all retail sales (excluding auto-related) in first quarter 2016. The National Restaurant Association (NRA) has projected a 5% increase in total restaurant industry revenues for 2016. About 70% of all restaurants are independently owned, according to the NRA. Like traditional storefront retail, independently owned restaurants have the capacity to target and quickly respond to their customers. Industry-wide, this is viewed as an important competitive advantage. Since the Great Recession, restaurant growth has exceeded that of any other retail-related category. According to CBRE, overall food and beverage sales in 2015 exceeded their pre-recession peak by 37%. In addition, consumer spending nationally, as reported in 2015, was greater for meals away from home than for any goods or services category, including grocery-related. On average, Millennials spend \$103 per month on meals away from home, compared with \$123 for Generation X (ages 35-54)<sup>2</sup> and \$139 for Baby Boomers. The "Millennial" impact on the broader restaurant sector has been notable, supporting the recent growth of "fast casual" dining. Their monthly spending on coffee and food-to-go far exceeds that of any other age cohort.
- 4. Post-Digital Effect.** The retail sector remains in an altered state, post-Great Recessions. With the advent of online and mobile-enabled shopping, the retail sector continues to adapt. Slower retail growth is predicted over the next five years. Fewer national or regional retailers are expanding store numbers, many are reducing store footprints, and others are closing large numbers of stores. Major malls are reinventing themselves, adding large dining and entertainment venues. Despite predicted slower growth for major retailers, the opposite is true for many independent retailers. The most successful of these independent retailers are focused on expansion, either physical or online, and on product and service growth and differentiation. Successful independents recognize that their stores function as an effective delivery mechanism for their customers regardless of how and where they sell—online, through social media, through other merchant websites, or in-store.
- 5. Local.** The concept of "local" has evolved to encompass multiple and varied definitions. These include supporting the community's small business owners, local foods and food systems (including local farmers markets), and shopper loyalty programs, as examples. The "local" movement now also embraces a shared community "experience," recognizing the tangible investments by district business owners in their unique businesses and local community. "Community retail" is an emerging aspect of this overall trend. For independent retailers and restaurateurs, this means moving beyond selling product to developing relationships or providing expertise through direct communications with their community of customers. As one example, restaurants and specialty food use their "experience" in experimental ways to identify opportunities to grow their businesses. Micro-restaurants can be set-up in shared kitchens, allowing new and experienced restaurateurs to test new operating concepts and their potential market. "Shop Local" has become "Shop Small," as communities have learned that most downtown businesses need both residents and visitors from other communities to shop in their stores to ensure profitability and to continually attract more customers.

Real estate and business markets in the district are strong, reflective of the high quality brand that Downtown Libertyville presents. Maintaining that brand requires support for current businesses and consideration of how best to integrate new development, so as not to become too much of a good thing and crowd out current success.

<sup>1</sup> CBRE Research, *View Point U. S. Retail, Restaurants: Now Serving Retail Growth*, July 2016.

<sup>2</sup> The age breakouts in the data noted are based on U. S. Census age groupings versus more traditional birth year descriptions for each generation listed.

## HOUSING

Suburban housing markets nationally are being redefined. Those suburbs with urban amenities and varied housing choices are positioned for future success and will likely attract new homebuyers over the next decade. Nationally, the lower percentages of home ownership that emerged during the recent recession continue as part of the current movement away from traditional home ownership. The national level of home ownership for the first quarter 2016 was 63.5%—the lowest percentage in over twenty years. For communities like Libertyville and the TOD study area, the emerging opportunity is the availability of a wider choice of local housing types.



Growing demand for previously owned and new homes reflects the increased capacity of households to save for a down payment and to meet monthly payments, given continued low mortgage interest rates. Home prices in most markets are increasing, and unsold home inventories are low. First time homebuyers, including the Millennial cohort, are fewer and have been slower to consider a first home purchase, despite this increased overall demand for single family homes. Part of this slowness reflects what is occurring in single-family home construction. Builders have been generally focused on constructing "trade-up" homes versus "starter" homes. The median sales price of homes under construction in the U. S. through early 2016 is an estimated \$322,000. This emphasis has had an impact on overall affordability.

Residential rentals in most markets, including in suburban markets, continue to capture much of the overall housing demand. Flexibility and lower overall cost when compared with ownership represent the primary demand drivers. While rental vacancies have risen slightly in the Chicago area (by 50 basis points to 4.2%), overall vacancy rates remain low. An estimated 90.5% of the 285,000 rental units under construction nationally will be readily absorbed by current market demand. In Chicago's suburbs, 3,000 apartment units will be completed in 2016, and of these 3,000 units, an estimated 800 will be senior or age-restricted units.<sup>3</sup>

The trend for attached single-family residences remains improved. Any new condominium projects in the Chicago region are smaller, typically under 50 units, and located in the City of Chicago, but condo development is non-existent in the suburbs. There are about 700 rental units (originally built as condos that became rental units during the recent recession) now being marketed for sale in the City of Chicago. Townhome projects are under construction in Lake County with price points from \$150,000-\$225,000. Throughout the Chicago area, sales inventories of attached single-family homes have remained low in 2016 and are generally selling in 50-60 days. These low sales inventories will likely lead to higher prices in 2017 and to long-term investor interest in new projects, assuming strong sustained sales prices.

<sup>3</sup> Marcus & Millichap, Chicago Metro Area Multifamily Research Market Report, 1st Quarter 2016.

## STUDY AREA GROWTH OPPORTUNITIES

### RETAIL/RESTAURANT

In quantifying business growth, sales tax data provided by the Village is compared with the total retail demand in key study area markets. This 2014 sales tax information includes Village-wide and Main Street district data. This comparison is shown in Table 2 below.

The taxable sales estimate for Libertyville’s Main Street district represents 19.4% of the Village’s 2014 total taxable sales. Successful downtowns, based upon BDI’s experience, generally generate 15-25% of taxable sales for any community.

Table 2 below compares taxable sales with the total retail demand for key study area markets to begin to estimate the study area’s overall retail opportunity. This capture rate, labeled above as percentage of market share, is a basic percentage calculation. It compares taxable retail sales, applying the Village’s taxable sales analysis, and the retail sales potential (total retail demand) for each market. The total retail demand data originates from Alteryx/Experian.<sup>4</sup> Comparing estimated sales and available retail demand is a basis for understanding any district’s broader market position and for indicating strategies to sustain or increase current study area retail sales.

**TABLE 2: RETAIL SALES CAPTURE RATES**

<b>Village-wide</b>	\$252,762,195	\$187,512,128	134.8%	\$85,862,519	294.4%	\$3,079,278,576	8.2%
<b>Main Street District</b>	\$49,103,147	\$187,512,128	26.2%	\$85,862,519	57.2%	\$3,079,278,576	1.6%
Sources: © 2014 Experian, Inc. All Rights Reserved, Alteryx, Inc.; Illinois Department of Revenue Sales Tax Data; BDI.							



<sup>4</sup> Alteryx is BDI’s data source for demographics shown throughout this report and for the Libertyville TOD study. Alteryx uses data from U. S government sources and from Experian’s credit division to project total retail spending. Purchasing information for residents of specific geographies and for areas with similar demographic characteristics is anonymously consolidated to estimate any market’s retail spending power.

The 5-minute drive time market is convenient to the study area with increased competitive alternatives. The Main Street district captures a small percentage of the available destination market sales, or 1.6% of an over \$3 Billion market. Considering the size, wealth, and competition of the study area’s destination market, serving as a minor and unique retail alternative indicates the study area’s market strength.

The potential for sales growth exists within all of the study area’s key markets. Capturing additional total demand within the 5-minute market represents an opportunity to increase sales from consumers already familiar with the study area. Sales estimates are provided for increasing the capture rate from 57.2% to 62% is shown in Table 3 below.

The above estimates provide a metric to measure overall study area sales growth within an existing competitive market. This resulting sales growth translates into an estimated net increase in ground level square footage within the study area. This calculation assumes sales at \$300 PSF for that ground level business. This \$300 sales PSF is similar to the national average for retail sales PSF (\$304) and reflects study area average rents. This "back of the envelope" calculation estimates the potential need for about 14,000 SF of additional commercial space. This estimate also conforms to area developer thoughts (described later) about study area’s commercial growth opportunities. Finally, as needed and based upon future sales tax-related data and any reporting changes, this goal can be adapted to respond to local market changes.



**TABLE 3: STUDY AREA SALES GROWTH GOAL**

<b>\$85,862,519</b>	\$49,103,147	57.2%	62.0%	\$53,234,762	\$4,131,615	\$300	13,772
Sources: © 2014 Experian, Inc. All Rights Reserved, Alteryx, Inc.; Illinois Department of Revenue Sales Tax Data; BDI.							

**HOUSING**

Population and housing trends for the Village are shown in Tables 4 and 5 below and on the following page.

This Village's 2015 population is estimated at 20,335, or 7,661 households. Libertyville's population is projected to increase by 382 residents, or 145 households, by 2020. Median age will increase to 45.4 years, given increasing numbers of residents over age 55. By 2020, residents over 55 are projected to represent 33.8% of the Village's population versus the current 30.5%. The 25-44 age groups will decrease slightly from 19.1% to 18.1% of the Village's total population.

Libertyville has an estimated 8,133 units as of 2015. Housing units are predicted to increase by 289 total units, or 3.5%, by 2020, with an estimated 230 single family

detached homes included in this total<sup>5</sup>. Libertyville's median home sales price was most recently \$425,000, up from \$409,000 in late 2015<sup>6</sup>. Libertyville's current and 2020 projected household incomes support these values, given current mortgage lending standards. Renter occupied units are forecasted to increase by 26 units.

Developers indicate that housing is the study area's best development and redevelopment opportunity in adding new housing products to the study area. The earlier projections are based upon U. S. Census data and apply past housing data to determine future growth. These projections support housing as an opportunity for the Village, particularly for residents who want to remain in the Village but want options other than a single family home.

**TABLE 4: POPULATION**

<b>Total Population</b>	20,335	20,717	382	1.9%
<b>Total Households</b>	7,661	7,878	217	2.8%
<b>Population Density Per Sq. Mi.</b>	2,213.08	2,254.61		1.9%
<b>Median Age</b>	44	45.1		
<b>Adult Population Age 25+</b>				
<b>25 to 34</b>	1,504	1,628	125	8.3%
<b>35 to 44</b>	2,385	2,116	-269	-11.3%
<b>45 to 54</b>	3,652	3,461	-191	-5.2%
<b>55 to 64</b>	3,093	3,381	288	9.3%
<b>Over 65</b>	3,116	3,631	515	16.5%

Sources: © 2014 Experian, Inc. All Rights Reserved, Alteryx, Inc., BDI.

*5 The basic numerical difference between projections for increased households and for increased housing units is generally (but not always) the projected number of vacant housing units in a defined geography. Differences result from the census data sources and projection methods used to estimate housing and households. The basis for population and household projections are established at the initial publication of the most recent decennial census (2010) and apply a combination of demographic factors and statistical controls, such as projected births, deaths, migration, and American Community Survey (ACS) data since 2005. Housing unit estimates also incorporate source data from the American Housing Survey and the Housing Vacancy Survey, plus the decennial census and the ACS. The difference in housing units versus household numbers is well-known to the U.S. census bureau and to population and housing data analysts.*

*6 Source for median home prices is Trulia's 2016 data through June.*

**TABLE 5: HOUSING**

<b>Total Housing Units</b>	8,133	8,422	289	3.4%
<b>1 Unit Detached</b>	5,780	6,010	230	4.0%
<b>1 Unit Attached</b>	682	717	35	5.1%
<b>2+ Units Attached</b>	1,660	1,684	24	1.4%

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## STUDY AREA DEVELOPMENT REALITIES

Multiple real estate realities will affect Libertyville’s TOD area as new development and redevelopment occur.

These realities, cited by area developers, include:

- Libertyville is perceived as a good community with a great downtown and multiple amenities.
- The development community believes that additional residential units can be supported in and near the study area and beyond the Experian projections noted in this memo. Likely housing products suggested were townhomes, apartments, and possibly, age restricted housing.
- The perception exists that the Village prefers only owner-occupied, market-rate housing that limits development options and local housing product choice, given what types of projects seem most acceptable to Village officials and to residents. Other populations, such as relocating or temporary employees at the area’s major employers, represent potential tenants and are unacknowledged in considering housing development options.
- Increased density was cited as the opportunity for the study area. Several developers noted that the Village’s current zoning does not adequately address residential density and related issues, such as parking.
- Most developers consistently cited apartments renting at higher price points (over \$2 per square foot, or \$2.25 PSF was also suggested) as a market opportunity. Apartment development is what can currently be financed and represents the critical financial component of any current mixed-use project. Projects with rents at or exceeding \$2 PSF provide extensive resident amenities.
- For any potential developments in the study area and nearby, "the math" must work to ensure project success, even if any incentive is provided. Transaction costs to consider include project-specific elements, such as environmental, wetlands,

or related work, land acquisition and/or assembly costs, certain financing costs, and any necessary lease buy-outs and tenant relocation costs.

- Another aspect of "the math" noted by developers is specific to tenanting for new ground level commercial spaces. Assuming an adequate location, independent businesses typically cannot pay the \$30 net rents PSF required to construct new space. This factor is reinforced given current downtown Libertyville rents.
- Any newly developed commercial lease space on Milwaukee Avenue is seen as requiring credit tenants, meaning national or regional chains with financial capacity recognized by project lenders. Some developer concerns were expressed about the market population for certain types of tenants and retail uses. Location competition from commercial lease space available in Gurnee and Vernon Hills for credit tenants was also noted.



- Concern was expressed (by developers interviewed) that a retail only development in the study area will probably not work; only multi-tenant and/or mixed use will work. Other study area sites were noted as opportunities for residential or mixed-use, including residential. The commercial space alone will likely not financially support development or redevelopment. Based upon likely developer costs associated with new study area development, new commercial space will only replace existing square footage with incremental increases in new commercial space versus any large-scale redevelopment.
- The Trimm site is considered one of the top five redevelopment sites in Lake County. Developers have clearly identified Trimm as a residential development site suitable for varied residential housing types.
- Development opportunities north of the tracks exist to support district expansion, but certain cost issues are likely. Site assembly for 2-5 properties, as an example, will be expensive. Based upon developer conversations with those owners, redevelopment will likely be more expensive than the larger Trimm property based upon potential acquisition costs.

Convention and Tourism Bureau, Lake County Partners, and local non-profits and institutions. These partnership examples reflect the value of emphasizing shopping locally to community residents as a way to not only enjoy, but support their Village and local businesses.

All of these partnerships remain important and should be strengthened. MSL's ability to build and expand future partnerships will be part of their transition to the National Main Street Center's update of the traditional Main Street Four Point Approach®. One of the tenets of this updated approach is an emphasis on each district's underlying economic vitality and on strategic initiatives, described as transformative strategies, that support the unique, varied, and emerging uses in each commercial district—whether traditional downtown or urban or neighborhood corridor. In the past, the Main Street Approach has primarily emphasized retail growth. With the changes to the Main Street Approach, the National Main Street Center has acknowledged that not all traditional downtowns or commercial districts either are or can be primarily retail areas. These Main Street districts reflect both their history and broader market change, particularly given ongoing market disruptions in the retail sector.

Additional partnerships supporting overall business growth will be needed to manage the evolving study area business mix and expand the study area economy. An emphasis on business growth programming will help all study area businesses, regardless of whether they are retailers, restaurateurs, services, or office tenants, increase their sales. Current partners, such as Lake County Partners, have access to corporate resources. Partners, such as the College of Lake County's Small Business Development Center and Chicago's Women's Business Development Center, can provide the expertise needed to educate prospective new business owners and provide succession and transition planning for existing businesses. The study area's business and property owners can organize and support temporary uses or activities that foster growth and work with MSL and the Village to identify businesses suitable for the study area.

## ROLES AND RECOMMENDATIONS

The Village recognizes and respects the opinions of local developers, but is not seeking to increase density in the downtown other than that possible under existing zoning classifications.

Much of the study area encompasses Libertyville's Main Street district, particularly that sector of the study area south of the Metra Tracks. For over 25 years, MainStreet Libertyville's (MSL) focus on the incremental and comprehensive revitalization of the Village's defined Main Street district has resulted in national and regional recognition. Their partnership with the Village to revitalize downtown has created an important and recognized amenity for the community and the region. Because of this strong partnership and their relationships with other local and regional partners, the Village and MSL continue to address economic issues affecting downtown and the study area. Other partners have and currently include the regional Chamber of Commerce, the Lake County

Business mix changes in the study area and Main Street district have also concerned the Village and MSL. The most recent issue, identified during this study, is the decreasing numbers of retailers being replaced by increasing numbers of restaurateurs. Specific to the study area, this reflects both the national trend of "restaurant as retail opportunity" and the study area's local markets. Libertyville, neighboring communities, and key study area markets have median ages exceeding 40. Consumers over age 35 spend more on dining out, so the demand exists. Several Libertyville restaurants, such as Mickey Finn's, are considered destinations, providing the basis for a restaurant cluster and a regional reputation for downtown dining options. Retail has been and will remain a component of the study area mix.

Managing the retail component of the mix to address new consumers and create new excitement will be important to the future. Based upon recent BDI work, downtown retail business owners in many communities, like Libertyville, are approaching retirement age. Their customer bases also tend to skew older. The Millennial generation is now entering their highest spending years, they enjoy the downtown experience, and they present downtown businesses with new sales opportunities. Consequently, how these downtown businesses transition to serve new, younger, and more diverse consumers and how they identify new ownership are components of a comprehensive focus on business growth. Attracting new businesses serving new customers and working with multiple partners to identify potentially successful retail entrepreneurs to open in the study area are other components of business growth.

The developer comments specific to the study area north of the Metra station suggest an interim strategy to prepare for a time when redevelopment makes economic sense. Working with businesses and property owners to improve overall appearance, including buildings, signage, and parking lots, will enhance its appeal.

For the study area, the emphasis on comprehensive small business growth, new housing options, and supportive land use and zoning will ensure market interest and long-term development and redevelopment. Capitalizing on the opportunity to respond to study area market changes will enable economic success in the TOD area and for the Village.



# Section 4 transportation

## Introduction

An overall goal for the Village's transportation system in the downtown area is to build upon the existing multi-modal transportation network to address the needs not only of drivers, but pedestrians, bicyclists, and commuters. To do this, the plan provides an integrated system, supporting walkability, mobility and connections for all residents and visitors. This section presents proposed concepts to improve vehicular, transit, and pedestrian circulation in the downtown TOD study area. Proposed transportation concepts and recommendations are generally applicable to and support all areas of the downtown.

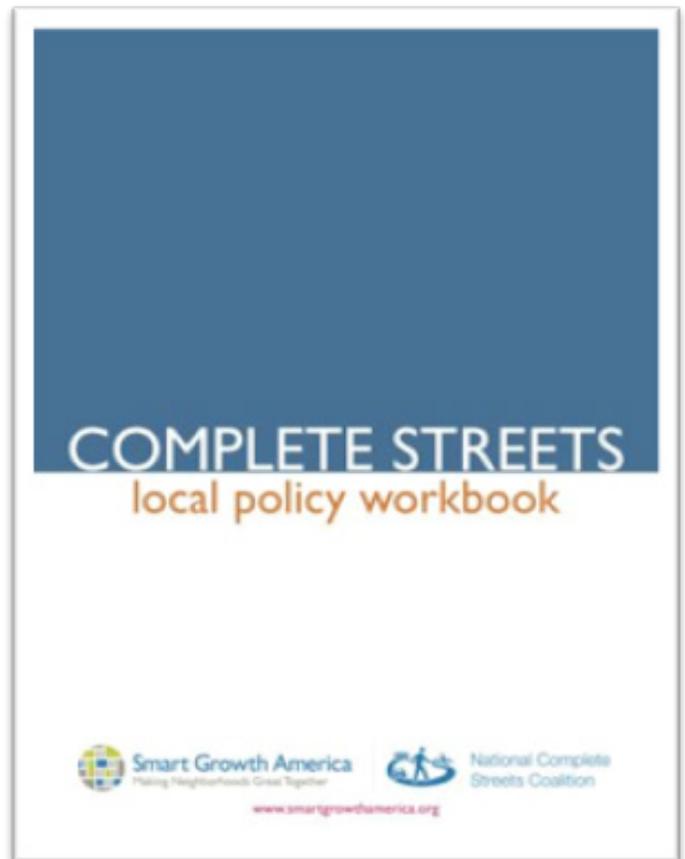
## COMPLETE STREETS APPROACH

A Complete Street is defined as “a street that is planned, designed, and operated for all modes of transportation and all users, regardless of age or ability” (National Complete Streets Coalition). The significance of a Complete Streets policy is to show the Village’s commitment to establish, design, and implement transportation improvements, addressing and balancing the needs of all users of the transportation system. By adding additional pedestrian and bicycle enhancements, the downtown can become an area that is even more safe and attractive for all users. With a Complete Streets policy, Village staff would be better enabled to plan, design, and implement transportation improvements that are appropriate for all users, regardless of mode of travel.



IL Route 21, Milwaukee Avenue, is under the jurisdiction of the Illinois Department of Transportation (IDOT). The State of Illinois has enacted a Complete Streets Policy under Section 4-220 of the Illinois Highway Code Illinois Highway Code (605 ILCS 5/4-220), commonly known as the “Complete Streets law of 2007.” This policy requires projects with start dates after 2008 to facilitate bicycle and pedestrian transportation where warranted, meaning that bicycle and pedestrian ways shall be given full consideration in the planning and development of transportation facilities, including the incorporation of such ways into State plans and programs. In order to accomplish these aims, it is recommended that the Village of Libertyville adopt a Complete Streets approach.

Illinois communities such as Lombard, Evanston, Algonquin, Arlington Heights, Skokie, Highland Park, Oak Park, and Des Plaines as well as Cook and DuPage Counties have adopted Complete Streets policies. Lake County guidelines related to Complete Streets is addressed as the County’s Policy on Infrastructure Guidelines for Non-Motorized Travel Investments, or Non-Motorized Travel Policy. The intent of the policy and guidelines is to articulate an approach for considering accommodating bicycle, pedestrian, and other non-motorized modes of travel on and across the County’s roadway system.



The development of Complete Streets policy is an interactive process that involves residents, elected officials, community staff, agencies, and organizations such as schools, bicyclists, senior/older adult community, disability agencies, and youth organizations. The Libertyville Bicycle Advisory Commission may be a good starting point for initiating the discussion and development of a Complete Streets policy.

Complete Street policies can be formally adopted in a variety of ways, including ordinances, resolutions, agency policies, plans, and design guides. There is no specific policy or guidance that fits all, but it should be unique to each community and should take into account existing policies, practices, and local politics. Many communities may begin with a simple resolution that evolves into a more complex policy.

As part of Smart Growth America, the National Complete Streets Coalition provides guidance and resources for communities to develop a Complete Streets policy. The Coalition has established ten key elements that are part of a comprehensive Complete Streets policy. These ten elements are used to establish a vision, provide clear direction and intent, address the community's needs, and identify an effective approach for developing Complete Streets process and outcome.

A Complete Streets policy in Libertyville would ensure that Village policies and regulations such as zoning codes and design guidelines, planning and programming activities, and infrastructure design and construction activities balance the needs of all users in transportation improvements and projects.

As a transit oriented business district, downtown has a number of opportunities to use trains, buses, and bicycle, as well as travel on foot. This section focuses on increasing safe use of those non-motorized options. However, it does so with the recognition that cars are ever present in a suburban environment and must also be accommodated in Downtown Libertyville.

### A comprehensive Complete Streets policy:

- Includes a vision for how & why the community wants to complete its streets.
- Specifies 'all users' to include pedestrians, bicyclists, & transit passengers of all ages & abilities, as well as trucks, buses, & automobiles.
- Applies to both new and retrofit projects, including design, planning, maintenance, & operations, for the entire right of way.
- Makes specific exceptions & sets a clear procedure that requires high-level approval of exceptions.
- Encourages street connectivity & aims to create a comprehensive, integrated, connected network for all modes.
- Is understood by all agencies to cover all roads.
- Directs the use of the latest & best design guidelines while recognizing the need for flexibility in balancing user needs.
- Directs that Complete Streets solutions will complement the context of the community.
- Establishes performance standards with measurable outcomes.
- Includes specific next steps for implementation of the policy.

source: [www.completestreets.org/policy/workbook](http://www.completestreets.org/policy/workbook)

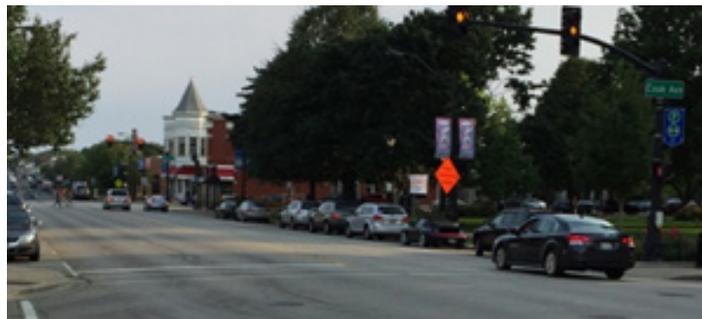
## TRANSPORTATION NETWORK RECOMMENDATIONS

### MILWAUKEE AVENUE IMPROVEMENTS

Milwaukee Avenue, the gateway into downtown Libertyville, is a four lane arterial that carries almost 23,000 vehicles per day and is under the jurisdiction of IDOT. Posted speed limits are 30mph north of the railroad and 25mph south of the railroad. Traffic signals are located at Church Street (just south of the study area boundaries), Cook Avenue, Lake Street, and Winchester Road. There is no traffic signal control between Lake Street and Winchester Road.

The Milwaukee District Railroad crosses Milwaukee Avenue south of Appley Road, with 47 weekday commuter trains traveling across Milwaukee Avenue. Public input received throughout this study expressed concern regarding pedestrians and bicycles crossing Milwaukee Avenue, particularly at this location. The existing crosswalk is located on the south side of the railroad. A center median pedestrian refuge is provided, along with in-road signage.

A number of design improvements are proposed, focused on improving awareness of the railroad crossing, better visibility, reducing vehicular speeds, and improving motorist compliance with stopping for pedestrians and bicyclist. The National Cooperative Highway Research Program (NCHRP) Report 562, Improving Pedestrian Safety at Unsignalized Crossings, was used as a reference to guide development of the design improvements. The changes are intended to function as a system of specific elements working together and include:



- A series of signage and Rectangular Rapid Flashing Beacons (RRFBs) installed at specific locations north of the railroad to provide advance warning of the railroad and ped/bike crossing. Advance warning is merited due to the road geometry (4 travel lanes plus turn lanes), stopping sight distance, grade change, and the number of peds/bikes crossing Milwaukee Avenue at the railroad. Locations/treatments:
  - 350 feet upstream (north) – advance warning signage and RRFB. The RRFB is to be connected to the RRFP located at the Milwaukee Avenue / railroad crosswalk.
  - 200 feet upstream – signage, “Ped Crossing Ahead.”
  - Existing Milwaukee Avenue crossing south of the railroad – Push button activated RRFB. This push button will activate both the advance RRFB located at 350ft north and the crossing beacon via wireless/radio controls.
- Pavement markings/geometrics:
  - North side of the railroad crossing – extend crosshatch pavement markings from existing 20-25ft to 50ft. Maintain existing in-road pedestrian crossing signage.
  - Use high visibility paint for roadway markings.
  - Expand crosswalk from 6 feet to 10 feet.
  - Extend curb separated center median on north side to match the median on the south side of the railroad. The area can be landscaped with low level plantings.
  - Reduce posted speed limits to 25 mph south of Winchester Road.
- Streetscape elements to be considered:
  - Pedestrian-scaled lighting to ensure safety and visibility.
  - Ornamental railing along width of center median refuge at the edge closest to the railroad.
  - Decorative pavement.
  - Signage.
  - Low level landscaping.



## LOCAL STREET IMPROVEMENTS

Lake Street is a two-lane collector roadway that carries about 3,300 ADT. Lake Street extends east from Butterfield Road to its terminus at Milwaukee Avenue. On-street parking is not allowed on either side of the street, with the exception of six on-street spaces on the north side of Lake Street immediately west of Milwaukee Avenue. Lake Street is under the jurisdiction of the Village of Libertyville and is designated a bicycle route.

Lake Street is an important access route for potential redevelopment sites near Milwaukee Avenue. An intersection level of service (LOS) capacity analysis was completed for a previous development proposal for both the existing traffic conditions and future traffic conditions at the intersection of Lake Street and Milwaukee Avenue. This analysis indicated that the intersection operates at an overall acceptable condition, although the eastbound Lake Street approach to Milwaukee Avenue operated at a worse condition during morning and evening peak hours.

To operate as a multi-modal route, full access to the Metra station and parking as well as redevelopment projects should be limited to the intersection of Brainerd and Lake Street. All other access along Lake Street should be right-in/right-out. This will help minimize conflicts between pedestrians/bicyclists and left-turning vehicles. Bicycle access from Lake Street to the Metra station and across Milwaukee Avenue should be directed along to the marked crosswalk adjacent to the railroad crossing. Previously noted improvements to this crossing would allow for safe crossings.

School Street is a local street that provides access to the School Street residential development and also provides access to the parking in the rear of businesses that front Milwaukee Avenue. Between Milwaukee Avenue and the alley to the east, School Street is one-way eastbound. East of the alley it becomes two-way. The intersection of School Street and Milwaukee Avenue is not signalized. Residents of this neighborhood have expressed concern about the use of School Street as a circulation route for traffic destined to Milwaukee Avenue businesses. While School Street is not a private street and traffic volumes are low (particularly given that it is one-way eastbound at Milwaukee Avenue) the roadway is narrow with homes built up to the roadway.



The use of design elements such as raised intersections or crossings, signage indicating that School Street is a slow, pedestrian street, pavement markings, and a reduced speed limit of 20 mph can improve safety and change the context of the roadway.

A project with similar context is the City of Boston's Neighborhood Slow Streets, being implemented as part of Boston's "Vision Zero" to reduce traffic accidents and fatalities. The City initiated Neighborhood Slow Streets as a new approach to traffic calming with a focus on street designs that self-enforce slower speeds, safer behaviors, lessen the impacts of cut-through traffic, and add to the quality of life in the neighborhoods.

The National Association of City Transportation Officials (NACTO) produced a Cone of Vision Simulation, showing how much small increases in speed can decrease what a driver sees. Reducing the speed from a 25 mph downtown area roadway to a 15 mph neighborhood roadway, can reinforce the pedestrian environment.



15 mph



20 mph



25 mph



30 mph

NACTO "Cone of Vision Simulation"

## PEDESTRIAN AND BICYCLE NETWORK

The Village of Libertyville's downtown area currently has a good foundation for walking and biking, with a continuous sidewalk network, signed bike routes connecting the downtown to surrounding parks and regional trails, and a walkable downtown area. Respondents to the online survey indicated a need for a more pedestrian and additional bike friendly amenities were the most needed changes to downtown, recognizing that local streets and crossings that are safe and inviting to bicycles and pedestrians can encourage residents, commuters, and visitors to drive less, benefitting the entire community. Additionally, respondents to the commuter survey indicated that the most pressing challenge facing the station area is the egress and crosswalk on the east side of the main parking lot leading to Milwaukee Avenue. Pedestrians report dangerous conditions with cars moving north and south despite current signage.



A Complete Streets policy supports opportunities to enhance connectivity and improve safety for pedestrian and bicyclists, encouraging more walking and bicycling.

### Pedestrian Network

Streets, sidewalks, and crosswalks should all be designed to minimize conflicts with vehicular traffic and to provide a safe environment for all pedestrians, including people with disabilities, seniors, and youth. A continuous and well-connected network of sidewalks and walkways should be designed to provide connections to allow pedestrians to reach their destinations via the most direct route. Pedestrian safety, accessibility, mobility, and comfort are enhanced by design tools such as:



- Slower traffic speeds.
- Fewer and/or narrower traffic lanes.
- Shorter street crossings.
- Clear visibility between pedestrians and vehicles at intersections.
- Buffering from traffic provided by wider sidewalks, curbside bike lanes and on-street parking.
- Tighter corner radii at intersections.
- Signage alerting motorists of pedestrian activity.
- Change paving material at intersections to increase awareness of pedestrian zones.

The pedestrian system should also be designed and maintained to promote walking and include elements that create a comfortable environment, including amenities such as trees, pedestrian-scaled street lighting, buffers from traffic, places to sit, and other streetscape elements. All intersections and pedestrian crossings should be enhanced with high visibility paint, appropriate signage, and countdown signals at signalized intersections.

The signalized intersections on Milwaukee Avenue are key elements to the pedestrian network, linking the east and west sides of the downtown and providing protected pedestrian crossings across Milwaukee Avenue. As mentioned, public feedback indicated a need to improve the crossing of Milwaukee Avenue. The following improvements benefitting the pedestrian network should be considered:

- MD-N Railroad grade crossing improvements across Milwaukee Avenue, as previously described.
- Although the Village has a fairly complete system of continuous sidewalks connecting to and provided throughout the downtown, pedestrian routes behind businesses located along Milwaukee Avenue are not fully complete or noticeable. Pedestrian paths around and through the surface parking lots should be delineated.
- Crosswalks should be marked and highly visible, not just along Milwaukee Avenue, but throughout the downtown. Many of the crossings in the downtown have some markings, but have faded and lack signage.
- Streetscape design elements and wayfinding signage reinforce the downtown as a downtown activity area and not only aids motorists, but also to direct pedestrians and bicyclists to transit, bicycle routes, and downtown destinations.

- Conflicts between vehicles with pedestrians and bicyclists occur as a result of driveways or a lack of signed/marked crossings. With an emphasis on improving the ability to bike and walk in the downtown, driveways should be narrowed, designated as right-in/right-out, or consolidated as much as possible. One specific area is the east side of Milwaukee Avenue just south of the railroad. This is a busy pedestrian area with commuters and downtown visitors. As shown with yellow shading in the graphic below, driveways on Milwaukee Avenue could be narrowed, the northern driveway could be converted to right-in/right-out, and the driveways on Newberry Avenue could be consolidated.



## Bicycle Network

Bicycle access to and within the downtown area is a key component to the overall access and circulation system, promoting a non-motorized travel choice. Respondents to the on-line survey indicated a strong preference for improvements to the bicycle network, such as more bike lanes, bike parking, improved safety, and connections to regional trails.

The Village's Bicycle Map includes proposed bike routes and paths, including a proposed path along the MD-W railroad connecting the Metra station to bikes routes in the northwest area of the Village. There are additional opportunities to expand the bicycle network and access to the downtown:

- Bike route and path opportunities to consider are displayed on the map on next page. The greatest challenge connecting the east and west sides of Milwaukee Avenue is to safely cross that road, best done at designated or protected locations. A second challenge is that travel by bicycle on Milwaukee Avenue is challenging and overall, is not preferred. Alternative routes should minimize the use of sidewalks for bicyclists.
- Safest and most comfortable bicycle access through the corridor to access the Metra station includes traveling through the south end of the commuter parking area to avoid conflicts with parked vehicles. Access across Milwaukee Avenue can be accomplished at the Lake Street intersection, south of the train tracks. A signed on-street route is suggested to link the Winchester Road bike path coming from the west to the downtown area and Metra station. A signed route along Appley would



link destinations and travel from the east side of Milwaukee Avenue to the Metra station and Butler Lake trails; it would also connect from west of Milwaukee Avenue to Minear Lake and the Des Plaines River Trail. The sidewalk along the west side of Milwaukee Avenue (from Appley to Lake Street) is wide enough that bikers could use the sidewalk for this short distance.

- Bike racks are found in some areas of the downtown such as the Metra station, the Library and the Lake Street parking structure. However, bicyclists are just like motorists and want to park near their destination. Increasing the number of locations for bike parking can encourage more bicycling and should include covered bike parking for those leaving their bikes for a longer time period. Bike parklets, or corrals, could be placed on-street where parking is not allowed, such as next to Starbucks and along Cook near the Park and Village Hall, and in parking lots at the end of parking aisles.
- Investigate the potential for bike sharing (Divvy). Locations could include the Metra station, Village Hall, Library, Cook Park, Lake County Dept. of Transportation, Liberty Theatre, and other downtown destinations.
- Consideration of bike access and parking should be incorporated into the development review process for all new developments.
- The Village's Bicycle Advisory Commission should work with Village staff and stakeholders to complete a Village-Wide Bicycle & Pedestrian Plan. This plan would be an important tool to determine priorities and submit applications for possible funding.



- Route markings and signing of the bicycle network encourages ridership and also raises users' awareness and acceptance of bicycling. Map boards and wayfinding signs along the route and at bicycle parking locations complement a bicycle friendly community and aids bicyclists to find local services, businesses, restaurants, recreational areas or other destinations.

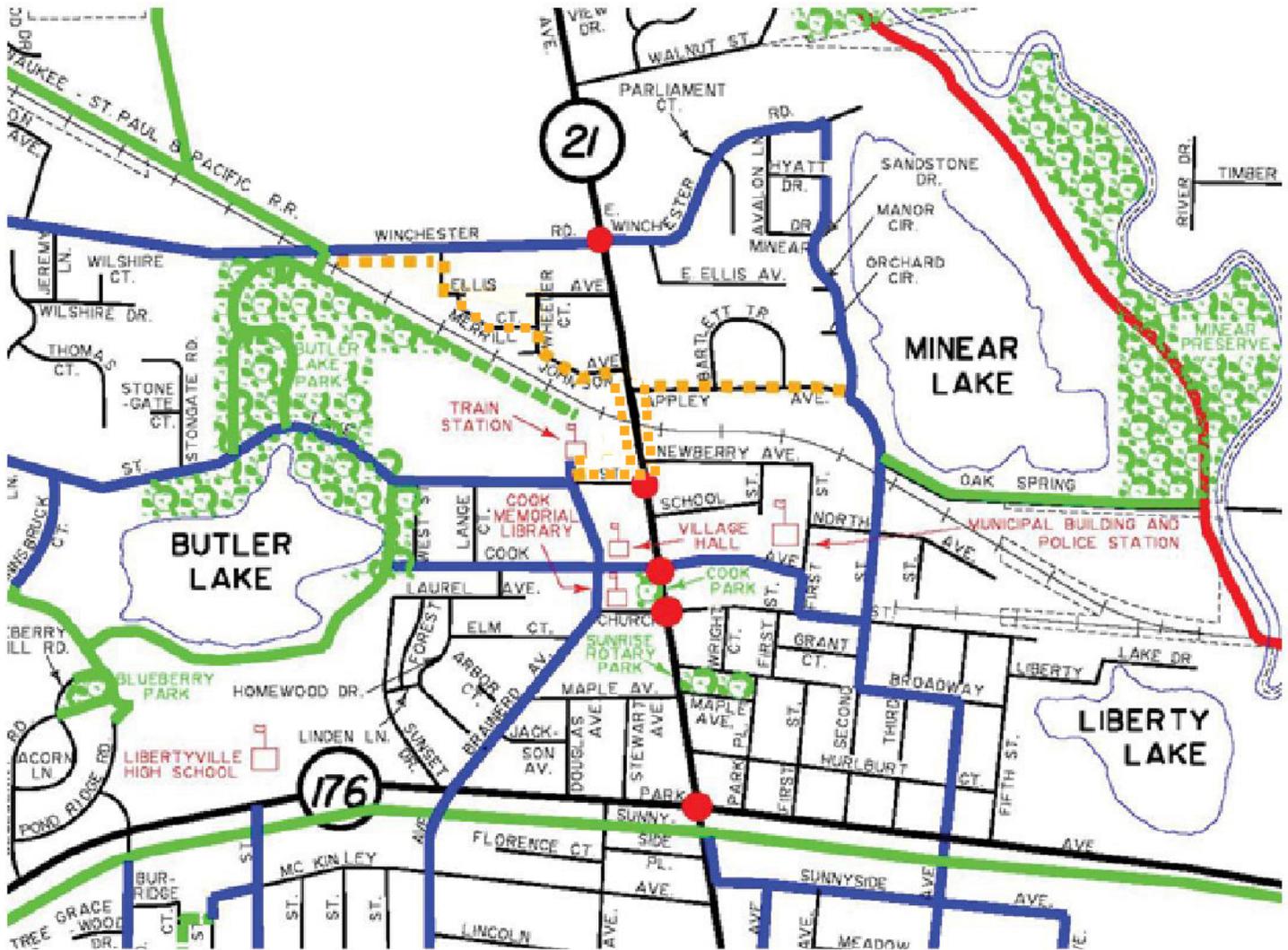
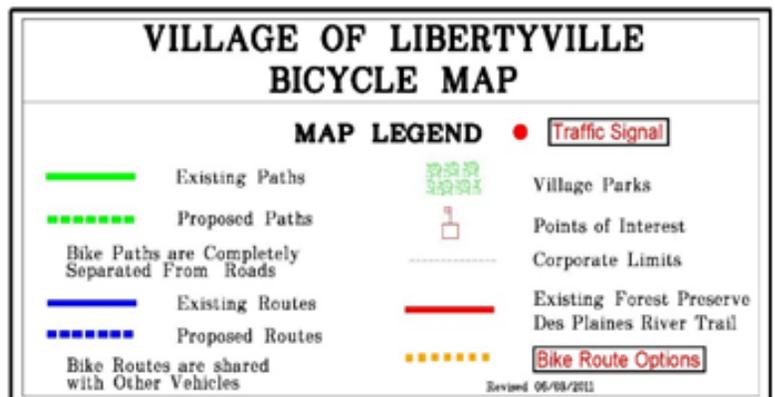


FIGURE 6: PROPOSED BICYCLE MAP



## PACE BUS

Route 574 provides service in downtown Libertyville, operating on weekdays and Saturdays. Service along this route stops only at a posted stops--passengers can board or alight the bus only at posted Pace bus stop signs. There are four posted stops in each direction along Milwaukee Avenue in downtown Libertyville. Additionally, several paratransit providers service downtown Libertyville. As published in Pace's Transit Supportive Guidelines, effective transit can create an area that is more livable, accessible, and sustainable. Considerations for the downtown area should address the availability of effective transit service, including service availability, bus stop locations on Milwaukee Avenue and at the Metra station, and passenger waiting areas.

**Service Availability:** Service on Route 574 is fairly limited to downtown Libertyville. Weekday service is available in the northbound direction from 6:49AM until 8:18PM, and in the southbound direction from 6:24AM until 7:53PM on 60 minute headways. Route 574 provides connections the Libertyville Metra station, neighborhoods to the south and west of downtown, downtown Libertyville, Winchester Road, Golf/Milwaukee commercial area, Hawthorn Mall, and the College of Lake County. However, the limited span of service and 60 minute frequencies do not provide an attractive option. Expanded service hours and improved frequencies at a minimum of 30 minutes would position Pace service as a more convenient and attractive mode of travel. The Village should continue to coordinate with Pace regarding short-term activities that can bolster Pace ridership and support an increased level of service.

Additionally, PACE operates a Dial-A-Ride service for central Lake County, sponsored by Fremont, Libertyville and Shields Townships and the villages of Libertyville and Mundelein, with assistance from the Lake County Coordinated Transportation Services Committee (LCCTSC), Lake County, and Pace. Service is available to seniors and those with disabilities, with over half the riders using the service to access employment. Eligible residents can travel anywhere within the 3-township area plus additional destinations including Northwestern and Advocate Condell medical offices and the College of Lake County. Depending on use and interest of program partners, expanding this system may be considered.

As it is fundamental to a transit oriented development project, any plans concerning Pace should be reviewed by Pace and incorporate their comments.



**Bus Stop Location – Milwaukee Avenue:** Pace Guidelines note that the public walk is the critical link between the development lot and transit stop. Elements of the public walk include sidewalks, crosswalks, components of accessibility, and landscaping and buffering. Collectively, these elements influence the composition of the “last mile” (or sometimes the “first mile”) that often determines the success of transit service.

An existing Pace bus shelter is conveniently located across Milwaukee Avenue (east side) from the Metra station. Pedestrian crossing improvements proposed for the Milwaukee Ave/railroad crossing would increase safety and visibility of Pace passengers crossing from the shelter to the Metra station. The Pace stop on the west side of Milwaukee Ave, south of the railroad crossing is a posted stop sign. There is no posted stop on the north side of the railroad crossing on either side of Milwaukee Avenue. As the gateway area into downtown from the north, a new bus shelter should be located on the west side of Milwaukee Avenue, north of the railroad crossing. Attractive and functional passenger waiting area amenities increase the safety, convenience, usability, and comfort of bus stops, and influence the overall attractiveness of public transportation. Bus stop locations that are designed with paved waiting pads, shelters, benches, lighting, windbreaks, route information, trash bins, real-time information, and bike racks, provide a comfortable, safe, and convenient waiting area for transit users.



## PARKING

The Village has worked with Rich & Associates in 2005 and Walker Parking Consultants to study parking needs and utilization of the downtown area. This work has led to the construction of the existing Village parking structure on the west side of the downtown as well as the new parking garage under construction off of Church Street between Brainerd and Milwaukee. Additional parking needs have been identified for the east side of the downtown, with the Village currently pursuing options to reconfigure and connect parking spaces located behind businesses fronting Milwaukee Avenue

Parking for Metra commuters is currently provided in three parking facilities. Metra owns the parking within the railroad right-of-way while the Village owns all other commuter parking. Overall, commuter parking is essentially full with 96% occupancy (assuming all permit spaces are occupied). With parking available at the Prairie Crossing Metra station, the Village is not directly promoting additional commuter parking in the downtown. Additionally, enhancements to the ped/bike network would support non-motorized access to the Metra station. However, as redevelopment opportunities arise near the station, additional commuter parking could be considered. Commuter permit spaces are open for general parking after 8:30AM. This information should be more visible and additional signage should be added throughout the downtown.

In addition to developing new parking resources, the Village should consider parking management strategies such as shared parking, additional employee parking locations, and potentially, pricing strategies. Employee parking locations are provided for employees of downtown business. There are limited employee parking areas in the parking lots in the rear of businesses on each side of Milwaukee Avenue and the lower level of the parking deck located at 151 Lake Street is also dedicated for employee parking. The Village should work with area businesses to identify additional employee parking locations, possibly as part of redevelopment activities or shared parking opportunities such as shared use agreements with churches.



# Section 5

## urban design

### Introduction

Downtown Libertyville's historic character and thoughtful planning have given the area a strong urban design foundation. Libertyville has put years of work into its downtown, with the most notable project being its Main Street program in 1982, assisted by the National Trust Main Street Center. Tax increment financing, façade restoration, promotional events, renovations, and assistance for start-ups were just some of the priorities that led to downtown's success. Those efforts led Main Street Libertyville to win the 1997 Great American Main Street Award<sup>7</sup>. The urban form of downtown has created a sense of place specific to Libertyville through design features like building scale, streetscape detail, and façade continuity. The urban design guidelines presented here strive to maintain, build on, and expand the characteristics that have made downtown Libertyville successful so it can support future development.

<sup>7</sup> <http://www.preservationnation.org/main-street/awards/gamsa/1997/libertyville-illinois.html>

As part of the larger TOD plan, these urban design guidelines can assist in creating a pedestrian-friendly environment and urban form that embrace the long term development around the Metra station discussed in this document. The guidelines aim to maintain Libertyville's identity through its design.

Much of downtown Libertyville's identity stems from Milwaukee Avenue. As the spine of downtown, it serves as both a major road and a place to eat, shop, and attend events. It's the main access to many of Libertyville's key places such as Cook Park, Sunrise Rotary Park, Cook Memorial Public Library, Libertyville Village Hall, and the Metra train station. Libertyville's historic character is evident through urban design characteristics including building facades and light posts along Milwaukee Avenue. The district also has unique urban design areas including alleyways and rear parking lots. All of these design elements contribute to how people view and experience downtown Libertyville.

Opinions vary when determining where Libertyville's downtown is located. In the survey taken for this plan, 45% of residents agreed that downtown Libertyville was on Milwaukee Avenue, south of the railroad tracks. In meetings with stakeholders for the plan, they believed downtown was south of the railroad tracks to either Broadway or Rt. 176. Most notably, stakeholders expressed concern about the lack of space and room for growth in the current downtown. In order to make downtown feel larger, urban design elements can draw people north of the railroad tracks where future development could evoke similar characteristics of the area south of the railroad tracks on Milwaukee Avenue.



## EXISTING LOCATIONS

Northern and Southern Milwaukee Avenue have very different atmospheres due to their designs. This lack of a continuous atmosphere deters people from walking from Southern to Northern Milwaukee Avenue. Urban design characteristics found along Southern Milwaukee Avenue do not continue north, leading to varying types of streetscape and development. Making Northern and Southern Milwaukee Avenue harmonious through design guidelines could lead to similar development and a more continuous streetscape, encouraging people to enjoy the entirety of the Libertyville TOD area.

### SOUTHERN MILWAUKEE AVENUE

This part of Milwaukee Avenue is what many people view as downtown Libertyville. The area's buildings are at the street line with wide sidewalks, street trees, and on-street parking providing a buffer for pedestrians from busy Milwaukee Avenue. Parking lots are hidden behind the buildings with pedestrian alleyway access. The buildings themselves display Libertyville's historic roots through their facades' architectural detail, continuous street wall, and consistent building height with commercial on the first floor and residential or office above. These characteristics stem from the area's C-1 Downtown Core Commercial zoning, which maintains this appreciated atmosphere. All of these design components contribute to downtown's visitor experience.

### NORTHERN MILWAUKEE AVENUE

North of the railroad tracks, Milwaukee Avenue's urban form begins to change. While some characteristics from Southern Milwaukee Avenue continue (such as occasional streetlights and street trees), the area feels less compact and more auto-oriented than pedestrian-oriented. The area lacks most of the design characteristics that are found on Southern Milwaukee Avenue. The area just north of the railroad tracks is zoned C-2 Downtown Community Commercial which allows for more space between buildings, larger lots and buildings, parking lots along and visible from Milwaukee Avenue, and less detail given to the design of the buildings. This auto-oriented environment continues north to R-8 and C-3 zoning, which hinders pedestrians from walking north past the tracks, or further north to Winchester Road where other commercial retail is available. This is due to both the lack of a pedestrian-friendly environment and the lost feel of downtown moving up the hill. This hill on Milwaukee Avenue creates a physical and visual barrier, preventing people from wanting to see what's on the other side. These drastic changes in design, moving from south to north of the railroad tracks, make Northern Milwaukee Avenue feel separated from what is considered Libertyville's downtown.



NORTHERN MILWAUKEE PHOTOS

## GUIDELINE THEMES

The Village's Comprehensive Plan of 2005 listed two goals which the urban design guidelines presented here aim to fulfill:

1. A Village with identifiable boundaries and a balanced economy, where new development occurs with respect for that which already exists.
2. A vital and active Village Center that serves as a focus of community life and business activity.

The larger TOD plan includes three key sites that may have opportunities to develop in the future. The long-term opportunity site is located around the Metra station, one of the short-term opportunity sites is just northwest of the railroad tracks on Milwaukee Avenue, and the last short-term opportunity site is just southeast of the railroad tracks on Milwaukee Avenue. Their specific urban design features will be discussed in this chapter while further details on these three sites can be found in the Land Use and Zoning section of this plan.

In order to fulfill the Comprehensive Plan goals and affect future development sites, the urban design guidelines presented below are based on three themes: Build on Success, Expand Character, and Unify Downtown. They each contribute to maintaining and embracing downtown's design characteristics as future development occurs within the TOD area.

### BUILD ON SUCCESS

Libertyville has made thoughtful decisions regarding urban design, providing a strong foundation. Stakeholders agree the success comes from its detailed zoning code, well-maintained historic identity, pedestrian-friendly environment, readily available parking, events, and strong sense of community. This theme includes the key sites around the Metra station and southeast of the railroad tracks on Milwaukee Avenue. By building on this success, this theme aims to keep Southern Milwaukee Avenue's character in place with minor adjustments.

### EXPAND CHARACTER

The successful character found on Southern Milwaukee Avenue can be expanded to Northern Milwaukee Avenue. This theme sees Northern and Southern Milwaukee Avenue as complementary parts of downtown when the design characteristics and pedestrian-friendly atmosphere are carried over. Though this theme won't make Northern Milwaukee exactly the same as Southern Milwaukee, it will ensure that Northern Milwaukee contains and evokes the same downtown Libertyville characteristics. This theme includes the key site northwest of the railroad tracks on Milwaukee Avenue. As Northern Milwaukee Avenue is just as close to the Metra station as Southern Milwaukee Avenue, it has potential to promote the larger TOD plan.

### UNIFY DOWNTOWN

The railroad tracks split what could be seen as Libertyville's entire downtown. This theme aims to unify both sides of the railroad tracks with continuous design, public spaces, and amenities throughout downtown. Zoning and a variety of design elements can unify the area through its urban form. This theme can create a larger downtown and better connect areas along the spine of Milwaukee Avenue in order to accommodate future development that can be supported by people visiting all of downtown Libertyville.

## A COHESIVE DOWNTOWN

In order to make visitors feel they've arrived somewhere important, downtown Libertyville should have distinct edges. Some edges already exist, such as the railroad tracks. Broadening the existing edges and making new distinct edges will contribute to downtown's sense of place. One might suggest the southern edge of downtown to be at Milwaukee Avenue and Maple Avenue where Sunrise Rotary Park acts as an entrance. This intersection is where the C-1 zoning ends and C-2 zoning begins, changing downtown's development form. One might suggest the northern entrance into downtown to be at Milwaukee Avenue and Winchester Road where there is potential for future development at a dated commercial area. The zoning here changes to C-3, which is more auto-oriented than either C-1 or C-2. The urban form begins to become less pedestrian-friendly and standalone buildings repeat like Jimmy John's and Midas. With two living and working populations to the north (Winchester House and Lake County Government) this area could become an asset for them and bring additional people into downtown.

Downtown Libertyville's sense of place and distinct edges make it clear people are somewhere unique and important. Downtown visitors don't tend to go north of the railroad tracks or too far from Milwaukee Avenue because it feels like they are leaving a specific place. Strengthening and broadening this focused and visible boundary gives downtown visitors and businesses "a vital and active Village Center that serves as a focus of community life and business activity," as listed in the Comprehensive Plan goals. This larger boundary includes key existing sites such as Sunrise Rotary Park, Cook Park, Libertyville Village Hall, the Metra train station, the parking deck, Cook Memorial Public Library, and an abundance of businesses. The urban design guidelines presented on the following pages aim to give more direction related to the newly described boundaries of downtown Libertyville.

There are many physical elements, large and small, that define the character of Downtown Libertyville. While an animated and exciting place, much of the district's brand is drawn from a quaintness and historic character. Extension of existing urban design elements and addition of new ones must be cognizant of preserving that balance.

## PUBLIC SPACE IMPROVEMENTS

Public space improvements suggested in this section relate to publicly owned and controlled areas in the Village. These spaces are designed and maintained to affect residents, visitors, and development. Unique, vibrant, and well-maintained public spaces such as sidewalks, plazas, and streets display the Village’s investment in its community and could encourage development to locate in Libertyville, especially in the downtown.

### GATEWAY AND WAYFINDING SIGNAGE

Gateway signage announces to people they have arrived in a specific place and wayfinding signage leads people to various places within an area. Libertyville’s existing decorative banners on light posts act as gateways into downtown and show people it continues along Milwaukee Avenue. The recommendations below continue the signage strengths of downtown Libertyville and add appropriate signage where opportunity presents itself:

- Continue decorative banners on light posts throughout downtown to show where downtown is located.
- Add welcoming gateways downtown at Milwaukee Avenue and Winchester Road, and Milwaukee Avenue and Maple Avenue.
- Place wayfinding kiosks at key intersections and sites to orient people to what they’re hoping to do downtown such as shopping, recreation, restaurants, transit, bike routes, and parking. They could encourage people to walk throughout the entire downtown while showing distances to promote walkability, especially from the Metra station. Kiosks can be placed at the Metra station, boundary entrances into downtown, and parks.
- Keep signage consistent with guidelines set in C-1 zoning to make the look of signs continuous. New banners, gateways, signage, and lighting can be kept consistent in material, design, and color to promote a harmonious and distinct sense of place in the downtown.



Example from Decatur, IL



Examples from Bellevue, WA, and Salt Lake City, UT

Photo sources: Sternberg Lighting, Downtown Bellevue Network, Commercial District Advisor

## DECORATIVE LIGHTING

Downtown’s existing light posts found along Milwaukee Avenue are useful both for safety and wayfinding, and allow for a visible locator of downtown Libertyville. The two black styles (tall with banners over the street and short to light the sidewalk) can be continued along Milwaukee Avenue from Maple Avenue to Winchester Road.



## LANDSCAPE PLANTINGS

Downtown currently has street trees along Milwaukee Avenue that provide a visible locator of where downtown is, give character to Milwaukee Avenue, and act as a buffer between pedestrians and the street. The following recommendations can enhance the area:

- Continue street trees on Milwaukee Avenue both north and south of the railroad tracks.
- Consider type and placement of trees to allow for visibility of storefronts and signage when possible
- Improve private landscaping maintenance.
- Incorporate opportunities to use native plantings and other best management practices for drainage.



## STREET FURNISHINGS, PRODUCTS, AND BIKE AMENITIES

These design features add character, utility, and a continuous design to downtown. As they will only repeat within downtown’s boundaries, they can create a distinct sense of place and clear edges of downtown. The recommendations include:

- Add benches along Northern Milwaukee Avenue.
- Add bike racks along Northern and Southern Milwaukee Avenue.
- Add trash cans along Northern Milwaukee Avenue.
- Incorporate opportunities to use permeable pavements and other best management practices for drainage.
- Designs of benches, bike racks, and trash cans can reflect materials, colors, and designs of earlier gateway and wayfinding recommendations.



Examples from Laramie, WY and The Dalles, OR

Photo sources: Meg Thompson Public Art, The Dalles Chronicle

## SIDEWALK CONNECTIVITY

The sidewalk widths vary from Southern Milwaukee Avenue to Northern Milwaukee Avenue. They become narrower, which leaves less room for street furnishings and trees, and they lack buffering from the busy street. Wider sidewalks would complement the existing Southern Milwaukee Avenue’s widths and the pedestrian character of Milwaukee Avenue would be enhanced, as street parking is not a buffering option on Northern Milwaukee Avenue. The main recommendation is below:

- Widen sidewalks on Northern Milwaukee Avenue.
  - This recommendation is further explained later as a Privately Owned Property Improvement. As properties redevelop, wider sidewalks would replace existing ones.

## SUMMARY OF PUBLIC SPACE IMPROVEMENTS

The combination of these design guidelines can create a more visible downtown by building on its successes, encouraging pedestrians to walk to both ends of downtown by expanding the physical character, and unifying downtown through continuous urban form.



## PRIVATELY OWNED PROPERTY IMPROVEMENTS

### BUILDING DESIGN

Much of downtown Libertyville’s character comes from its buildings. Continuing some of Southern Milwaukee’s building elements north, across the railroad tracks to Winchester Avenue, can help lengthen the downtown and give character to buildings currently lacking Libertyville’s typical design. As buildings redevelop, they can accomplish the goal of this plan by following these urban design guidelines:

- Building fronts face Milwaukee Avenue (including corner lots).
- No front setbacks or front yards.
- The Transportation plan chapter recommends a new Pace bus stop with attractive and functional passenger waiting area amenities, on the west side of Milwaukee north of the railroad tracks. If Pace determines a stop is needed, the selected site will need to have enough room to accommodate the widened sidewalks mentioned earlier in this chapter, as well the new bus shelter. Therefore, the zero setbacks/front yards requirement would be modified in that location to safely accommodate the shelter to allow it to be a gateway into the area.
- Building heights remain at a 3 story or 45 foot maximum. This is the current requirement in zones C-1 to C-4.
- Building facades remain visually compatible with buildings on Southern Milwaukee Avenue regarding window heights, proportions of openings, materials, textures, and colors.
- Incorporate awnings and lighting, when possible, consistent with size and height of others on Southern Milwaukee Avenue.
- Continue the existing design review process to regulate and emphasize a variety of building designs that fit into downtown Libertyville’s existing fabric.

## SITE DESIGN

Site design is key to enhancing the pedestrian feel of any new development downtown. Future sites that better match those on Southern Milwaukee Avenue can allow for buffering from the street, additional design features and amenities, and new plantings. As properties redevelop, they would follow these urban design guidelines:

- Widen right-of-ways north of the railroad tracks to include 10 foot sidewalks with 10 feet of parkway.
- Incorporate sustainable landscape practices on sites and in parkways to manage and filter stormwater.
- Zero front setbacks along sidewalk and parkway.
- Place parking behind or next to building whenever possible to decrease its visibility from Milwaukee Avenue.
- Limit curb cuts and place access on side streets when possible to keep continuous street frontage.
- Incorporate urban plazas, open spaces, and pedestrian alleyways when spacing between buildings occurs to avoid front setbacks and keep a continuous street frontage of interesting uses.
- Screen parking lots from Milwaukee Avenue and residential areas with landscape plantings.
- Keep business signage consistent with existing regulations found in C-1 zoning.

## FAÇADE IMPROVEMENTS

These guidelines apply primarily to the commercial developments south of Winchester Road and north of Ellis Avenue along Milwaukee Avenue. As discussed in the land use and zoning chapter, this area is recommended to be rezoned C-2 to better match developments to the south. However, because the process for these properties to redevelop can be expected to require acquisition of multiple properties and be time consuming, a short-term façade improvement program can be put in place. This program would allow the Village to invest in existing buildings to increase success of both the business and commercial area as a whole. The urban design of this area could improve and complete the continuous downtown Libertyville atmosphere, drawing more visitors north should the Village opt to start such a program. The following guidelines can be applied:

- The funding need for this type of program generally comes from tax increment financing or general funds.
- The program could use a matching grant, where the Village of Libertyville pays 50% of a project's costs.
- The Village can choose maximum project costs (such as \$10,000 for retail, and \$25,000 for restaurants, with \$1,000 being the minimum project cost).
- The Village Staff would work with the owners to review the application and materials before submission. Once the application is submitted, Village Staff would review and decide if it should be forwarded to the Village Board for action. Rehab work would commence after Board approval.

## CONCLUSION

The combination of these urban design guidelines are proposed to create a downtown environment that builds on Libertyville's existing successes of zoning and character, expands those successes into areas currently lacking that same downtown sense of place, and unifies the entire area into one downtown Libertyville. Applying these concepts will help future residential and commercial developments be integrated into downtown. The increased connectivity on both sides of the railroad tracks would encourage more people to experience the entirety of downtown as one area. Lastly, the existing character of downtown Libertyville would not be changed, but instead embraced and kept consistent into the future.





# Section 6

## **implementation**

### **Introduction**

In order for the concepts and recommendations of this plan to become possible in downtown Libertyville, an implementation plan needs to be put in place to bring together the necessary resources. Phasing will give a sense of when a project will begin and end while the listed partners are potential leaders and/or collaborators in the effort. The estimated cost and potential funding sources display how a project could be implemented.

## PHASING

Ongoing

Near-Term: Years 1-2

Intermediate-Term: Years 3-5

Long-Term: Years 6+

## LAND USE AND ZONING

LAND USE AND ZONING				
Rezone properties near Winchester Road currently zoned C-3 to C-2 (specified on page 14)	Near-Term	Village	Staff	Village
Apply the site elements recommended in this plan to proposals for the Trimm site	Intermediate-Term and Long-Term	Village, future developers	Staff, developer's costs TBD	Developer
Meet with property owners within Key Development Sites 2 and 3 to explain the site concepts presented in this plan	Long-Term	Village, property owners	Staff	Village

TABLE 6: IMPLEMENTATION

Further explanation of partners, resources, funding sources, and organizations discussed in the Implementation Section can be found on page 63.

Implementing any plan typically focuses around opportunities from new developments proposed to the Village, grant sources that become available, or decisions made at budget time. In all cases, these need to be conscious decisions, made with a clear eye toward adding value to downtown without diminishing the character that makes it a special place.

## PHASING

Ongoing

Near-Term: Years 1-2

Intermediate-Term: Years 3-5

Long-Term: Years 6+

## TRANSPORTATION

ACTION	PHASING	PARTNER(S)	RESOURCES/ ESTIMATED COST	POTENTIAL FUNDING SOURCES
<b>TRANSPORTATION: MILWAUKEE AVENUE RAILROAD CROSSING</b>				
Milwaukee Ave. traffic study	Near-Term	IDOT, ICC	Consultant study	Village
Identify funding sources; prepare grant applications	Near-Term	IDOT, ICC	Staff; consultant	Village
Implement Milwaukee Ave safety improvements	Intermediate- Term	IDOT, ICC, Lake County	TBD	STP, TAP, CMAQ
<b>TRANSPORTATION: LOCAL STREET IMPROVEMENTS</b>				
Develop Neighborhood Slow Zone program and toolbox	Near-Term	Village, Lake County	Staff/consultant	Village
Implement Neighborhood Slow Zone	Ongoing	Village, Lake County	TBD	STP, SRTS
<b>TRANSPORTATION: PEDESTRIAN AND BICYCLE NETWORK</b>				
Update Bike/Ped Plan	Near-Term	Lake County	Staff time	Village
Adopt Complete Streets Policy	Near-Term	Lake County, Smart Growth America	Staff time	Village
Identify / add bike parking locations	Near-Term	Local businesses	Staff time; Bike racks – cost varies per design	Village, ITEP, IDNR, RTA
<b>TRANSPORTATION: PEDESTRIAN AND BICYCLE NETWORK (CONTINUED)</b>				
Update crosswalks, repair deficient sidewalk segments	Ongoing	IDOT, Lake County	TBD - Updated crosswalk striping est. \$1500/location; new sidewalk cost varies per location & size	Village, STP, RTA
Assess driveway/pedestrian conflicts		IDOT	Staff time	Village
Expand bicycle network per Bike/Ped Plan		Lake County	TBD – Varies: on/ off street, signage, distance, etc.	ITEP, IDNR, Lake County
<b>TRANSPORTATION: TRANSIT NETWORK</b>				
Outreach with major employers	Ongoing	Pace, Metra	Staff time	Village, Pace, RTA

TABLE 6: IMPLEMENTATION

## MARKETS

Libertyville's Milwaukee Avenue corridor has two sets of opportunities that will positively affect Metra ridership and business growth — both north and south of the Metra station. New housing at study area sites remains the area's most significant market opportunity, combining additional housing choices for area residents with increased population and consumer demand for local businesses. The study area's commercial locations, including the Village's Main Street district, also have the opportunity to pursue business growth in new ways that respond to market realities and emerging trends.

Along Milwaukee Avenue, the area north of the Metra station will change as site assembly and redevelopment occurs over time. It will also retain its more auto-oriented uses and character. Future business tenancies in this north sector will be a function of market interest and each project's economics. For Milwaukee Avenue south of the tracks, the Village and MainStreet Libertyville (MSL) can capitalize on emerging trends in all uses to supplement the district's business mix and to attract new customers and investors. Those trends, as described in the Market Assessment, include:

- The unique "experience"—creating enthusiasm and excitement and incorporating emerging uses.
- The impact of "Millennials" on commercial uses and housing.
- Restaurants as a retail sector opportunity.
- Post-digital effect .
- "Localism" in all uses.
- Redefined suburban housing—more choices and near urban amenities.

Fostering independent retail was emphasized by Main Street organizations for nearly thirty years<sup>1</sup>. Within this context, the Village and MainStreet Libertyville (MSL) have worked collaboratively to ensure the strength of Milwaukee Avenue as a shopping locale. Implementation will need to encompass two approaches--recognizing the seismic market shifts occurring in the retail sector, and encouraging the potential for new, emerging, and temporary uses<sup>2</sup> in all sectors to attract a next generation of customers and business owners to Milwaukee Avenue. In addition to broader market change, successful and established Main Street districts nationally are facing multiple business transition issues. As one example, many Main Street business owners, particularly retailers, are approaching retirement age and should be formulating plans to close, sell, or transfer store ownership. Strategically, managing change in Milwaukee Avenue's overall business mix throughout plan implementation will be critical to the district's future success.

The following implementation steps will require an expanded approach by the Village and MSL in mix management. Both entities have significant economic development expertise and access to regional resources to help Main Street businesses of all types transform, grow, and succeed. This expanded approach can also capitalize on MSL and the Village's long-standing relationships with Milwaukee Avenue's business and property owners and with the regional real estate community. Broader market trends are altering how and what types of downtown businesses can succeed, now and in the future. The tactics to foster economic vitality and to attract new investment are also changing. Ultimately, a focus on growing the numbers of downtown residents, employees, and businesses, including retailers and restaurants, will sustain Libertyville's traditional downtown and the rest of the study area.

*1 Recent and ongoing change to the Main Street Four Point Approach, ® known as the Refresh process, focuses on creating a strong local economy and entrepreneurial culture based upon market realities for all uses versus emphasizing retail retention and recruitment as the primary strategy for economic vitality.*

*2 Temporary uses encompass retail, restaurant, and office events held on the street or in vacant ground level spaces. Events can last from a day to several months and often occupy vacant space in traditional commercial districts. Examples include food trucks, seasonal retail pop-ups, and shared working spaces. These types of events permit potential entrepreneurs to test their new business concepts. If used effectively, temporary uses benefit both the district's existing businesses and the entrepreneurs. In addition, they can be a source of new and exciting tenants for Libertyville's downtown.*

**PHASING**

Ongoing  
 Near-Term: Years 1-2  
 Intermediate-Term: Years 3-5  
 Long-Term: Years 6+

**MARKETS (CONTINUED)**

<b>ACTION</b>	<b>PHASING</b>	<b>PARTNER(S)</b>	<b>RESOURCES/ ESTIMATED COST</b>	<b>POTENTIAL FUNDING SOURCES</b>
<b>MARKETING</b>				
As part of ongoing outreach to downtown business owners, identify those business owners with plans to expand or to open a new downtown Libertyville business concept. Also, discuss ways that MSL and the Village can assist these owners with their growth plans, such as identifying potential locations	Near-Term	Village, MSL, downtown’s business and property owners, and local commercial brokers	Staff, MSL	Village
In these business owner outreach meetings, ask business owners for names of business recruits that would be strong downtown co-tenants and/or seeking new locations and/or to check with their suppliers about area businesses interested in expansion	Near-Term	Village, MSL, and downtown’s business and property owners	Staff	Village
Identify area partners and local resources to assist with two types of business growth assistance: with business succession planning and with identifying potential entrepreneurs for downtown locations. Structure these partnership resources according to the changing needs of Main Street businesses learned through ongoing outreach	Near- to Intermediate Term/Then, Ongoing	Potential partners include College of Lake County and it’s Small Business Development Center; Lake County Partners; GVHL Chamber; Lake Forest College Business programs, and other regional resources, such as Chicago’s Women’s Business Development Center, Loyola University of Chicago’s Family Business Institute for succession issues, or participating universities in University Center of Lake County.	Staff	Village

**PHASING**

Ongoing  
 Near-Term: Years 1-2  
 Intermediate-Term: Years 3-5  
 Long-Term: Years 6+

**MARKETS (CONTINUED)**

<b>ACTION</b>	<b>PHASING</b>	<b>PARTNER(S)</b>	<b>RESOURCES/ ESTIMATED COST</b>	<b>POTENTIAL FUNDING SOURCES</b>
After identifying the programs and resources available through the suggested partners noted above, facilitate access to those resources by downtown businesses or potential entrepreneurs. This work can be strategically applied to tenants by use, such as retail and small office/service, and by location, meaning Milwaukee Avenue or side streets	Near- to Intermediate Term/Then, Ongoing	Village and MSL		
Identify and organize temporary retail and restaurant uses to attract new consumers to downtown and the Village	Ongoing	MSL and downtown’s business and property owners, with Village assistance	Staff	Village
Identify and attract home-based business owners and emerging Libertyville entrepreneurs, such as Farmers Market vendors, to available downtown locations, as appropriate	Near- to Intermediate Term	Village, MSL, and downtown’s business and property owners	Staff	Village
Increase downtown employment incrementally, including new formats, such as co-working or shared workspaces.	Near- to Intermediate Term	Village, MSL, and downtown’s business and property owners	Staff	Village
Develop any incentives, as needed, to address future retention/recruitment challenge	Long-Term	Village and MSL	Staff	Village
Continue to work with downtown property owners and the real estate community to support downtown business recruitment	Ongoing	Village and MSL	Staff	Village
Continue to work in collaboration, as appropriate, on downtown residential development	Ongoing	Village and MSL	Staff	Village

TABLE 6: IMPLEMENTATION

## PHASING

Ongoing

Near-Term: Years 1-2

Intermediate-Term: Years 3-5

Long-Term: Years 6+

## URBAN DESIGN

ACTION	PHASING	PARTNER(S)	RESOURCES/ ESTIMATED COST	POTENTIAL FUNDING SOURCES
<b>URBAN DESIGN</b>				
Extend existing streetscape elements (decorative banners, light posts, street trees)	Ongoing	Village	TBD regarding amount	TIF, SSA, BD, PPP, ITEP, Village
Install welcoming gateways and way finding kiosks at key locations	Near-Term	Village	TBD regarding design and amount	TIF, SSA, BD, PPP, ITEP, Village
Encourage new development to align with the public and private improvement/design recommendations in this plan	Ongoing	Village	Staff	Village
Install new street furniture along Milwaukee Avenue evenly with compatible design to other streetscape elements	Near-Term	Village	TBD regarding design and amount	TIF, SSA, BD, PPP, ITEP, Village
Apply the existing design review process to future development	Ongoing	Village	Staff	Village
Encourage sustainable landscape practices in new development	Ongoing	Village	Staff	Village
Implement a façade improvement program (see page 55 for further details)	Intermediate-Term	Village, local business and property owners	Staff, TBD regarding cost structure of program	Village, TIF

TABLE 6: IMPLEMENTATION

## LOCAL MUNICIPAL RESOURCES

These funding options can potentially supplement the Village of Libertyville's general revenues and capital improvement plans.

**Tax Increment Financing (TIF)** – A TIF is a special area designated by the Village for public improvements within that area that will help generate private development. The taxes derived from the tax increment (increases in assessed property values) resulting from any new development and infrastructure improvements would go either into a special fund created to retire bonds issued to originate the development or leverage future growth in the TIF district.

**Special Service Area (SSA)** – An SSA could be used for infrastructure, maintenance, or area management in an area defined by the Village of Libertyville. The revenues could support bonding or generate a revenue stream for projects within the area.

**Business District (BD)** – A BD can generate additional sales tax revenue for specific purposes, like the eligible uses for a TIF. It is typically for commercial and mixed-use areas that redevelop for retail uses.

**Public/Private Partnerships (PPP)** – These partnerships between the Village of Libertyville and a developer can help facilitate proposed development or extension of municipal utilities. The partnerships could be established through legal negotiations and performance standards.

**Other tools** – Tax abatements that support capital projects or sales tax rebates could be applicable.

## TRANSPORTATION RESOURCES

**Illinois Transportation Enhancement Program (ITEP)** – ITEP promotes alternative transportation options and streetscape beautification. The federal funds are awarded competitively, and any local or state government is eligible to apply. Local matching funds are required, and work must begin on the projects within three years. Projects must fall into specific categories in the ITEP Guidelines Manual, and they must relate to surface transportation to qualify.

**Surface Transportation Program (STP)** - The program provides funding that may be used by states and localities on any Federal-aid highway, bridge projects on any public road, transit capital projects, and bus terminals and facilities. The federal share for the program is generally 80%.

**Transportation Alternatives Program (TAP)** - The TAP was authorized under the federal transportation bill, Moving Ahead for Progress in the 21st Century Act (MAP-21). It provides funding for programs and projects defined as transportation alternatives such as on- and off-road pedestrian and bicycle facilities, recreation trail program projects, and safe routes to school projects.

**Congestion, Mitigation and Air Quality Improvement (CMAQ)** - Improvement funding is available via the Federal Highway Administration (FHA) and IDOT. CMAQ is a program intended to reduce traffic congestion, improve air quality and intersections, and increase and improve many transit option like biking and walking. These funds are available through the Chicago Metropolitan Agency for Planning (CMAP). CMAQ funded phases require a minimum 20% local match.

**Safe Routes to School (SRTS)** - The SRTS program is administered by IDOT. The program uses a multidisciplinary approach to improve conditions for students who walk or bike to school. Illinois SRTS funds infrastructure improvements and non-infrastructure projects. Schools, school districts, governmental entities, and non-profit organizations are eligible. Projects may be organized on a variety of jurisdictional levels.

**Illinois Department of National Resources (IDNR)** - The Department administers several outdoor recreation grant programs such as the Bicycle Path Program and Recreational Trails Program.

**Regional Transportation Authority (RTA)** - The Community Planning Program provides funding for implementation and planning projects that benefit the community and the regional transit system. Eligible implementation projects include zoning code updates, TOD developer discussion panels, pedestrian access improvement plans, and other innovative implementation approaches. Eligible planning projects include TOD plans, and corridor, subregional or local access improvement plans.

## **ORGANIZATIONS AND DEPARTMENTS**

**Illinois Commerce Commission (ICC)** - The ICC administers and enforces safety requirements for track, facilities, and equipment belonging to rail carriers in Illinois. Some key functions of the ICC include: managing crossing safety projects paid, in part, by the Grade Crossing Protection Fund; engineering oversight of all safety improvements and/or modifications to the State's public highway/rail crossings; and engineering oversight of all improvements/modifications to highway traffic signal systems interconnected with railroad warning devices.

**Illinois Department of Transportation (IDOT)** - IDOT designs and maintains the state's transportation system, working with safety, quality of life, congestion, and mobility. The department works with all modes of transportation.

**MainStreet Libertyville (MSL)** - MSL is a non-profit organization that focuses on economic development and historic preservation in downtown Libertyville. It is volunteer-based and affiliated of the Illinois Main Street program and National Main Street program.



# Section 7 **appendix**

## Contents

- Existing Conditions Report