



*Village of Flossmoor*

**COMPREHENSIVE  
PLAN**

**ADOPTED FEB. 3, 1986**

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## CHAPTER 1

### INTRODUCTION

This comprehensive plan for the Village of Flossmoor is the culmination of significant studies and discussion that have been underway for the past several years. The last comprehensive plan was prepared and adopted in 1961. At that time large areas of the Village were undeveloped. In the twenty-five years since that plan was completed large areas of neighborhoods such as Heather Hill have been developed with new homes. New condominium complexes were constructed. New businesses such as the Flossmoor Commons were built. School enrollments were expanding then began declining. Park sites were acquired and developed. New public buildings, such as the Village Hall were constructed. The Library rehabilitated and expanded its facilities. And, finally, Lake Michigan water was brought to the Village.

More than a decade ago regional planners projected that Flossmoor would grow to over 12,000 people during the 1980's. One major development on the land known as the Meinheit farm was to have housed over 2,000 people. However, the national and regional economies slowed in growth. With the rise of interest rates to historic highs for residential and commercial construction, the pace of growth slowed. By 1980 Flossmoor had 8,423 residents (about 2,000 families) and the only significant amounts of vacant land were on the west side of the Village. Much of that land is still unincorporated.

Some of the significant characteristics of the population in 1980 were as follows: almost 9% of the people were over 65 years of age; the minority population was 7.4% and the black population 3.5%; over 50% of the labor force was in managerial and professional specialties; the mean household income was \$58,737; and 34% of the workforce commuted to the central city.

The census also showed that of the 2,785 dwelling units 15.2% were multi-family units. These multi-family units are concentrated on the fringes of the central business district and in the southwest along Governors Highway.

During the last several years it became apparent to Village officials that while the Village was not growing rapidly in population, there was still the need to do significant amounts of planning work. The Village had become attractive as a site for new retail business and office development. There are still large areas of vacant land to the west. The basic infrastructure system--water mains, sanitary and storm sewers, storm water detention facilities, and streets--require important decisions to be made about future investments. The Village commissioned major studies relating to streets and traffic, the sewer system, the water system and storm drainage. These studies were analyzed and distilled into a proposed capital improvement program by the Manager's office, and the Planning Commission developed a series of land development policies. The end result is this comprehensive plan.

The plan is organized and divided into the following major sections:

- The land use plan--map and narrative
- Land development policies
- Economic development goals
- Thoroughfare plan and transportation policies
- The capital improvement program

The Comprehensive Plan will guide the Planning Commission in its recommendations, and the Board of Trustees in its decision making for the future of Flossmoor.

## CHAPTER 2

### LAND USE PLAN

#### Introduction

One of the major purposes of a comprehensive plan is to guide the private and public development of land. Land use plans and policies help the community determine how it will develop over a long-range period of time. While development takes place on a parcel-by-parcel basis and Village officials are required to pass judgment on particular developments at particular locations, it is highly desirable to have a general policy on land development that will guide this decision-making so that new development: is compatible and harmonious with existing development, is developed to high community standards and is served by the appropriate public utilities and street system so that we arrive at a harmonious and efficient Village development pattern.

Developing, discussing and adopting land use plans and policies provide an opportunity for Village officials and the community as a whole to think about the future of the Village in a comprehensive way without the immediate pressure of a particular development proposal. The process enables the Village to decide how it wants to develop and where certain kinds of land uses--such as residential areas, retail business, offices, and public uses--should be located and at what scale and intensity of development. The process of developing a plan enables Village officials, administrators and citizens to blend and balance policy and technical factors. For example, while Flossmoor is predominantly a residential community, it also needs and desires business services. Business centers must blend into a residential community so that business is a good neighbor with adjacent residential areas. At the same time new development--whether business or residential--requires adequate water and sewer service, access to streets that can handle the traffic, and must also take into account, depending on the location, protection from flooding and storm drainage problems. A land use plan and policy statement can provide a useful benchmark against which to judge particular development proposals.

Developing and implementing land use policies in the mid-1980's is not particularly an easy job, if it ever was. Given the uncertainties of the national economy and the local real estate market, development trends are by no means clear. For two or three decades following World War II suburban planning was essentially a process of getting ready for and accommodating a booming economy, expanding families, and population growth. The national and regional economies of the mid-1980's, however, are far less predictable. Today we experience large fluctuations in interest rates, energy costs, and economic development. Plans for projects are prepared, discussed and approved, and don't get started. Or, they get started and do not get completed at the rate originally projected. One year there may be a strong market in single-family construction and the next year only multi-family units are being built.

With this type of economic situation some people may wonder whether it is possible to plan at all. Not only is it possible, though difficult, but it is essential. However, the kind of planning that must be done cannot be rigid and precise because no one can predict exactly how development may occur in the future. Thus, what is needed is a flexible approach that tries to keep a community's options open. This land use plan and set of policies attempt to set a general framework for future development for Flossmoor. There are two components to the Village's plans for future land use development: (1) a land use map, which shows the general locations for future land development. It should be noted that while lines must be drawn on a map, there is no effort to set precise boundaries on a parcel basis; (2) a set of land development policies that provides guidelines for the Planning Commission and Village trustees when particular development proposals are made. These policies deal somewhat with location prin-

principles, and more particularly with standards for development. These policies are further developed and refined in the standards contained in the Zoning Ordinance, Land Subdivision Regulations and Appearance Code.

### A Critical Land Development Issue: Storm Water

Contending with storm water in Flossmoor is such a critical issue that any land development proposal must deal with it as a high priority to be considered at the beginning, not as an afterthought. Thus, the land use plan, in contrast with land use plans in other communities, specifically identifies the general locations of the storm water detention basins that were identified in the 1984 study by the Donohue Company. These sites must be interpreted for general location only. Precise designations and boundaries can be made only after a detailed engineering study.

The land use map, which accompanies this narrative, will be described by separate geographic areas beginning with the Sunnycrest area, moving more or less clockwise around the Village.

### Sunnycrest and The Triangles

The area generally known as Sunnycrest provides the most important future development potential for the Village. The area is generally bounded by Flossmoor Road, Kedzie Avenue, Vollmer Road and Crawford Avenue. This area includes the two triangles created by the intersections of Kedzie Avenue and Governors Highway.

The land use plan for this area deals with the policy issues relating to development of vacant and partially developed land. Some of this land is still unincorporated territory.

The major undeveloped portion is the 138 acre tract known as Meinheit Farm. During the past twenty years there have been two development proposals for this which did not materialize. In August of 1989 the property reverted to R-1 Single Family residential in accordance with the terms of the 1975 annexation agreement.

The Plan Commission believes that the farm site has great potential, but the parcel must be carefully planned so that the entire parcel is developed under a unified plan of development. Such unified development would be assured, for example, if a single use occupied the entire site. If such a single use did not materialize, the importance of a comprehensive site plan for several uses is a critical factor. The Plan Commission would not wish to see the site developed with a fragmented ownership, multi use pattern, that lacked a clear sense of development timing and development staging. A demonstration of economic feasibility would be an essential prerequisite. If portions of the site were developed and other portions vacant in a checkerboard fashion, the end result would be undesirable. Given that the parcel is bordered on two sides by single family uses and that streets go through residential areas, a high quality site plan that protects the area is essential.

The land use plan also shows that the farm would require a detention basin of approximately 5.7 acres.<sup>1</sup>

<sup>1</sup> Note: The sizes of all detention basins are taken from the Donohue Report. These could be larger or smaller when actually developed since the number of acre feet of detention can be accommodated with various depths, depending on design.

The entire Sunnycrest area is bounded by major arterial streets, which are potential locations for higher intensity development. Both apartment and office projects are located or under construction on the west side of Kedzie or Governors Highway. The land use plan proposes that this general development trend be affirmed with the policy that such development is encouraged along these two arterials. The plan proposes that retail uses be concentrated in the southern triangle, bounded by Governors, Kedzie and Vollmer Road, and that no retail uses be encouraged or permitted on the west side of Governors Highway, or Kedzie Avenue north of the intersection with Governors Highway. The reasons for this policy are that the north triangle is currently multi-family residential, and that the land immediately to the west is entirely residential along the east-west streets. The present multi-family developments and new office developments would provide a better transition in land uses.

The land plan designates the entire southern triangle as retail and business use. In addition to the number of existing commercial uses, such as the Flossmoor Commons and the Community bank, a number of plans for additional development have been planned, approved or under consideration. The plan calls for two physical facilities that require the cooperation of developers: (1) a 1.7 acre detention basin; and (2) a system of interior drives that will function as local streets to prevent excessive numbers of driveways on the arterial streets.

The land use plan for this area must also deal with the fact that there are three major condominium projects that remain uncompleted, in comparison to the original development plans. The Tamarac Condominiums were originally planned to extend west of the present location. The Chestnut Hill development is only about half completed. The Baythorne development is less than 20% completed. Given these incomplete projects, the Village should be reluctant to consider multi-family projects anywhere else in the Village, until the market changes. It should also be noted that each of these projects involved a proposed detention basin in the Donahue report.

The area immediately south of the farm was annexed to the Village during 1988 - 1990. This area is now known as Southwest Flossmoor to distinguish it from the unincorporated sections of Sunnycrest. This area is generally bounded by Meinheit Farm on the north, Central Park Avenue on the east, Vollmer Road on the south and Crawford Avenue on the West. The Economic Development Committee has reported that this area offers the most potential for development of a non-residential tax base for the Village. The land use plan calls for a combination of office and commercial uses in this area. However, it should be noted that it is believed that there is limited opportunity for major new commercial areas in the South Suburbs. The preliminary report of the Sunnycrest Neighborhood Development Plan stated that there is "limited potential for retail development" in the Village. It is recommended that any retail development be very specific and/or designed as part of a greater development (i.e. an office park). It is anticipated that the corner of Vollmer Road and Crawford Avenue will offer the most potential for this type of limited commercial development.

The northern boundary of this neighborhood area is largely developed on the south side of Flossmoor Road with single family residential uses. The plan proposed maintaining the residential character of Flossmoor Road.

The entire "interior" area of Sunnycrest, presently unincorporated, is predominately Single Family development on very large and especially deep lots. A number of years ago some of the homes needed increased maintenance. While no formal survey has been taken, it is the impression of observers of the area that many of the properties have been improved and maintenance significantly increased.

The Village recently departed from its long held policy of not forcibly annexing property. This step was taken only to protect what the Village held to be its interest. The Village felt that it must be in a position to control and benefit from the growth that is anticipated to occur in Southwest Flossmoor.

The Village assumes that, as development pressures increase and the amount of vacant land within the corporate boundaries is developed, all of Sunnycrest will eventually annex to the Village. The land use plan recognizes this. The land use plan sees the potential for some additional resubdivision. This land was studied before the adoption of the 1981 Zoning Ordinance. At that time, it was determined that numerous lots have depths greater than 300 feet and some as much as 600 feet. There is the potential, if landowners desire, to create new streets and frontages (similar to local street plans adopted for Southeast Flossmoor) so that lots of approximately 20,000 square feet could be created. The Zoning Ordinance residential district R-3 was designed for this potential development.

The land use plan also designates a number of detention basins, not previously mentioned, in locations on Kedzie Avenue; north and south of 192nd Street, east of Central Park Avenue; immediately west of Tamarac and north of 198th Street near Crawford Avenue. In the event of residential development in this area, the concerns of the Park District for recreational land and possible needs of the School Districts should be considered.

A word of caution is in order regarding the land fronting the major streets of this area (except Flossmoor Road)--there are approximately 1-1/3rd miles of frontage of land that the real estate industry, developers and communities consider as being potential retail, office and multi-family development sites. This is a very large amount of land and no one can predict the proportion of it that will develop in the future over any given period of time. Generally such land is the subject of sales, consolidations and speculation. The Village needs to be prepared to study each development proposal with particular emphasis on how it relates to the general development pattern along a particular frontage, and needs to exercise great care in site plan details relating to adjacent uses.

The land use plan contains one site for public use--in the vicinity of the southwest corner of Flossmoor Road and Kedzie Avenue is a site owned by the Village which is contemplated as a future Public Works Department facility. In addition, there is a demonstrable need for an elevated water storage facility to provide the Sunnycrest area with adequate water pressure and volume for domestic and fire fighting purposes. The northeast corner of the recently annexed area is the highest point in Sunnycrest. This fact makes it the most logical general location for elevated storage. However, due to issues of timing and sequencing, the Village may wish to consider other appropriate locations for this facility.

#### Highlands - High School

The land area generally bounded by Governors Highway, Flossmoor Road, Crawford Avenue and the Homewood and Hazel Crest municipal boundaries is an area predominantly residential, with significant open spaces--the Cherry Hills Country Club and the Homewood-Flossmoor High School site. The western portion, generally known as the Highlands neighborhood, was platted before being annexed to the Village of Flossmoor. Consequently, many of the lots are smaller than the Flossmoor average. The neighborhood has developed as a pleasant residential area and the Planning Commission has adopted a policy of encouraging lot consolidations so that individual residential sites are generally larger than the original one.

Except for a few scattered vacant parcels, the only remaining vacant land is a strip of lots on the east side of Crawford Avenue north of Flossmoor Road. The plan designates this for single-family residential use.

Because the area was platted before annexation, there are also some utility and street issues that will need to be addressed in the future. For example, the western part of the area is presently served by public sewer, but relies on private wells for water supply. At some time in the future the residents may wish to cooperate with the Village to bring public water supplies to the neighborhood. In addition, the streets were never built to the standards currently contained in the land subdivision regulations, and some residents have expressed concerns about long-term maintenance and potential improvements.

The Cherry Hills Country Club is used for open space as a golf course. It also functions as an important detention storage area. Not all of the Country Club is within the municipal boundaries of the Village. The west side of Kedzie Avenue is also the site of the Homewood-Flossmoor Park District Maintenance Center. The entire area is designated as open space in the land use plan.

The Homewood-Flossmoor Community High School is a major size facility. The high school has studied its enrollment projections and has determined that the North Building will not be needed for high school purposes if present enrollment trends continue. The district plans to gradually use the facility for other educational purposes, not conducted by the district, on a lease basis; thus, solving a potential reuse problem for the community.

The Homewood-Flossmoor Park District Ice Arena is located on Kedzie Avenue. The Donohue engineering report on storm water improvements identified it as a site that should contain a curb or berm to control flooding.

The only land presently largely undeveloped is a strip of approximately 300 feet by 1,200 feet between Governors Highway and Kedzie Avenue. Two facilities--the Calvary Temple and the South Suburban Jewish Community Center--use only a portion of their own parcels. The majority of the land to the west is held in other ownership. The land use plan calls for it to be developed for single-family residential use. In addition, the Village cooperated with Homewood planning officials when an area in Homewood adjacent to the site was developed. There will be a local street connection provided.

In order to alleviate storm water drainage problems, the Donohue report has also proposed the construction of new pipes or culverts, both within the site of the high school and connection to the neighborhood east of Governors Highway.

### Old Village North

This neighborhood is bounded by Heather Road on the north, Sterling Avenue and the ICG on the east, Flossmoor Road on the South, and Governors Highway on the west. It is a neighborhood that is developed and contains some of the earliest homes constructed in the Village. The entire area, except for several public sites, is designated in the land use plan as single-family residential. (Note: The downtown area will be discussed below.)

The neighborhood is the site of the Junior High School, the Leavitt Avenue School (recently purchased by the Park District) and the former Public Library, which will be used as a church.

The Village Public Works Department has a facility on Sterling Avenue at Wallace Drive. It is used for equipment and material storage, contains a residential structure now used as an office, and a water storage facility. The Village will need to carefully study this site at the time it proceeds with plans for the new Public Works facility on Flossmoor Road. The facility is in the middle of a residential area.

This neighborhood has some storm water problems. The Donohue report recommends a 24-inch pipe or culvert to be constructed between Brumley Drive and the high school. In addition, portions of the Leavitt School site are identified as detention basin and new curb or berm construction is suggested for the Junior High School area.

### The Park

The Park is the neighborhood generally defined by the Homewood municipal boundary on the north, Dixie Highway, Flossmoor Road and the ICG Railroad. This area is largely developed and contains a number of attractive public and community facilities such as the Western Avenue School, Flossmoor Park, the Montessori School, the Flossmoor Church and the Community House. There is also a water storage facility on Western Avenue. The neighborhood is entirely developed and the plan designates the area as single-family residential.

The neighborhood has two distinct residential density patterns. Generally, the area south of Vardon Lane contains large lots and house, while the area to the north contains smaller lots. Over the years, there have been some lot consolidations in the northern part of the neighborhood. However, some of the small lots have created cases for the Zoning Board of Appeals relating to such things as garage construction and room additions. If any significant number of cases of this type occur in the future, the Zoning Board of Appeals and the Planning Commission may want to study the Zoning Ordinance and develop techniques to help alleviate such problems, while maintaining density and coverage standards.

The storm drainage study identified a 2.8-acre detention basin in Flossmoor Park. In addition, the study recommends a 42-inch pipe or culvert connecting this neighborhood and the Idlewild Country Club.

### Southeast Flossmoor and Dartmouth

The Southeast Flossmoor neighborhood is the entire southeast portion of the Village on both sides of Dixie Highway, north of Vollmer Road and east of Western Avenue. It is an area of a variety of housing types and lot sizes. Lot sizes vary from about 15,000 square feet in the vicinity of Tina Lane to several acres along Cambridge Avenue. It has been an area experiencing some new home construction, street improvements and some resubdivisions.

The land use plan calls for the entire neighborhood to be a single-family residential area, except for the northeast corner of Vollmer Road and Dixie Highway, being developed with offices. The business use at the Nelson Garden Center has been shrinking as recent replating requests have been submitted to convert the land to residential use along Lynnwood Court. This business is a legal nonconforming use.

Because of the variety of lot sizes in the neighborhood, there have been efforts in recent years to resubdivide some of the very large lots into smaller parcels that are more typical of today's land economic market. Thus, the Planning Commission has continued its policy of adopting minor street plans, as it did a decade ago, for the Tina Lane area. It has a plan for minor streets in the area of Princeton and Cornell Roads, and Hanover Lane. The

policy is not to require resubdivision, but rather to provide a street plan if private property owners desire resubdivision. Most recently, the Planning Commission studied and filed a conceptual street plan for the area west of Dixie Highway north of Knollwood Drive, in the event there is interest in resubdividing.

Street access has been improved in this neighborhood with the improvement of Princeton Road through a special assessment. There are a number of public or private streets in this area that are not built to current standards. Because there may be interest in the future in reconstructing these streets (either as private or public) the Village recently amended the land subdivision regulations to provide standards for a new residential street classification called a "Lane", together with right-of-way and construction standards.

Access from this neighborhood to the rest of Flossmoor also was recently improved with the construction of a bicycle path and bridge over Butterfield Creek.

Butterfield Creek presents some serious storm water and land development problems. As Butterfield Creek overflows its banks on a regular basis, damage to residential property occurs and significant problems of public access on public streets presents safety problems. The Village is currently cooperating with other public officials in the south suburban area, trying to identify area-wide and long-range solutions to flooding. The Donohue engineering report identified several detention basins: a 1.9-acre site east of Dixie Highway and two sites, 3.7 and 1.3-acres respectively, on the Flossmoor Country Club. In addition, the engineering report identifies numerous pipes or culverts to be constructed within southeast Flossmoor, connecting to the Idlewild Country Club, and connecting to the Flossmoor Country Club.

The flooding problems of this neighborhood are caused by the overbanking along Butterfield Creek during heavy rainstorms. The Village has been very cautious in approving development. The Village also feels that cooperation with upstream communities is necessary to solve the problems. The planning and development process is becoming more sophisticated as the Village learns more about the water flow characteristics and upstream runoff.

The Southeast Flossmoor area also contains the abandoned Flossmoor sewage treatment plant currently used by the Public Works Department for some material storage.

The entire Flossmoor Country Club is designated on the land use plan as open space--recreation--detention use. However, as land values increase, there may be some requests for development on parts of the country club. If such requests occur, the Village will have to develop detailed land use policies for the site.

#### Old Village South and Golfview

This area of Flossmoor is located south of Flossmoor Road, west of Western Avenue, north of Vollmer Road, and with the ICG Railroad tracks as its western boundary. The area contains many lovely homes, a mixture of old and new. It is also the site of the Irons Oaks Park, a beautiful wooded area adjacent to Butterfield Creek.

This neighborhood is almost completely developed with medium-sized lots generally north of Brassie Avenue and a mixture of large- and medium-sized parcels to the south.

The land use plan designates the entire neighborhood as single-family residential.

One of the problems in parts of this neighborhood is storm drainage and flooding relating to the overbanking of Butterfield Creek as discussed above. The Donohue engineering report recommends new pipe or culvert in the vicinity of Brassie Avenue and Second Private Road.

### Heather Hill

The Heather Hill neighborhood bounded by Flossmoor Road, the ICG Railroad, Vollmer Road, Kedzie Avenue and Governors Highway is almost completely developed except for lots along platted streets in the very south portion of the development. The neighborhood was developed according to a long-range plan of the developer and the Planning Commission that goes back over a decade. The neighborhood includes the Flossmoor Village Hall, Village Artists, the Infant Jesus of Prague Church and School, the Heather Hill Grade School, Heather Hill Park, and a Village reservoir and pumping station.

There is a vacant parcel still remaining at the northeast corner of Vollmer Road and Kedzie. The Planning Commission has considered the site a number of times in its planning for the Heather Hill area, because of the potential desire to develop it with business use. However, the Planning Commission has on file a conceptual plan that shows the site can be developed with single-family residential lots.

The land use plan designates all land in the neighborhood, except the public sites, as single-family residential.

The Donohue engineering report suggests several storm water improvements for the area adjacent to the ICG Railroad. One is a 1.9-acre detention basin to the northeast of Lawrence Crescent; and the second is a 1.5-acre detention basin in the vicinity of Kathleen Lane and Harolds Crescent as they meet Lawrence Crescent. In addition, new pipe or culvert systems are proposed along Berry Lane south of Bob-O-Link Road, Scott Crescent and Lawrence.

### Downtown

For a relatively small land area, downtown Flossmoor is a complex site. There are a number of complementary and competing uses and activities. Downtown now contains such uses as: retailers such as the bakery, drug store, jewelry, furniture, and clothing; service businesses such as a barbershop, video rental store, and a travel agency; governmental and public services such as the Post Office and the Library; and service businesses such as insurance and real estate.

All of these businesses have but a limited amount of parking. Potential future uses will always be limited to those uses that can survive and prosper with short-term, high-turnover parking.

In addition to the retail and service functions of downtown Flossmoor, it also serves as a major transportation hub with the ICG-RTA Railroad Station. Commuters, whether on foot, by car, or by bus, at times compete for very limited space. But this pedestrian traffic also helps downtown business and also is a key ingredient of convenient library service.

The parking problem in downtown is less an issue of the total quantity of parking, than it is an issue of the type and location of parking. That is, most of the on-street parking is very limited in numbers for the retail and service uses. However, the Village has been pursuing

programs to increase parking services downtown for a number of years in order to ensure an adequate quantity and type of parking. For example, the Village has a program whereby spaces on the west side of the library and west of the Civic Center Building can be rented by businesses. The library parking lot, in addition to serving the library, also has available parking at all times except between 3:00 a.m. and 8:15 a.m. The north commuter lot is divided between monthly fee parking for merchants and commuters. Residential streets surrounding the downtown have parking regulations that prevent commuter parking. Given that there is no additional vacant land in the downtown area, the Village parking allocation policies will be the key ingredient now and in the future to providing parking for all competing uses.

The Commuter Lot South parking facility will be a reconstructed, public parking lot.

The train station itself will be completely reconstructed by the RTA. Included in the improvements are the platform, warming house, gatehouses, and the north pedestrian passage, a facility that floods on a relatively regular basis.

Two significant public and public-private improvements have been made to the downtown in recent years. First, the new Library provides an attractive public service in a key location. Second, the public-private improvements of the sidewalks, street furniture, street lights, and landscaping have added immeasurably to the physical appearance of downtown Flossmoor.

The Appearance Commission and Village officials are working toward a downtown sign design policy, wherein the Village and merchants cooperatively determine the types and structures of signs that will be used in the future. When a design policy is developed and implemented over a period of time, yet another important link in downtown Flossmoor's appearance as an attractive business area will be added.

Storm water flooding is also a problem in downtown Flossmoor under the viaduct. The Donohue engineering report has pointed out that solving this problem will be difficult because of the limited pipe capacities and potential backwater from Butterfield Creek. The report points out that the solution of a storm water pumping station at the viaduct that would pump to a proposed detention basin in Flossmoor Park would be relatively expensive.

A long-run problem that may have to be faced in the future is that some of the downtown Flossmoor buildings are aging. Many were built decades ago and, therefore, require, as all older buildings do, increasing maintenance costs. Many of the businesses in downtown Flossmoor are relatively small, sometimes new, and have limited capacity to pay rents. In fact, the recent study of downtown signs showed that the cost of new signs is a significant investment for many of these businesses. There is a direct relationship between rental income and the amount of funds available for maintenance in any rental structure. This could be a problem over the long-run if downtown Flossmoor does not attract viable businesses.

There are a number of businesses along the north side of Flossmoor Road to the west of Douglas. The land use plan proposed that this area not be extended any further and that the business area be confined to its present boundaries.

## CHAPTER 3

### LAND DEVELOPMENT GOALS, OBJECTIVES AND POLICIES

The land use plan can be expressed only in part on a map. As a graphic device, the map shows how various geographic parts of the Village should be developed in the future according to land use classifications.

A map, however, cannot provide the detailed guidance on specific parcels when buildings are proposed to the Village. The policies listed below have been developed by the Planning Commission to help make better development decisions. (Specific site plan requirements are also contained in ordinances related to zoning, land subdivision, flooding, storm water detention and appearance.) These policies are divided into categories covering general land development, residential development, commercial land, and public land and buildings.

#### General Land Development Objectives and Policies

##### Objectives:

- Provide for the use of land within the Village of Flossmoor and within those areas likely to be annexed in a manner that will stimulate rational, orderly, and balanced development in accordance with recognized planning, design, and construction principles, thus providing a quality environment for all present and future Village residents.
- Ensure that land development compliments natural resources; is serviceable by the necessary utilities, adequate transportation, and other urban systems, incorporates high standards of design and construction; and provides for the logical and compatible development of property in accordance with overall community needs and preferences.

##### Policies:

- Permit land development where surrounding uses of land are compatible and where the proposed development will not be injurious to the value, use, or enjoyment of neighboring properties.
- Restrict land development in flood plains, or on poor soils to prevent development that might be detrimental to the public's health, safety, or welfare.
- Authorize only land developments that will have adequate water, natural gas, and electric utilities; waste water collection and storm drainage systems; fire and police protection; and traffic circulation system.
- Encourage planned unit developments to achieve a more satisfactory utilization of land than is possible under standard zoning and subdivision controls, and to achieve continuing Village control of land use changes within planned developments.
- Identify parcels of land that contain unique natural resources, are prone to flooding, or are in other respects "environmentally fragile", and attempt to protect these properties from changes in use.

- Channel major new growth to those areas where the necessary investment in public improvements has already been made unless overriding benefits to the Village or a favorable fiscal impact are documented.

### Residential Land Development Objectives and Policies

#### Objective:

- Maintain the predominantly single-family character of the community, while preserving the present diversity of housing styles, price ranges, and residential opportunities.

#### Policies:

- Support conditions which encourage homeownership, but which will protect rental opportunities in those locations where the community desires to preserve or encourage apartment units.
- Maintain a balance of the Village's housing stock so that multi-family housing makes up between ten and fifteen percent of the total housing stock.
- Encourage new single-family subdivisions to be developed with lot sizes of 20,000 square feet or more. Encourage new multi-family developments to be built at a density of no more than ten units per acre.
- Maintain and encourage quality residential construction by pursuing high standards and providing strict enforcement.
- Encourage programs that support the conservation and rehabilitation of the existing housing stock.
- Prohibit intense vehicular traffic from penetrating existing residential areas.
- Plan land uses adjacent to arterial streets to minimize harmful effects of traffic on people utilizing adjacent land.
- Encourage quality architectural design in all new development or exterior remodeling.
- Promote landscaping with native or naturalized vegetation within public rights-of-way and on private property to control water erosion and dust, absorb atmospheric pollutants, and create a pleasing visual environment.
- Encourage quality site planning.
- Protect residential areas from harmful impacts by examining land use compatibility of all proposed developments, and by requiring appropriate buffering and landscaping.
- Develop neighborhood development plans for areas undergoing development.
- Where the ownership of a number of proximate vacant parcels is fragmented, exercise planning initiative in preparing preferred street patterns and lot configurations.

- Resist isolated reductions in lot sizes where new lots will be created that are smaller than adjacent lots in the same subdivision, and discourage attempts to develop substandard parcels.
- Encourage lot consolidations where larger parcels are required to meet minimum standards or where the large parcel affords opportunities for better architectural design and/or site development.
- Monitor the condition of all housing and adopt and enforce appropriate standards to counteract any evidence of deterioration or instability.

### Commercial Land Development Objectives and Policies

#### Objective:

- Encourage the development and maintenance of stable, attractive, and appropriate commercial activities and supporting facilities by creating a favorable business environment that will attract and retain those uses that meet the needs of community residents.

#### Policies:

- Adopt special regulations governing the central business area that recognize the unique characteristics and needs of that neighborhood as contrasted with other commercial districts.
- Support programs and activities that will strengthen retail and service uses within the central business district.
- Discourage development that requires public services in excess of the financial return to the municipality.
- Where possible, continue free, time-limit on-street parking to encourage patronage of local commercial establishments.
- Continue the containment of commercial uses to selected locations where adequate utilities and circulation systems are available or can be made available.
- Encourage planned business centers, integrating ingress and egress from commercial areas to major streets.
- Require a high level of planning and design in the improvement of existing commercial centers and in the development of visually attractive new centers, including adequate off-street parking and loading facilities, compatibility to adjacent land uses, conservation of land, landscaping and other amenities.
- Limit commercial signs in size, height, location, and appearance to those necessary for reasonable identification of business establishments.
- Encourage low-density office development as a transitional use between residential development and more intensive commercial uses.
- Discourage the conversion of residential buildings to commercial use and the use of residences for home occupations that are incompatible with the residential neighborhood in which they are located.

- - - Minimize the adverse effects of noise, lighting, storm water drainage, pollution and traffic on residential environments through proper siting, design, screening and landscaping of commercial developments.
- Require deceleration and/or acceleration lanes where needed to avoid reducing traffic flow capacities of arterial streets.
- The Planning Commission may require a letter of opinion from a qualified traffic engineer regarding the expected traffic impact and adequacy of design decisions for on-site and off-site vehicular circulation.
- For new commercial developments involving changes to the zoning map, the Planning Commission may require testimony by marketing specialists and financial analysts concerning the need for proposed business uses and the market to be served.

### Public Land and Buildings Objectives and Policies

#### Objective:

- Develop and maintain publicly owned and operated land and buildings to assure high quality development that will: enhance the Village's appearance; provide public service with minimal adverse impact on adjacent land uses; and, provide ways for adaptive reuse of land and buildings no longer used for public services.

#### Policies:

- Review, through site plan review procedures of the Zoning Ordinance, public developments with the same care as with review of private development.
- Encourage adaptive reuses of public buildings that balance the fiscal need to sell or lease unneeded facilities with the goal of preserving high quality neighborhood amenities.

## CHAPTER 4

### ECONOMIC DEVELOPMENT GOALS

The Village established the Economic Development Commission to help officials study, discuss, and arrive at decisions that help the community become an attractive place for business investment. Economic development helps the community by providing services to residents (thus keeping tax dollars at home), and helping develop a more balanced tax base necessary to pay for public services.

The Economic Development Commission adopted the following goals:

1. Develop a program that sets priorities and targets activities for promoting Village economic development.
2. Develop a public relations and information program that will promote Flossmoor to executives who make location decisions.
3. Study the legally viable and locally feasible public finance and taxation tools that create incentives for business to locate in Flossmoor.
4. Maintain and improve public service and facilities that contribute to the quality of life in the Village so that Flossmoor remains a high quality residential community that is attractive to businesses.
5. Develop a public and governmental awareness and acceptance of the importance of economic development, and build the capacity to deal with new or potential businesses in an efficient, cordial atmosphere.
6. Develop a program of public and private activities that will help Flossmoor retain the businesses that are already in the community.

## CHAPTER 5 -

### THOROUGHFARE PLAN AND TRANSPORTATION POLICIES

#### Thoroughfare Plan

The Village of Flossmoor, as but one community among many in the south suburban part of the metropolitan area, has developed plans and policies relating to both its own internal needs and to its role in serving regional transportation needs. A number of major roads and highways traverse the Village and the Regional Transportation Authority (RTA) operates a commuter railroad line with a station at Flossmoor Road and Sterling Avenue. Commuter parking is provided in downtown Flossmoor.

In October, 1980 Midwest Consulting Engineers completed the Traffic Safety Study, which proposed a thoroughfare system. Following study, discussion, and public hearings by the Planning Commission in 1981, the Mayor and Board of Trustees adopted a thoroughfare system plan shown on the accompanying map. The plan shows that Governors Highway and Dixie Highway are designated primary arterials developed with four lanes. A number of other thoroughfares are designated as secondary arterials developed with two lanes. These include: Crawford Avenue, Western Avenue, Flossmoor Road, and Vollmer Road. Kedzie Avenue was more recently designated as four-lane from the north Village boundary to Governors Highway and two-lane south of this intersection.

Because a number of roads are under the jurisdiction of other governmental units, the following policy statement is a supplement to the map:

The Village of Flossmoor would support physical improvements for resurfacing, vertical alignment, traffic safety devices, and intersection improvements for the following roadways: Flossmoor Road, Kedzie Avenue, Western Avenue, Vollmer Road, and Crawford Avenue. The Village would consider any road construction by other governmental units which could result in the widening of said roadways to more than two lanes or to add any median design on a case-by-case basis.

#### Transportation Policies

Transportation system decisions are made in a variety of circumstances over a period of time. The thoroughfare system map can only show major facilities. Thus, a series of policies are hereby adopted to cover a number of transportation issues and will guide the Village in its future decision making.

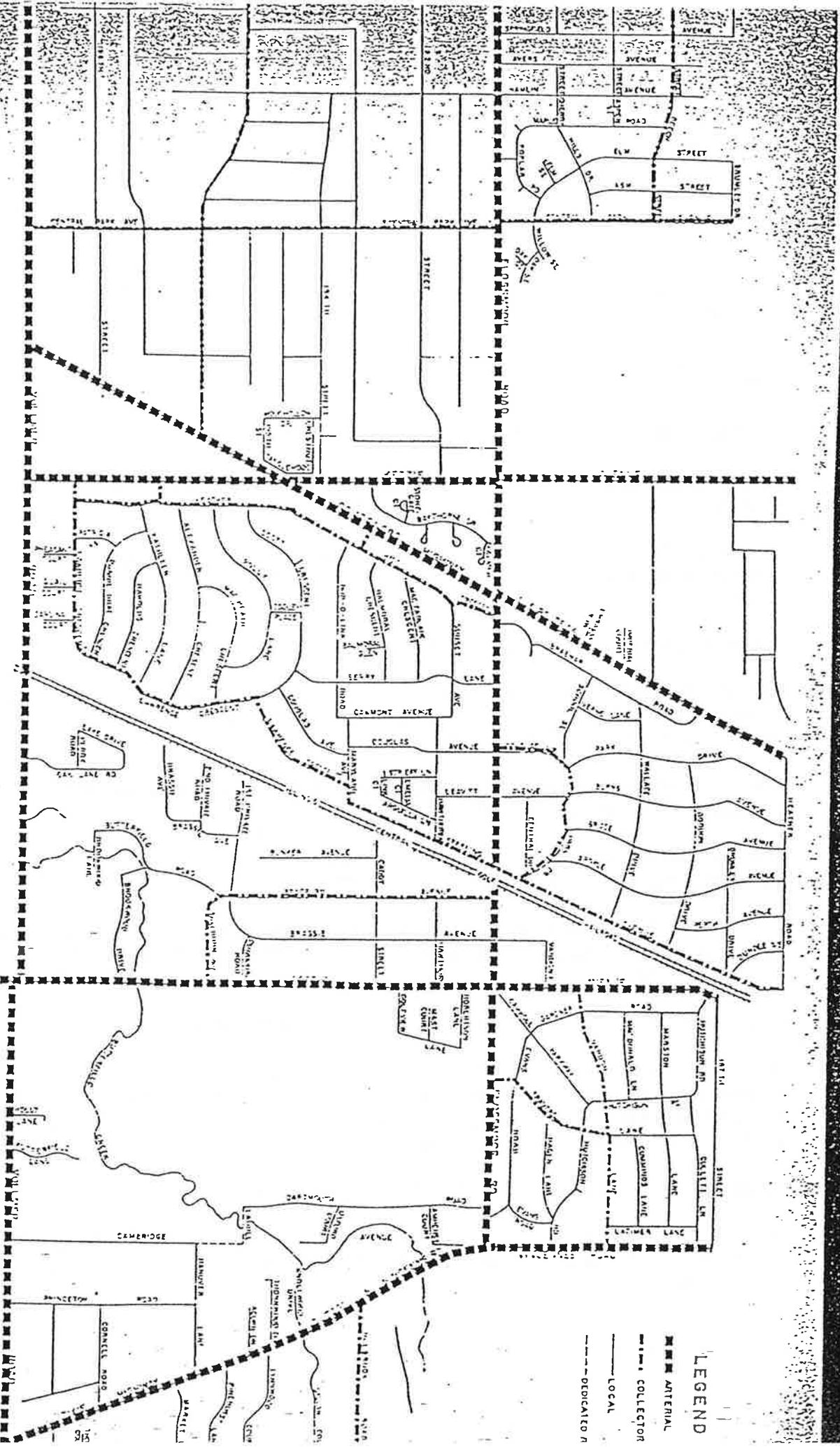
##### Objective:

- Provide and maintain a transportation system that allows for the safe and efficient circulation of people, services and goods within the Village, while maintaining the residential livability of Flossmoor.

##### Policies:

- Coordinate transportation planning, objectives with traffic systems in neighboring municipalities and with county and state transportation plans endorsed by the Village.

- Encourage an arterial system that will facilitate the movement of through traffic and will discourage non-local traffic from utilizing residential streets.
- Minimize the number of access points to and from arterial streets.
- Provide stop signs at locations that meet criteria established by traffic and public safety officials.
- Pursue the signalization of key intersections or high hazard locations that require special traffic controls.
- Utilize to best advantage limitations of the ICG railroad viaducts to discourage through traffic, trucks, and increased traffic volumes in residential areas.
- Enforce standards to improve or preserve visibility at intersections.
- Discourage the expansion of parking facilities in neighborhoods where the street system is not designed to handle additional vehicular traffic.
- Develop parking controls based upon the intended objective of the regulations: customer parking, commuter parking, school parking, and short-term versus long-term parking.
- Consolidate regulatory sign information where possible to minimize confusion.
- Support the development of a feeder bus system with an off-street terminal that will satisfy that demand proven to exist among Village residents or that will reduce the number of vehicles utilizing Village streets.
- Make available or encourage the development of bike paths and bike parking facilities in locations where the need exists.
- Develop and maintain a circulation system that allows for the safe movement of pedestrians with particular emphasis on minimizing conflicts with vehicular traffic.
- Provide supervised pedestrian crossings or manually activated "walk" signals at high traffic intersections and at other approved locations where large numbers of pedestrians must cross major roadways.
- Design or approve streets that are designed to accommodate adjacent land uses.
- Encourage quality commuter railroad service by monitoring the Illinois Central Gulf Railroad services, active participation in the Chicago South Suburban Mass Transit District, and the pursuit of favorable projects or programs through the Regional Transportation Authority or other governmental agencies.
- Encourage and expand quality commuter parking facilities.
- Provide or require adequate street lighting at the intersection of major roadways, local streets with arterial streets, or at locations of significant conflicts between pedestrian and vehicular movements.



**LEGEND**

- ARTERIAL
- - - COLLECTOR
- LOCAL
- DEDICATED

THIS PROJECT HAS BEEN FUNDED IN PART THROUGH  
 "HIGHWAY SAFETY PROJECT NO. TEO-1905-202" ILLINOIS  
 HIGHWAY SAFETY PROGRAM, IN COOPERATION WITH  
 THE NATIONAL HIGHWAY SAFETY ADMINISTRATION.



**PROPOSED THOROUGHFARE  
 SYSTEM**

VILLAGE OF FLOSSMOOR  
 TRAFFIC SAFETY STUDY

### Minor Street Plans

The Planning Commission has had a policy to develop studies or plans for the development of minor streets in areas in which parcels are in scattered and separate ownership. These studies or plans provide guides to property owners and to the Village when individual subdivision plans are submitted. In circumstances where there is general agreement between owners and the Planning Commission about how an area should develop a plan is adopted. When such agreement is not clear, a study or concept may be prepared but no plan is adopted.

By 1985 plans were adopted and on file for the Southeast Flossmoor neighborhood and the South Triangle business development. Studies or concepts (not adopted) are on file for areas north of the high school and north of Knollwood Drive.

### Bikeway Plan

Flossmoor is a very attractive community with pleasant residential areas on tree-lined streets. Attractive park and school sites throughout the Village provide recreation opportunities to which both children and adults travel on bicycles. Moreover, many people view cycling as both a recreation and health maintenance activity,

Because Flossmoor is predominantly developed and has many busy streets, the Traffic Safety Study (October 1980) considered the development of a Bikeway System. The proposal was studied and adopted by the Planning Commission and is shown on the accompanying map.

The plan establishes bikeways based on assessments made to determine the safest streets with lowest traffic volumes, where streets must be used. The plans also proposes a number of exclusive bike paths. The pedestrian bridge proposed for Southeast Flossmoor has been constructed, and has become popular with both cyclists and joggers.



APPENDIX A

## SOUTHWEST FLOSSMOOR DEVELOPMENT POLICIES AND PLAN RECOMMENDATIONS

This appendix presents development policies and plan recommendations which should be used to guide improvement and development within the Southwest Flossmoor Neighborhood. The policies and plan recommendations relate to residential and commercial development areas, and embrace various aspects of land-use, transportation, and urban design.

The policies and plan recommendations are focused on improving and enhancing the existing built-up portions of the neighborhood, and on promoting compatible and high quality new development in selected locations. They encompass projects and improvements to be undertaken by both the public and private sectors.

It should be noted that these policies and recommendations do not alter the Village's policy regarding forced annexation. The Mayor and Board of Trustees believe that annexations into the Village of Flossmoor should be maintained as voluntary and that forced annexation shall occur only in those circumstances that demonstrate a clear public purpose that outweighs the potential for adverse effect upon the surrounding general neighborhood.

**Land Use**

The land-use component of this Plan is intended as a guide for future land development decisions within the Southwest Flossmoor Neighborhood. It identifies which land should be used for residential, commercial and public activities, and describes the interrelationships between areas and the types of projects and improvements desirable within each area.

The land-use plan is illustrated in Exhibit A. It should be emphasized that the boundaries shown in this exhibit are illustrative and are not intended to be precisely fixed. Land use boundaries may, based on a number of factors such as market demand, efficiency of land use, etc., shift to a minor degree.

**Residential Development Policies**

The following policies will be used to guide residential improvement and development within the Southwest Flossmoor Neighborhood.

- o Flossmoor is essentially a residential community, and its neighborhoods are among its most important assets. While existing neighborhoods have somewhat different physical characteristics such as street configuration, topography, natural vegetation, landscaping and lot sizes, all are high-quality, well maintained and attractive residential environments. It is essential that fu-

ture improvement and development within the Southwest Flossmoor Neighborhood be consistent with the community's established tradition of quality residential environments.

- o Substantial "infill" development and housing replacement should occur within the neighborhood's established residential blocks. Over time, existing homes that do not conform to the Village's current standards should be replaced with new construction. New residential development within the existing neighborhood should be of a size, scale and quality which is compatible with other portions of Flossmoor. New residential construction should enhance and strengthen overall neighborhood quality in the future.
- o Existing residential properties to remain should be improved and upgraded as required. Older homes in poor condition should either be rehabilitated and repaired, or be replaced with new construction. The negative impact of non-residential uses on the neighborhood should be minimized. In particular, illegal non-conforming land uses should be identified and appropriate enforcement action taken by the Village. The Village will strive to provide this neighborhood with the highest affordable level of municipal services such as that enjoyed by the older sections of the community. The Village should also maintain a neighborhood atmosphere in which all residents feel safe and secure.
- o It is recognized that the Southwest Flossmoor neighborhood is comprised of several distinctive sub areas. Within each sub area existing conditions (i.e. platting, streets, topography and drainage, ownership patterns) will impose design constraints on resubdivision activity. In light of this, and the fact that there is no provision of improved access to the interior of the residential blocks, permanent "flag lots" are expressly prohibited. The Village clearly recognizes that existing lot lines and patterns of ownership may preclude the assembly of large development parcels. These existing conditions will serve as a constraint on future resubdivisions.
- o All new residential development, including multi-family areas, should be developed as overall, planned residential environments. Within the overall Southwest Flossmoor Neighborhood area, a range of compatible housing types could be encouraged, including single-family detached homes, cluster homes and townhouses, with the overall area sharing a common character and unified environment.
- o Large-scale new residential development should be promoted in the western portion of the Southwest Flossmoor Neighborhood. In particular, Meinheit Farm which comprises the bulk of the land in this section, offers significant potential for large scale development efforts. While this new residential development area should have selected linkages with the older existing residential blocks to the north and east, it should be designed as a separate and self-contained new residential environment.

- o New residential areas should embrace the traditional "neighborhood unit" concept, updated to reflect current needs and desires.-In order to achieve this objective in areas of the neighborhood outside of Meinheit Farm the Village will encourage larger development sites.- It is the Village's preference that future development sites be comprised of a minimum of several of the existing "farming lots".
- o Through-traffic should be routed around the neighborhood, with a limited number of streets penetrating it. The neighborhood should have access to a small convenience shopping area. This could easily be accommodated within the TIF District located at the Southwest corner of the neighborhood. Access to this shopping area should provided through safe pedestrian walkways and/or bicycle paths. Safe pedestrian walkway systems should connect homes with schools and other neighborhood facilities.
- o New residential areas should be served by a safe and convenient circulation system with selected streets and roadways relating to and connecting with existing streets in adjacent areas. However, residential traffic should be separated from non-residential traffic wherever possible. New residential streets should generally follow the contour of the land and seek to highlight the natural features of the area. Access to residential properties should be limited to local streets wherever possible.
- o Significant environmental features within the residential development area should be preserved and protected. Natural vegetation, wetland areas and large mature trees can add greatly to the ambience of the new neighborhood and should be maintained. Through public policy and private cooperation, these environmental features should be preserved for future generations.
- o Landscaping or other buffering techniques should be used to screen residential areas from adjacent non-residential uses.
- o Innovative planning and design techniques in both housing construction and land development should be actively encouraged as a means of conserving land and energy, improving the pattern and quality of the residential environment, and reducing development and public service costs.
- o Major new residential development, such as that envisioned for the Meinheit Farm property, should be processed as a "planned unit development." The PUD technique gives the Village maximum control over residential area design and development, and also gives the potential developer flexibility and incentives for creative and high-quality development.
- o The Village's Zoning Ordinance should be reviewed and modified as required to reflect the policies and objectives of the new Neighborhood Plan. In particular, zoning provisions related to densities, lot sizes and zoning district classifications should be reassessed. In particular the Village should conduct a review of its existing residential zoning districts. It is recommended that the Village consider amending its zoning ordinance to provide for

a new single family district and make a distinction between different types of multi family housing (i.e. townhouse/single family attached and condominiums/apartment buildings).

The following additional policies should be applied to new townhouse or other low-density multi-family development:

- o Multi-family housing could serve as effective buffers between single family areas and commercial districts or major roadways. As such, multi family is to be permitted, and should be located on the edge of residential neighborhoods and near other major traffic generators. New multi-family residential development would be appropriate, provided it is of a quality, scale and character compatible with similar development located in Flossmoor. Townhomes or similar housing types would be most appropriate in this area. Flossmoor is characterized by low-rise construction, and this should be maintained in the Southwest Flossmoor Neighborhood. In general, new multi-family development should be limited to two to three stories. New multi-family housing would be best located in selected areas along major streets or adjacent to commercial/office areas. New multi-family development would also be appropriate adjacent to proposed parks or golf course facilities or natural amenities. New multi-family residential development could also be appropriate in locations between office/commercial areas and single-family neighborhoods, as a transitional use between the two land-use areas. Abrupt changes in density should be avoided in the Southwest Flossmoor Neighborhood.
  
- o New multi-family residential development should include a distinctive landscaping and open space system as an integral part of the overall site design. Landscaping of other buffering techniques should be used to screen residential areas from non-residential areas.

#### **Residential Land-Use Recommendations**

The Land-Use Plan indicates three residential land-use areas.

*Existing Single-Family Residential Area-* Single-family detached residential buildings exist on large lots ranging in area from 31,000 sq. ft. to 60,500 sq. ft. The existing basic low density residential character of the northern and east central sections of the neighborhood should be maintained. In pursuit of this objective the Village will support the continuation of the existing County R-3 zoning in unincorporated areas. In addition, the Village desires that any new subdivisions conform to the minimum area and width requirements of the Village's existing R-1 Single Family Residential District (45,000 sq. ft. area/150 ft. width). New single family infill development of existing vacant land should be encouraged.

*Meinheit Farm Planned Residential Development.* Large-scale residential development of the Meinheit Farm property should be promoted and encouraged. Major new development in this area should be undertaken within the framework of an

overall plan for new housing, open space, neighborhood facilities, vehicular access, and pedestrian systems. It is recommended that the Village play a primary role in support of this development approach, including but not limited to development of a preliminary subdivision plan. Given the controls available to the Village through the Planned Unit Development process, the Village is willing to consider single family densities which correspond to the full range of existing Single Family Districts (R-1 through R-4: 45,000 to 15,000 sq. ft.) It should be emphasized, however, that the Village's preference is for lower residential densities.

*Multi-Family Residential Development.* Multi-family housing has been constructed at two locations, the northwest corner of Vollmer Road and Governors Highway, and along the west side of Kedzie Avenue near the intersection with Governors Highway. Densities for these two developments range between approximately 7 units per acre at Chestnut Hill townhomes to approximately 12 units per acre at Tamarack Condominiums. Limited expansion of multi-family housing adjacent to these existing developments is recommended. Desirable densities should be determined on a project by project basis in accordance with the Planned Unit Development procedure. However, densities should be related to the location of proposed developments. For example, densities approaching the maximum of 14.5 units per acre could be acceptable for multi-story condominium developments located adjacent to regional and community arterials and/or commercial areas. Conversely, multi family developments located in the interior of the neighborhood should be of the town home type with lower densities, such as those in the 5 to 7 unit per acre range.

In general, it is recommended that the Village adopt development policies designed to encourage, promote and support residential development as described above. It is recognized that, at this time, the Village has limited financial resources. With regard to residential development, this precludes any significant direct financial assistance to developers and/or expansion of infrastructure at Village expense. However, the Village can take certain steps to create a climate favorable to developers. In particular, the Village should work to remove uncertainty from the development environment. In particular, the Village should endeavor to achieve the following:

- \* Creation of a formal recapture policy
- \* Formalization of financing programs for future infrastructure improvements
- \* Development of a formal policy regarding Impact Fees
- \* Consistent application and enforcement of codes ordinances and regulations

#### **Commercial Development Policies**

It has been the position of the Village that expansion of its commercial tax base is a necessity. Not only is such expansion desirable for its beneficial impact on both current and future residential taxpayers but it will also play a critical role in the growth of Southwest Flossmoor. As stated earlier, the neighborhood is in need of significant capital investment in the form of infrastructure. The lack of basic infrastructure and the inadequacies of existing systems prevent the provision of basic municipal services and degrade the

quality of life in the neighborhood. The Village believes that expansion of the commercial tax base, particularly in the areas south of Meinheit Farm, can provide the financial resources needed to fund needed infrastructure improvements.

Consequently the Village believes that, to the extent possible, it should undertake a variety of efforts to encourage, promote and assist commercial development. The highest priority should be given to efforts in support of development within the Southwest Flossmoor TIF District. Specific recommended actions will be discussed later in the section related to the TIF District. In addition, the recommended development policies discussed at the close of the section on residential development are applicable to commercial development as well.

The following general policies should be used to guide commercial area improvement and development within the Southwest Flossmoor Neighborhood.

- o Existing commercial and office areas should be improved and upgraded as required. Existing commercial buildings should be well-maintained and in good repair. Overall access, parking and environmental improvements should be undertaken where necessary. The negative impact of commercial areas on nearby residential land-uses should be minimized. The appearance of public rights-of-way, commercial area lighting, landscaping, signage, and pedestrian conveniences should also be improved. This would not only upgrade individual properties but also help unify the overall appearance of commercial areas.
- o It is the Village's position that the best location for new high quality retail development is at the intersection of Crawford Avenue and Vollmer Road. The new retail center should be sized and located to serve specific needs within the community. The amount of land reserved for commercial purposes should be based on projected market demand and consumer needs.
- o New retail development should occur within a "planned" commercial center. Further "strip" retail development within the area will be discouraged. New retail uses should be clustered in small groupings with shared parking areas, common access drives, and related design and appearance. A new retail center should strive to create a pleasant and attractive total shopping experience, offering a range of uses and pedestrian amenities. It should be strongly related to surrounding residential areas.
- o Since retail and office areas are located along major thoroughfares, access to commercial properties should be carefully designed to minimize conflicts with through traffic movement. The consolidation of access drives for several individual properties will be encouraged. Commercial areas should be designed so that no direct vehicular access is provided between them and abutting residential areas.
- o Adequate off-street parking and loading facilities will be required for all retail and office areas. The consolidation of parking and loading facilities for two or more individual uses should be encouraged. "Shared parking" should be encouraged where pos-

sible. New commercial development should occur only on sites with sufficient land to provide well-landscaped, easily accessible and conveniently located parking areas.

- o Because of the linear character of the commercial area, off-street parking lots are among the most prominent visual features within the neighborhood. The design and appearance of parking lots should be a matter of special concern. Where possible, the overall appearance of parking areas should be improved through screening and buffering, landscaping strips around the periphery of lots, and interior landscaped islands.
- o Commercial signage should be improved, particularly within new development areas. Existing sign regulations should be reviewed in terms of permitted height, size, location, number, and design characteristics. Signage improvements could also result from cooperative efforts among business owners. Cooperation can eliminate wasteful competition and allow all signs to perform more meaningful functions.
- o All new retail and office development should be characterized by the highest possible standards of design and construction. The design and appearance of buildings, site development, landscaping, signs and graphics, and street furniture should all be of special concern. New commercial construction should help promote a distinct image and identity for the overall neighborhood area. Since all new commercial development will be located along major thoroughfares, new development sites should be designed to enhance views from adjacent streets.
- o Open space features should be incorporated into new commercial and office development projects. These should include the preservation and enhancement of natural environmental features, as well as the provision of new open areas, squares, plazas and courtyards as focal points for pedestrian activities.
- o Commercial areas should not be allowed to adversely impact adjacent residential areas. Substantial screening and buffering, including landscaped setbacks, earth berms and open space areas should be required. Commercial operations, including traffic and parking, must not be allowed to affect neighborhood quality. Noise, safety, and overall maintenance of commercial properties should also be carefully controlled.

The following additional policies should be applied to new development areas within the TIF District:

- o It is strongly recommended that new office development occur in a "planned" office environment to help ensure coordination of circulation systems, lot configuration, building design, parking and access facilities, and pedestrian amenities. The office area should be designed and developed as a unified, well-landscaped "campus" environment, capable of attracting high-quality tenants. In pursuit of this objective and to avoid piecemeal fragmented development the Village will encourage the use of large sites for development projects.

- o It is recommended that the Village zone the property within the TIF District as B-3 Planned Business Center. This action would be a clear indication of the Village's desires and objectives regarding new development in this section of the neighborhood. In addition, it would also serve to prevent the expansion of existing uses that are not compatible with commercial development. It is not the intent of this recommendation to penalize the existing residents within the TIF District. It is recommended that the Village explore means, such as the creation of a new zoning district, that would provide current residents with the ability to repair, improve and/or expand their homes as long as the cost of such does not exceed 50% of the value of the home.
- o Major entrances into the office area should be designated by attractive "gateway" features. Gateways should include special signage, landscaping and accent lighting. A sculptural feature might also be considered. Storm drainage retention ponds and other environmental features can also provide attractive gateway features.
- o Access to individual building sites within the office area should be via an internal circulation system. Site access from Vollmer Road and other peripheral streets should be limited to major entrances serving the overall development area. Office traffic and related conditions should not adversely affect other nearby land-use areas.
- o Major entry roads should be attractively designed and visually distinctive. These roadways should have street trees with accent landscaping at key access points.
- o Adequately screened off-street parking and loading facilities should be provided within the office development area, and the consolidation of parking areas and driveways serving two or more buildings should be encouraged.
- o Site improvements within the office area, such as lighting, signage and landscaping, should be well designed and coordinated in order to help create a positive identity and distinctive visual image throughout the development area.
- o Compatible building design and setbacks should be encouraged. Building materials or structures incompatible with the image of a high-quality office environment, such as corrugated metal siding, chain-link fences, outdoor storage facilities, etc., should not be permitted in this highly visible area.
- o While the office area will be primarily oriented to vehicular traffic, overall design should also consider the needs of pedestrians and cyclists.
- o Particular attention should be given to screening and visual separation between office areas and nearby residential areas. The periphery of office areas should be heavily landscaped and attractively designed. The use of earth berms as a buffer technique will be encouraged.

- o The designation of this area as a Tax Increment Financing (TIF) District provides the Village with a financial resource to offer incentives for appropriate and desirable development.
- o During the Summer of 1991 The Village adopted a Redevelopment Plan for the TIF District. The Plan details the Village's objectives for the redevelopment of the area. The plan also describes the types of actions to be taken and incentives offered by the Village to encourage redevelopment.

The Village should immediately undertake a number of steps in order to prepare the district for future development. These actions must be consistent with the recommendations of the TIF Redevelopment Plan. It should be pointed out that many of the recommended actions will benefit areas outside of the TIF District particularly in terms of infrastructure planning and development. The following is a brief listing of the more significant recommended actions.

\* Water System - The Village has known for a number of years that substantial improvements to its existing system are necessary in order to provide the Southwest Flossmoor neighborhood with Lake Michigan water. The Village should immediately take steps to proceed with the design of the necessary system. Subsequent to this an accurate cost estimate for the improvements should be developed in order to provide the basis for financing. In addition, if financial resources permit, the Village should proceed with construction of the primary components (i.e. elevated storage).

\* Sanitary Sewer System - As stated earlier the majority of the area is currently serviced by septic fields. The Village should immediately undertake the necessary steps to design, at the minimum, the basic system elements (i.e. trunk lines, lift stations, etc.) for those areas not currently served by sanitary sewer.

\* Wetlands inventory - The Village is aware of a number of areas within the neighborhood that may be wetlands. The preservation of these environmental assets which are also natural storm water storage has always been supported by the Village. As a result, wetland areas should be identified and evaluated with regard to their character and importance. The Village should immediately take the necessary steps to conduct a wetland inventory.

\* Soil Borings - It has been suggested that within the TIF district there may be a limited area which contains poor soils, particularly in the form of a peat bog. Since this condition could have a significant impact on future development soil characteristic's should be assessed and the extent of poor conditions determined. The Village, in cooperation with local property owners, should undertake a series of soil borings to accomplish this.

\* Conceptual Plan - It is recommended that the Village undertake the design of a Conceptual Development plan for the TIF District and Meinheit Farm, either separately or as an integrated unit. The Concept Plan should, at the minimum, provide the following information:

- \* Illustrative Site Plan
- \* Street Plan
- \* Parcelization of area into development sites
- \* Site entry and egress locations
- \* Typical lot sizes
- \* Location of principal infrastructure components

#### Commercial Land Use Recommendations

The Land-use Plan indicates two commercial land-use districts.

#### *Office Development*

Small, free-standing office buildings have been developed in scattered locations along the west sides of Kedzie Avenue and Governors Highway. Both Kedzie Avenue and Governors Highway function as arterial streets linking Flossmoor with other south suburban communities. The high accessibility of these locations and the desire of the Village for an expanded and diversified economic base supports the recommendation for additional office development along the west side of Kedzie Avenue and Governors Highway

#### *Business/Office Development*

Three areas within the neighborhood are recommended for mixed-use business/office development. These include: 1) the vacant area along the east side of Crawford Avenue, extending from Flossmoor Road to the Meinheit Farm property; 2) the triangularly shaped area bordered by Governors Highway, Kedzie Avenue and Vollmer Road; and 3) the large area south of Meinheit Farm between Crawford Avenue and Central Park Avenue. In each of the three areas, business and professional offices, retail uses that serve the community, and business service type activities should be developed on a coordinated and unified plan basis.

#### Public Sites and Facilities

The following policies should be used to guide the location and development of public sites and facilities within the Southwest Flossmoor Neighborhood.

- o Any significant new residential development within the Southwest Flossmoor Neighborhood should be accompanied by one or more new neighborhood park facilities. The Village will work with the Homewood Flossmoor Park District to insure that such facilities are provided. It is strongly recommended that the Village formalize requirements for the dedication of land or payment in lieu of land for public parks. Neighborhood parks should offer a variety of imaginative play facilities such as sand boxes, wading pools, swings, slides, court games and play structures. Dedication of land for new parks will be based on the ratio of ten (10) acres for every 1,000 new residents.
- o In addition to public park land, linear open space systems and pedestrian connections should be encouraged within the Southwest Flossmoor Neighborhood which can link residential areas with nearby parks, public facilities and shopping areas. While these might include designated walkways along public streets, they might also include trails or easements which pass through development areas.
- o Existing trees, natural vegetation and other important environmental features should be preserved, protected, and incorporated into the open space system wherever possible. In addition, storm water retention areas and similar facilities can also offer opportunities for open space, recreation and visual design amenities which would add significantly to the overall image and character of the Southwest Flossmoor Neighborhood.
- o A water tower and public works facility should be located within the Southwest Flossmoor Neighborhood. To conserve land and increase efficiency, these facilities should share a common site, which should be located on higher ground and encompass approximately three to four acres. This site should have easy access to the nearby arterial street system, but should not be located in a highly visible location. Ideally, the site should occupy an unobtrusive location in between residential and commercial areas, and be extensively landscaped, screened and buffered from surrounding areas.
- o To create and maintain a quality residential environment, it is essential that quality public services be readily available to residents of the Southwest Flossmoor Neighborhood. While no other public sites and buildings are recommended within the boundaries of the neighborhood at the present time, the Village must ensure that new residents are well-served by public schools, fire protection, police protection, etc. In particular, as higher intensity development continues along and near Vollmer Road, the Village should monitor the possible need for a new fire station in the western portion of the community in the future.

The Land-Use Plan identifies the location of existing public/institutional uses. The location of future open space, recreational facilities and municipal facilities should be guided by the development policies and incorporated as part of planned developments.

## TRANSPORTATION

The transportation component of the Neighborhood Development Plan provides a guide for the design, size and control of individual streets within the Southwest Flossmoor Neighborhood.

The primary street plan is illustrated in Exhibit B.

A street classification system is recommended which groups all roadways in and around the neighborhood into categories according to the type of service they are intended to provide. This classification establishes a hierarchy of streets based on traffic carrying capacity, and provides a basis for guiding the design, size and control of individual streets within the community.

Several factors are considered in identifying the preliminary functional classification of streets in the Southwest Flossmoor Neighborhood. These include:

- o Distance a street extends continually beyond Village boundaries.
- o Type and density of abutting land-uses or proposed land-uses.
- o Spacing relative to the network of streets serving surrounding communities.
- o Number of traffic lanes and type of traffic control at major intersections.

Four separate street classifications are identified below; the titles given these classifications describe the orientation of traffic expected to use the streets.

- o **Regional Arterial.** A regional arterial is intended to serve all types of trips, with a significant proportion representing vehicle trips destined beyond the boundaries of the community or neighboring communities. The section of the regional arterial within the community should serve a significant portion of trips generated by land-uses within the community, but access should be carefully controlled. This type of street has regional importance because of its alignment, continuity, capacity, and its connections with other regional traffic carriers. Regional arterials in the Southwest Flossmoor Neighborhood area include Crawford Avenue, Vollmer Road and Kedzie Avenue.
- o **Community Arterial.** A community arterial also is intended to serve all types of vehicle trips with more emphasis on trips within and between the community and adjacent communities than trips made beyond the community boundaries. This type of street should not serve trips longer than five miles, but is important to the community in terms of traffic

capacity and service to abutting land-uses. Community arterials in the Southwest Flossmoor Neighborhood area include Flossmoor Road and Governors Highway.

- o **Neighborhood Collector.** A neighborhood collector street is intended to serve only vehicle trips generated to and from the neighborhood. The function of this type of street is to collect and distribute traffic between the neighborhood and community and regional arterial streets. Central Park Avenue is recommended for designation and improvement as a neighborhood collector street. However, the existing section of Central Park, which lies to the north of Southwest Flossmoor, extends to an area of high density commercial and residential areas. Given this fact, the extensions of Central Park from Flossmoor Rd. to Vollmer Rd. could change its character of service to that of a Community Arterial. Consequently, it is strongly recommended that Central Park be designed in such a manner so as to discourage its use as a through street. Central Park's location adjacent to Meinheit Farm may facilitate the use of a circuitous route through new development areas in furtherance of this objective.
- o **Local Streets.** All other streets within the Southwest Flossmoor Neighborhood should be classified as local streets. A local street is intended to serve only those vehicle trips generated by land-uses abutting the street. The function of this type of street is to provide access to and from individual properties within a neighborhood. Local streets should be designed to discourage through traffic. In particular, care must be taken to insure that traffic generated by future development of Meinheit Farm and the TIF District from moving eastward along local streets to gain access to Kedzie Ave. and Governors Hwy.

#### Rights of Way Policies

As stated previously the Village intends, to a degree compatible with new development activity, to preserve the existing semi-rural character of the neighborhood. Consistent with this objective, it is recommended that the design for street improvements and new streets follow the policies outlined below.

- o **Curbs and gutters.** In single family residential areas, where densities would be relatively low, curbs and gutters should not be provided. With regard to multi family, retail and office developments, particularly those located on the perimeter of the neighborhood, the desirability of curbs and gutters should be considered on a case by case basis.
- o **Sidewalks.** In low density residential areas sidewalks should not be provided except, possibly, along arterial and collector streets. Sidewalks may also be desirable, in select circumstances, within high density multi family and commercial developments.
- o **Storm Sewers.** The lack of curbs and gutters will, effectively, prevent the use of storm sewers for drainage. As a result there will be a reliance on overland drainage for storm water run-off. The Village will work to insure that drainage ditches and swales will be constructed in such a manner so as not to detract from the appearance of the area. In

addition, the Village should work to insure that these ditches and swales are designed so that they appear to be an integral part of the landscaping for major developments.

- o Street Lighting. As a matter of policy the Village does not permit street lights in single family residential areas. Consistent with this policy and design objectives for the Southwest Flossmoor Neighborhood comprehensive street lighting will not be provided as part of new residential development. However, street lighting may be desirable in select locations (i.e. significant street intersections and areas of high pedestrian activity) and, as part of an overall landscaping plan, in multi family/commercial developments.
- o Parkway Trees. - Historically, the Village has valued its parkway trees as an important community asset. This policy approach will be continued within the Southwest Flossmoor neighborhood. Current Village policy with regard to the parkway tree population is to re-establish native Northeastern Illinois hardwood species.

#### **Storm Water Management Policies**

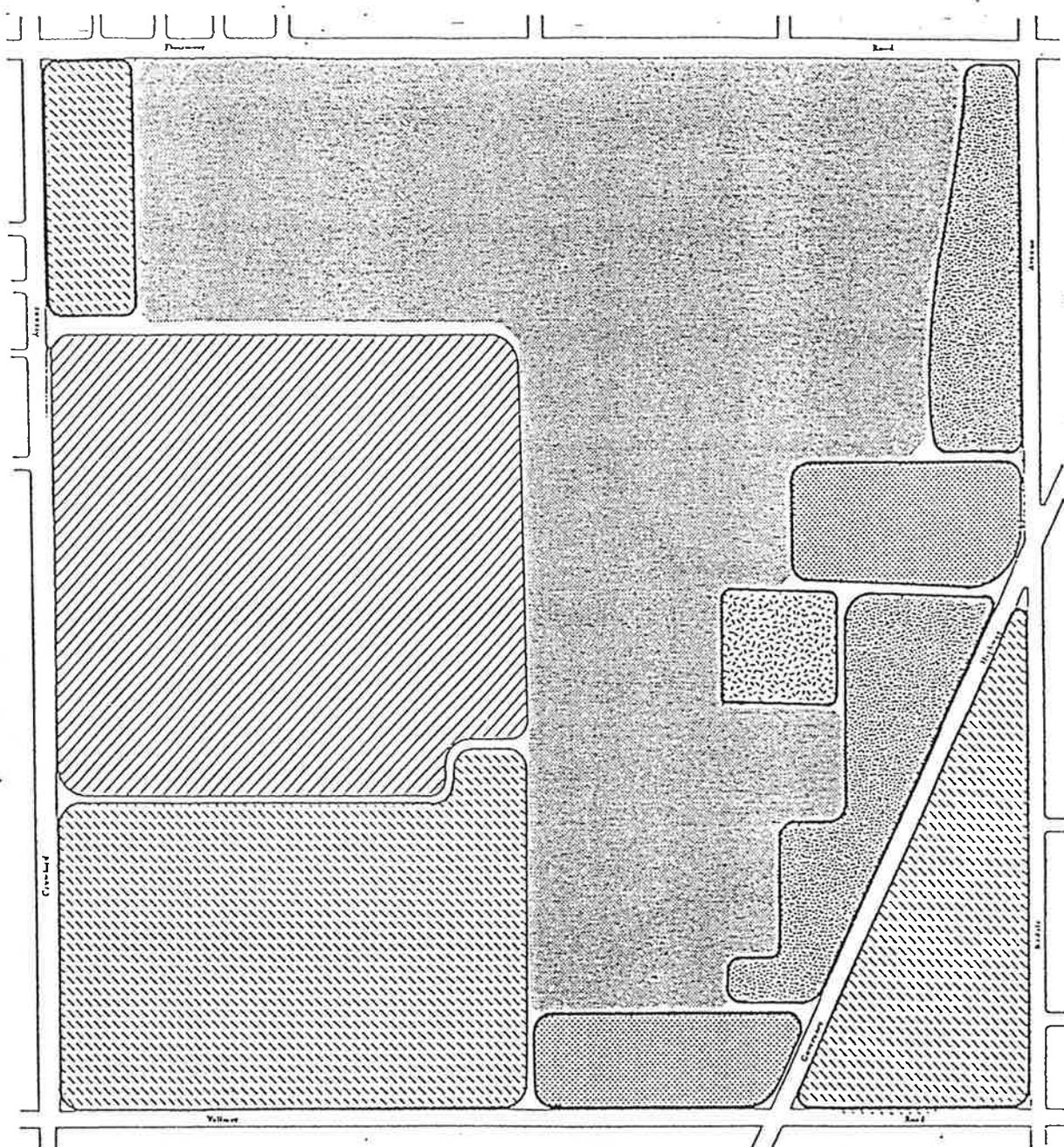
In November 1990 the Village adopted new floodplain and stormwater management regulations. These new regulations streamline controls for administration of the Village floodplain, storm water management and erosion control requirements. Major provisions of these regulations and policy considerations that apply to the Southwest Flossmoor neighborhood include:

- \* To the extent possible, stormwater detention requirements should be met through the use of consolidated facilities serving sections of the neighborhood. This policy will be most applicable to those sections of the neighborhood which may experience large scale development or redevelopment.

- \* Within those areas of the neighborhood where redevelopment and in-fill development will characterize future growth, scattered detention areas may be required due to constraints imposed by existing improvements.

- \* If larger high quality wetlands are identified they should be protected and integrated into future development proposals.

- \* With the exception of small individual facilities located on private property, detention areas should be publicly owned. This will serve to insure direct control, adequate maintenance and, if necessary, excess capacity. It should be noted that excess capacity could be "purchased" by the developers of nearby properties thereby reducing or eliminating design constraints on potential development sites.

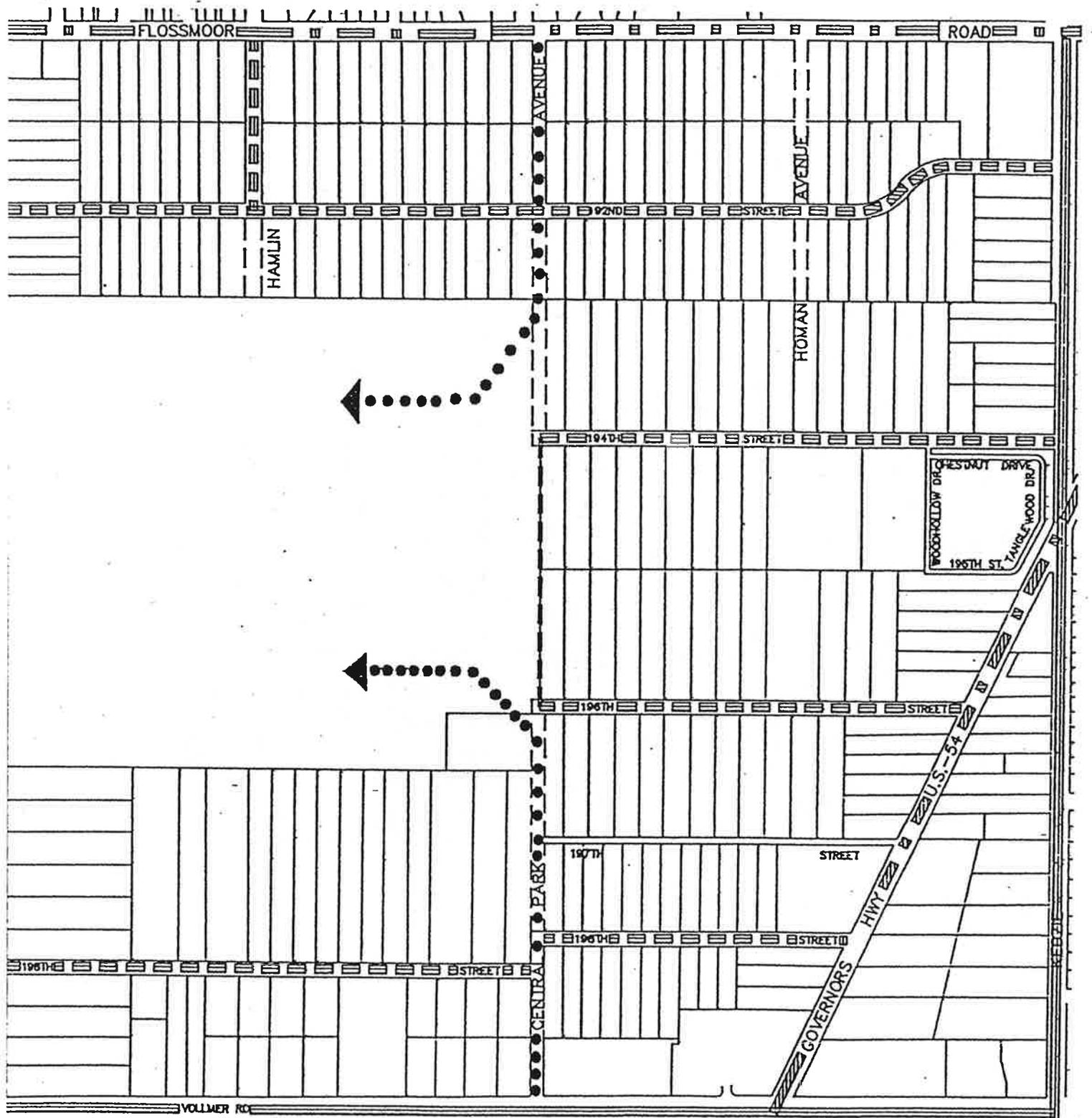


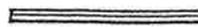
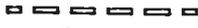
LEGEND

-  SINGLE-FAMILY RESIDENTIAL
-  MULTI-FAMILY RESIDENTIAL
-  RESIDENTIAL PLANNED DEVELOPMENT
-  OFFICE/BUSINESS
-  OFFICE
-  SEMI-PUBLIC-INSTITUTIONAL

Figure 11  
 LAND-USE PLAN  
 SUNNYCREST  
 NEIGHBORHOOD PLAN  
 Village of Flossmoor

EXHIBIT "B" (rev. 2/1/93)



-  REGIONAL ARTERIAL STREET
-  COMMUNITY ARTERIAL STREET
-  NEIGHBORHOOD COLLECTOR STREET
-  EXISTING LOCAL STREET
-  POSSIBLE NEW LOCAL ACCESS STREET