

# Village of Wilmette

*GREEN BAY ROAD CORRIDOR STUDY*



Prepared by:  
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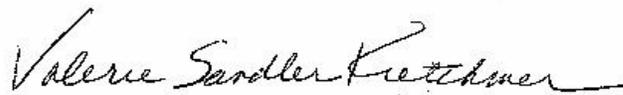
Mr. John Adler  
Village of Wilmette  
1200 Wilmette Avenue  
Wilmette, IL 60091

Dear John:

Valerie S. Kretchmer Associates, Inc. (VSKA), Hitchcock Design Group (HDG) and TY Lin International are pleased to submit this draft Green Bay Road Corridor Plan.

Thank you for the opportunity to work for you and the Village of Wilmette on this interesting assignment.

Sincerely,



Valerie Sandler Kretchmer  
President

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## **I. EXECUTIVE SUMMARY**

### **A. Introduction**

Wilmette is an affluent and extremely well educated community with demographic characteristics that are highly coveted by retailers and developers. Village residents have more than \$500 million in retail sales potential, which puts their spending power at more than twice the national average for all categories of retail goods.

As a mature suburb, there is little developable land and any new development is the result of redevelopment, not unlike most first tier suburbs in the Chicago metro area. The Green Bay Road corridor, especially on the block with the now vacant North Shore Ford and at the soon to be vacant Kohl Museum site can provide the Village with excellent opportunities to attract new, modern retail development at highly visible and accessible sites. Developers contacted during this study were extremely interested in these development sites for mixed-use development, primarily to build ground floor retail space with several floors of residential condominiums above. The Village should encourage a comprehensive, rather than piecemeal, approach to the block between Wilmette and Central Avenues as recommended by the 1999-2000 West Village Center plan. Based on the size of the available parcel, a mixed-use development could range from approximately 14,000-45,000 square feet of retail/restaurant/commercial space and 50-168 condominiums and townhouses.

### **B. Retail Opportunities**

Wilmette's retail sales increased by a modest .8% since 2000. The Village has the opportunity to capture a higher share of retail sales from its own residents as well as those in some of its neighboring communities, most notably those living to the north in Kenilworth and Winnetka. While the Green Bay Road corridor can not (and should not) become Old Orchard or downtown Evanston, it can offer residents a reasonable alternative to those venues for many shopping and dining trips. There is additional opportunity to add new stores in the food, eating and drinking, apparel, home improvement, and the drugs and miscellaneous retail which includes a wide variety of stores such as hobby, gifts and luggage. There is demand for the entire village for an additional 200,000 square feet of new retail space without taking away sales from existing businesses. This new demand could be met partially in existing storefronts and partially in new development along the Green Bay Road corridor or other parts of the village. This demand is well in excess of the amount of space that could be built as part of a redevelopment of the West Village Center block.

### **C. Office Opportunities**

There is a continuing demand for good quality, small office space. The tight Class B market (average quality, older) and lack of new construction in 15 years would indicate potential for a limited amount of new office space in the village targeted to smaller office tenants. This could be 15,000-20,000 square feet of office space in the near term. One possible development scenario would be office condominiums, a concept that is gaining favor in some parts of the Chicago metro area, but one that has not been used in this area. It can be an attractive option in an area such as Wilmette where business and professional people are affluent and have the financial capability to purchase property, but may not be able to find a suitable building to buy. Small professional firms who do not expect to expand significantly are prospective buyers for office condominiums. This concept could be a free-standing structure or could be part of a larger mixed-use project.

### **D. Residential Opportunities**

There is also potential for new residential condominiums along the Green Bay Road corridor. There have been no new condominium buildings built in several years and there is only one project, the senior building at the Mallinckrodt site, under construction. The Green Bay Road corridor would be highly desirable for condominiums if the building(s) is properly soundproofed for train noise and has adequate parking. If the condominiums are included in a mixed-use building, the residential space must be separated from the non-residential space with adequate security and the condominium bylaws should not unreasonably restrict the type of first floor uses.

### **E. Public Process**

The public process for this study included seven meetings, including two community meetings, two meetings with the Appearance Review Commission (ARC), a joint public meeting with ARC and the Plan Commission to discuss the design guidelines, a joint Village Board and Business Development Advisory Group meeting to discuss the corridor report and the appearance at a Village Board meeting to answer trustees' questions about the Village-wide Market Analysis. In addition, the consultant team conducted more than thirty in-person or telephone interviews with stakeholders, including property owners, merchants and local institutions over a two-day period at Village Hall. The consultant team reviewed the traffic, parking, transit, bicycle and pedestrian issues in the corridor, the business mix, recent public improvements, property conditions, current Village business development resources and Village zoning requirements.

While many people attending the community meetings supported some type of redevelopment at locations in the corridor, others expressed opposition. Their concerns were that the redevelopment would cause traffic congestion and parking problems; the new retail tenants would not provide a lively, interesting shopping experience for Village residents and that the new construction would not respect the Village's high quality visual character. Others opposed the use of eminent domain for any reason by the Village or were concerned about the displacement of existing businesses in the corridor.

#### **F. Recommendations for Improvements to the Green Bay Road Corridor**

Based on input from the public, ARC and the Village staff, the consultant team prepared design guidelines, which will apply to commercial and multi-family buildings, both new construction and exterior remodeling. The guidelines discuss the character of the three areas in the corridor, with recommendations for each area. The guidelines are not intended to be mandatory. Rather they will include a checklist of points to guide developers as they prepare their projects and will assist the Village in reviewing proposals. Sketches of sites in the corridor are included to demonstrate how the guidelines would be applied.

In addition to the above suggestions on retail sectors that the Village could target for new development, the report discusses four sites currently on the market and possible options for each one. A site at the heart of the Green Bay Road corridor, between Wilmette and Central, is for sale and sketches of several options are included, such as the redevelopment of that parcel, the redevelopment of a larger area of that block or the redevelopment of the entire east half of the block. Since the west half of that block is occupied by a Village parking lot, the Library and the Post Office, the report also includes suggestions on how to combine the three parking facilities below grade to allow for townhomes at grade as a transition between the single family homes on the west side of Park Avenue and the institutional/commercial uses directly to the east. Redevelopment of the site presents a unique opportunity to link with the Village Hall directly to the east across the commuter railroad tracks and with the portion of the Village Center located east of the tracks.

The report concludes with recommended actions including several regarding traffic. Any redevelopment should have access from the east-west street rather than Green Bay Road to preserve the pedestrian environment; curb attached sidewalks may need to be added on the east side of Green Bay Road; the Village is applying for a CMAQ (Congestion Mitigation and Air Quality) grant to provide separate east and west left turn lanes at Wilmette and at Central to reduce traffic delay and to increase the walk signal time for pedestrians. Other actions are additional streetscape enhancements, a façade improvement program and distribution of promotional material to market the Village. Numerous changes to the development regulations are proposed, including changes to the boundaries of the Village Center zoning district, allowing residential uses above the first floor in the GC1 district, new bulk regulations and changes to the parking requirements.

Finally, the Village should encourage a comprehensive, rather than piecemeal, approach to the block between Wilmette and Central Avenues as recommended by the 1999-2000 West Village Center plan.

## II. INTRODUCTION

The Village of Wilmette's current business development strategy began in 2000 when the Village Board adopted a new Comprehensive Plan for the Village. Three policies relevant to the Green Bay Road corridor are:

- to encourage developers to redevelop commercial properties when they are available
- to develop design guidelines for the commercial districts
- to study the GC-1 area and its relationship with the Village Center east of the tracks.

In February, 2000 the Plan Commission submitted to the Village Board the West Village Center Plan which included a concept for redevelopment of the block bounded by Green Bay Road, Central, Wilmette and Park Avenues that would integrate the block with the rest of the Village Center located east of the railroad tracks. In August 2001, the Plan Commission and the Appearance Review Commission jointly requested a study of the entire Green Bay Road corridor.

Then in October of that year, the Village conducted a mail survey of all residents. In an open-ended question, when asked to name the things they like the least about living in the Village, the respondents ranked third the lack of downtown facilities including shopping and restaurants. In response to another open-ended question, when asked their suggestions for improving the quality of life in the Village, the respondents ranked second improving downtown by adding attractions.

In June 2002, Village Trustees, representatives of several commissions, members of the business community, the Chamber of Commerce and staff met with a consultant to prepare a business development strategy. The group decided that the Village's role should be more proactive, anticipatory and responsive to events. The group's priorities for the Green Bay Road corridor were community character, tax base and business mix. They suggested several strategies for the corridor including:

- mixed use including commercial, office, residential with parking,
- plan for redevelopment opportunities,
- façade assistance and building rehab,
- enhancement of design review,
- review of zoning regulations,
- clarification of the relationship between the corridor and the Village Center.

For the Village as a whole, one of the recommendations from the group was the appointment of a task force to refine and oversee the business development strategy. In 2003, the Village created an ad hoc Business Development Advisory Group (BDAG), comprised of Village trustees and members of the business community, to develop initiatives for Village Board consideration. On November 13, 2003, BDAG recommended that the Village engage a consultant to develop a plan with strategies to create a more vital business district along the Green Bay Road Corridor. The Village

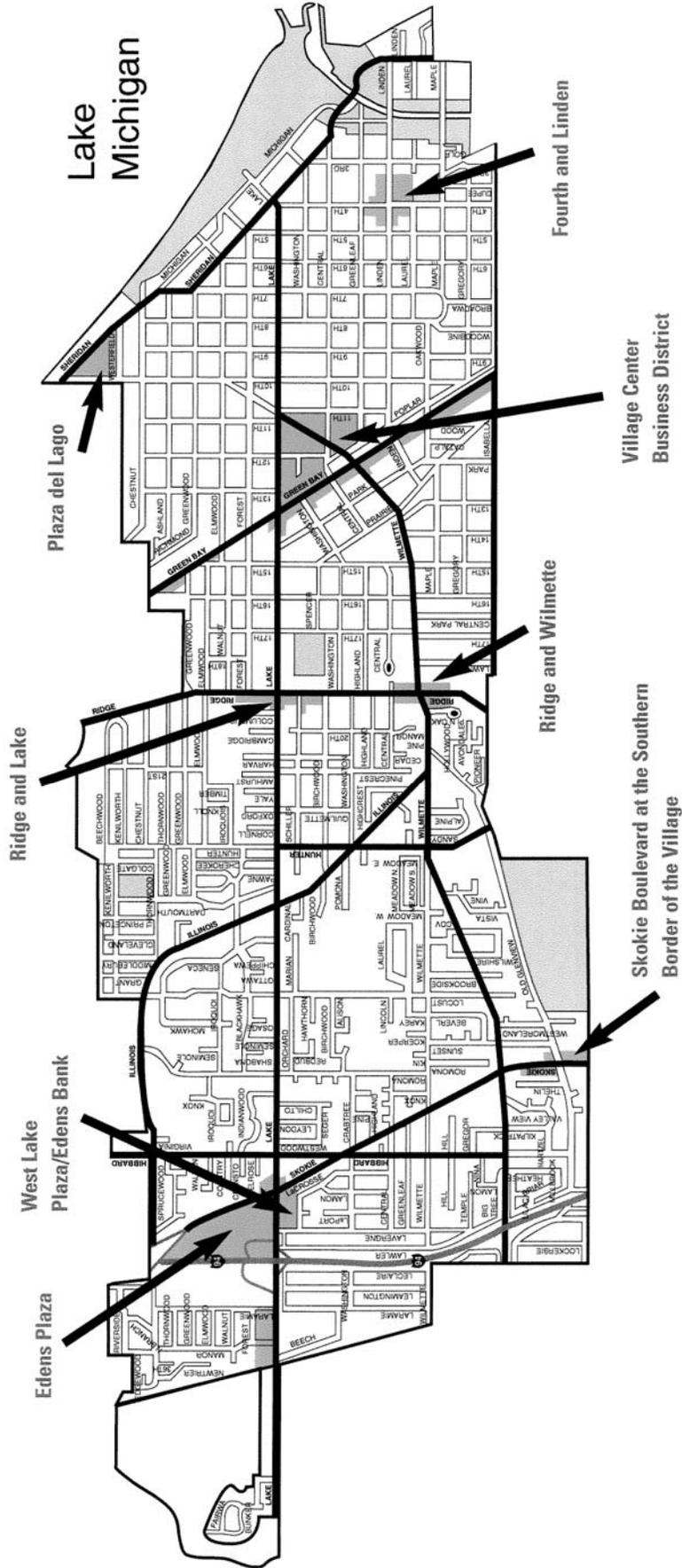
secured an Illinois Tomorrow Corridor Planning Grant from the Illinois Department of Transportation for this study.

On February 3, 2004, the Village of Wilmette issued a request for proposals for consultants with expertise in market analysis, consensus building, planning, urban design and transportation to assist with creating a more vital business district along the Green Bay Road corridor. BDAG reviewed several proposals and interviewed consultant teams. On May 25, 2004 the Village Board concurred with BDAG's recommendation and voted to contract with a team that consisted of Valerie S. Kretchmer Associates, Inc. (VSKA) Hitchcock Design Group (HDG) and TY Lin International (TYLI). The market analysis and a separate plan for the Fourth and Linden Business District have previously been submitted to the Village.

This study area includes Green Bay Road from the Village's southern boundary at Isabella to the northern boundary at Ashland. It includes the portion of the following streets located between the Metra tracks and the alley that is located west of and parallel to Green Bay Road: Isabella, Oakwood, Linden, Wilmette, Central, Washington, Lake, Greenwood and Ashland. Since Forest and Elmwood are zoned detached single family residential, it does not include those two blocks.

The area includes three zoning districts: Village Center Business (VC), General Commercial Business (GC1) and Neighborhood Retail Business (NR). Please refer to page 51. The NR district includes the area from Ashland south to Greenwood as well as the north half of the triangular block located at Green Bay and Elmwood. The VC district is located between Central Avenue and the alley parallel to and south of Wilmette Avenue. The GC1 district begins at the alley north of and parallel to Lake Avenue and runs south to Isabella. While it excludes most of the land between Central and Wilmette, the parcel located on the south side of Central, just east of the alley, is zoned GC1.

This report includes a discussion of the public process, market analysis and description of existing conditions. The consultant has suggested design guidelines, strategies and implementation steps, based on input from the residents, property owners, merchants, BDAG, Appearance Review Commission, Plan Commission and the Village staff.



### Surrounding business districts

### **III. THE PUBLIC PROCESS**

The consultant conducted thirty interviews with property owners, merchants, real estate brokers, developers and local institutions. While some were telephone interviews, many were in-person interviews at Village Hall on January 31 and February 4. The list of people whom the consultant team interviewed is in the Appendix. In order to obtain candid comments from the stakeholders, we agreed not to attribute specific comments to a particular individual. The input offered by those interviewed was often quite similar.

Two community meetings to obtain comments from the public were held at the Village Hall on February 23 and March 23. Flyers were posted at the Village Hall, train station, Library and some businesses in the area. Village staff mailed the flyer to approximately six hundred residents, property and business owners who live or work in close proximity to the corridor. The Village newsletter, the Communicator, included an article and the Village's website included an announcement of the meeting. For both community meetings, residents who were unable to attend were encouraged to send letters or e-mail comments to Village staff. According to staff, no written comments were received before either meeting.

The first community meeting was a listening session. The consultant team summarized the input from the numerous interviews, discussed the demographics of the area and showed the map of the area with photographs of existing conditions. Residents were asked to comment on the corridor. Their comments, which were recorded on easels at the front of the room, focused on the retail mix, appropriate land uses, zoning, appearance, traffic, parking and pedestrian safety. The audience was also asked to write down their vision for the block bounded by Green Bay Road, Central, Wilmette and Park Avenues. Of the twenty-five people who submitted comments, all but four expressed support for redevelopment of the entire block or part of it. The unedited verbal and written comments from the meeting are in the Appendix.

At the second community meeting, the consultant summarized the comments from the prior meeting, presented demographic data for the area with information on demand for retail and office space, discussed proposed streetscape enhancements and possible façade improvements to existing buildings. In addition, there were a series of four concepts representing different scenarios for redevelopment of either one parcel, a larger area, the east half of the block or the entire block bounded by Green Bay Road, Wilmette, Central and Park Avenues. The consultant took comments and questions from the audience that focused on eminent domain, the public process, redevelopment, parking and pedestrian issues. Please refer to the Appendix for the unedited public comments from the meeting.

On March 1 the consultant team, staff and members of the Appearance Review Commission held a design workshop to review scenarios for the corridor. Based on the workshop, public comments at the two community meetings, provisions in the Appearance Review Commission (ARC) handbook and requirements in the Zoning Ordinance the consultant team developed draft design guidelines. On March 21, the consultant and the ARC held a workshop to review the draft design guidelines. Based on the comments of the ARC and staff, the design guidelines were revised. Photographs with drawings illustrating how the guidelines would be applied were added to the text.

The Wilmette Life published a feature article in the April 21 issue about the corridor study and the upcoming meeting. The ARC and the Plan Commission held a joint meeting open to the public on May 2. The consultant presented the guidelines, took questions and comments from the audience and from members of both commissions. A feedback form was distributed to everyone in attendance to comment on the illustrations and the text. Five forms were completed and those written comments with the verbal comments were incorporated into the guidelines. The proposed design guidelines are included in a later section of the report.

In addition to the above meetings, on April 26 the consultant answered questions about the Village-wide Market Analysis from the incoming and retiring members of the Village Board. The market analysis covered all of the Village's commercial districts, including the Green Bay Road corridor. The market analysis for the corridor is included in a later section of the report.

## **IV. DESCRIPTION OF EXISTING CONDITIONS**

### **A. Business Mix**

The Green Bay Road corridor includes the area from Isabella on the south to Ashland on the north. It also includes the area commonly referred to as the West Village Center located on the west side of the railroad tracks across from the Village Center. The Green Bay Road corridor from Isabella to Lake Avenue has approximately 300,000 square feet of ground floor space. A list of Green Bay Road and West Village Center businesses is included in the Appendix.

The West Village Center, located on the west side of Green Bay Road across from the Village Center between Wilmette and Lake Avenues is an extension of the Village Center, though the railroad tracks separate the two areas. Along Wilmette and Central the area extends one block west of Green Bay Road, while along Washington and Lake it extends a half block west of Green Bay Road, to the alley. Businesses are located along Wilmette Avenue, Central Avenue, Washington and Lake Avenue, though the primary focus of this district is along Green Bay Road. The area south of Wilmette Avenue to Isabella Street along Green Bay Road is considered a separate portion of this district. There is also the small commercial cluster at the north end of the corridor between Greenwood and Ashland just south of the Village of Kenilworth.

The West Village Center has approximately 40 businesses, the largest of which is Imperial Motors. Other notable retailers in this area include Walgreens, Wilmette Bicycle & Sport Shop, Wilmette Pet and Millen's Ace Hardware. The area has several other specialty shops including florist, art and antiques, television, restaurants as well as convenience-oriented services such as cleaners, hair salon, barber shop and auto repair. Other business services include banks, Realtors, stockbrokers and dance studio. The West Village Center serves as an extension of the Village Center, especially with its strong public uses including the Library and Post Office adding to the draw of this retail location.

The south end of the Green Bay Road corridor between Isabella Street and Wilmette Avenue is home to approximately 22 businesses, the largest and most well known of which are Jewel-Osco and Walker Bros. Pancake House, a local institution. Other businesses along Green Bay Road include Prather Paint, Kurt Saphir Pianos, A la Carte, Garden House Casual Furniture, Al Bar, Calico Corners and Foremost Liquors. The Kohl Children's Museum, a major destination for the area, will be relocating its facility to Glenview later this year. At this time, the future of the site is uncertain. Several businesses along Green Bay Road are significant destinations in their own right (Kurt Saphir Pianos), while others are more convenience in nature (Jewel-Osco, Foremost Liquors). The establishments along the south end of the corridor have been here for many years and there has been little turnover.

The far north end of the corridor between Greenwood and Ashland just south of the Kenilworth border is home to Homer's restaurant and ice cream shop, a long-standing Wilmette restaurant, North Shore Yoga and Fitness, a veterinarian, occupational therapist, two gas stations and a heating and cooling contractor.

## **B. Property Conditions**

Three buildings in the area are relatively new. The Jewel-Osco and the townhomes across from the Post Office were built during the 1990s and the office building near the southwest corner of Green Bay and Lake was built during the 1980s. However, most of the structures were built decades ago. Some owners have invested significant money in their property, such as Imperial Motors and a few have improved their signs or undertaken façade improvements. Other buildings should be updated to market standards typical of modern retail space. Within the corridor there are no structures designated as national and/or local landmarks and the Historic Preservation Commission is not currently considering any designations.

## **C. Public Improvements**

The Village has enhanced the appearance of Green Bay Road. The improvements included new streetlights, additional street trees, enhanced landscaping, planters, benches and trash receptacles. The east Village Center and the west Village Center lack a strong visual link. In addition, the pedestrian crossings at Central and Green Bay and at Wilmette and Green Bay are inhospitable due to the long wait times caused by the split phase signal operation, the close proximity of vehicular traffic and narrow sidewalks.

## **D. Village Requirements and Regulations**

While the Village is obligated to protect the health, safety, comfort and welfare of the community as a whole, some business people believe the Village has too much say in how they use their property. The Village has amended the Zoning Ordinance to make the development approval process less onerous. For example, the Village improved the Appearance Review process by:

- modifying the notification requirements depending on the extent of the proposed work
- considering simple cases on a consent agenda to save the applicant time
- increasing the size of the Commission to include business people as well as design professionals.



**Aerial Map of Corridor with Existing Conditions Photos**

In addition to the perceived problems with certain Village regulations, other zoning regulations do discourage the use of existing buildings by new tenants or make new construction unfeasible. Some parking requirements may be appropriate for a suburban location without mass transit or where accessing commercial uses on foot is difficult, but such requirements are excessive for areas of the corridor located close to commuter rail.

The Zoning Ordinance used to require that fast food establishments, which were broadly defined, had to be a minimum of 300' apart. The spacing requirement has been eliminated.

## **E. Village Resources**

The Village has joined the North Shore Convention and Visitors Bureau that promotes the attractions of the area. There is a good working relationship between the Village and the Chamber of Commerce. While some communities send representatives to the International Council of Shopping Centers (ICSC) event in Las Vegas, this year a Village representative attended the ICSC event in Chicago. This is an important forum for the Village to market itself and key sites to the retailers, developers and brokers who are prepared to make decisions on new locations. We encourage the Village to continue attending the local ICSC event.

In the late 1980's and early 1990's the Community Development Department had a staff member whose primary duty was business development and the façade rebate program. That position was eliminated when the façade rebate program ended. In 2000, the business development planner position was created. That staff member is responsible for business development, staffing the Appearance Review Commission and reviewing commercial building permits.

In the spring of 2004, a referendum for a slight increase in the real estate transfer tax was defeated, eliminating a potential source of funds for business development activities. The location, demographics and amenities of the Village are outstanding. Despite the state of the economy and aggressive economic development activities in other suburban communities, some residents still believe that on the North Shore a laissez faire approach will continue to work. However, the April 2005 election results seem to indicate that the voters support a more proactive approach.

## **F. Transportation, Traffic and Parking**

### Circulation and Access

The Green Bay Road corridor is largely influenced by the operation of the Metra/Union Pacific commuter rail line immediately east of and parallel to Green Bay Road. The pre-emption of traffic signals during rail operations has created

congestion for both east-west traffic crossing the tracks and Green Bay Road, and for traffic on Green Bay itself. While there is sufficient through lane capacity on Green Bay Road and signalized cross-streets to handle the volumes on these streets, the need to provide split phasing for east-west traffic, and the complex sequencing of clear-out phases during railroad pre-emption creates delays for east-west traffic, and coordination problems along Green Bay Road.

Green Bay Road carries roughly 17,600 vehicles per day, with one through lane provided in each direction, left turn channelization at signalized intersections, and right-turn only lanes at Linden, Wilmette, and Central. Two-lanes are provided in each direction at Lake Avenue, although the second through lane is dropped in each direction just beyond the intersection.

Lake Avenue carries roughly 19,300 vehicles per day at Green Bay Road, while Wilmette carries 13,400, and Central carries about 6,000 per day. On Lake, Wilmette, and Central, two lanes are provided in each direction at Green Bay, although just beyond the intersection the second through lanes are dropped along Wilmette and Central. Because no left turn lanes are provided at the cross-street approaches, and because there is a grade differential between the track level and Green Bay Road, it was decided by the Illinois Department of Transportation and the Illinois Commerce Commission in the late 1990's that the east-west approaches crossing the tracks should be operated on separate, "split" phases, to reduce the likelihood of bad judgments by westbound motorists turning left at Green Bay while crossing the tracks.

Consequently, during the peak hours, east-west traffic can be delayed significantly during multiple and successive pre-emption of the traffic signals. About 10 trains per hour pass through the corridor during the peak hours, and with the signals being pre-empted on an average of once every five minutes, it is difficult to maintain coordination for the north-south movements along Green Bay as well. The delays that are encountered by arterial street traffic has in some cases led to cut-through traffic on local residential streets in the neighborhoods surrounding the corridor, and have necessitated turn restrictions or other traffic calming measures in an effort to preclude these movements.

#### On-street and Off-street Parking

Currently, on-street parking on Green Bay Road is generally allowed throughout the corridor, with various time restrictions to preclude long-term commuter or employee parking. On-street parking is particularly intense at the south and north ends of Green Bay Road in the Village, serving the various retail uses at those locations.

Parking was not as heavy in the blocks near the Village Center, although there is a significant use of the curb lanes for commuter pick-up and drop-off, and taxis, as well as for adjacent retail uses. Short-term diagonal parking is provided on Central and Wilmette east of the tracks.

### Pedestrian Connections

Crosswalk signals are provided at all signalized intersections along Green Bay. However, due to the existing split-phase signal operation for east-west vehicular traffic, the north and south crosswalks crossing Green Bay must also operate separately to avoid conflict with left turn arrows. Consequently, pedestrians using the south crosswalk at each intersection must always wait until after the north crosswalk has received its walk signal. With long cycle lengths of about 100 seconds, this can mean pedestrians attempting to cross Green Bay in the south crosswalk at Lake, Central, Wilmette, or Linden, may have to wait 70 to 80 seconds before getting a walk indication, and if a train arrives to pre-empt the signals, they may not get a walk signal for several minutes. As a result, many pedestrians simply become frustrated and ignore the traffic signals.

### Bicycle Routes

The Village of Wilmette Proposed Bicycle Route System has a bike route on Wilmette crossing Green Bay Road. There is an existing bicycle trail along the east side of the railroad tracks, extending to the north Village limits. South of Wilmette, the trail uses Poplar on-street to Evanston. No additional routes or trails are planned as part of redevelopment along the Green Bay Road corridor.

## V. MARKET ANALYSIS

### A. Overview

VSKA prepared a detailed Village-wide Market Analysis of all of the business districts in the Village in March 2005. Detailed background information on Village demographic trends, employment and retail sales are incorporated in that report. This chapter includes a summary of that information as well as the specific findings relative to the Green Bay Road corridor. VSKA analyzed demographic trends for the Village of Wilmette as well as for the Green Bay Road corridor market area. Detailed demographic data for the Village and the Green Bay Road corridor are included in the Appendix.

Wilmette is an affluent community with a high level of education, housing values, income and purchasing power. The table below summarizes some key demographic characteristics for the Village as a whole and the changes that have occurred over the past four years.

#### SELECTED WILMETTE DEMOGRAPHICS

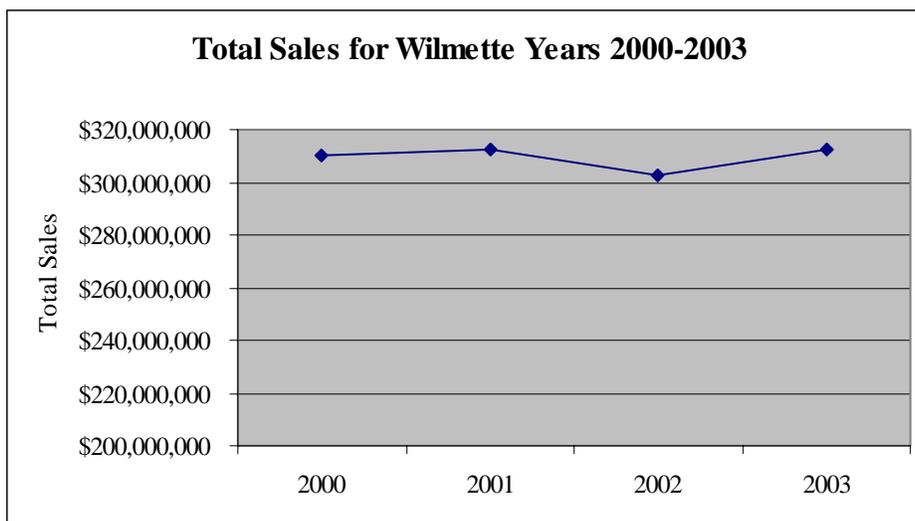
	2000 Census	2004 Estimate
Population	27,640	27,628
Households	10,035	10,024
Median Age (Years)	42.3	43.0
% of Population Under Age 15	24.9%	24.2%
% of Population Age 65+	17.1%	16.8%
Median Household Income	\$106,903	\$115,044
% Age 25+ with College or Graduate Degree	72.4%	71.3%
% Owner-Occupied Housing	84.4%	84.5%

Source: 2000 Census; Demographics Now.

As can be seen, the village is quite stable in terms of population and households, indicative of a mature community with limited land for new development and limited large-scale redevelopment. The median age has increased, though the share of seniors has decreased at the same time the share of school-aged children has also decreased. The median household income continues to rise, 7.6% over the past four years.

### B. Retail Sales Trends

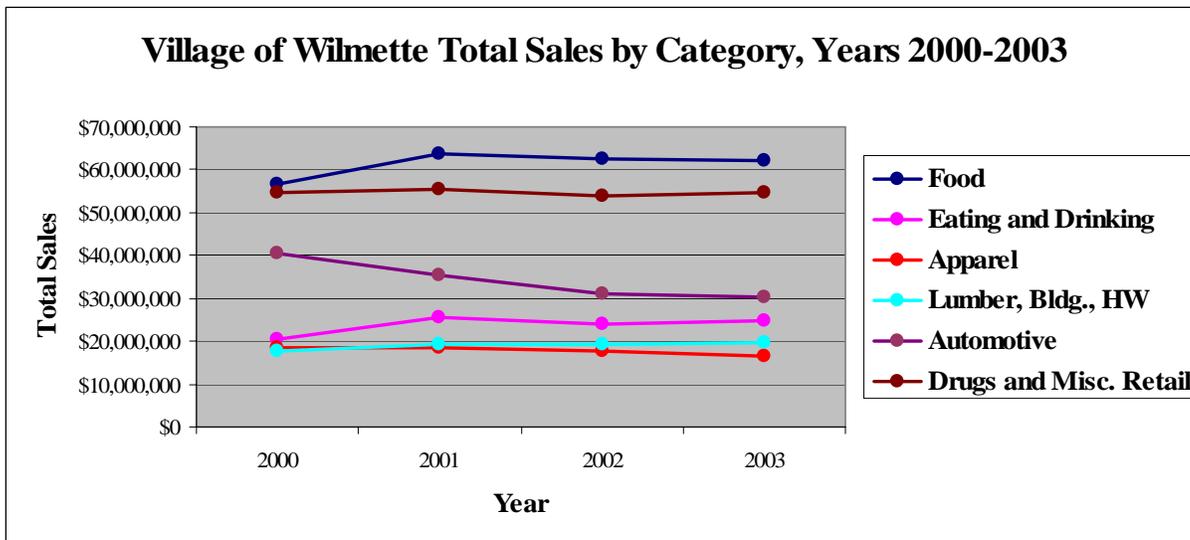
Valerie S. Kretchmer Associates, Inc. analyzed retail sales trends for the Village of Wilmette and neighboring communities for the past four years (2000-2003) based on reported sales tax receipts collected by the Illinois Department of Revenue. (Data from 2004 are not yet available.) Detailed tables are included in the Appendix to the Village-Wide Market Analysis. The graph below shows these trends for total retail sales as well as for the key retail categories.



Source: Illinois Department of Revenue, "Report of Sales Tax Receipts," 2001-2003.

Overall, the village's sales increased by a modest .8% over the past four years, though food sales increased by almost 10% during this period. Also increasing during this period was lumber, building and hardware (12%). (The data show a very large increase in general merchandise sales and significant decrease in furniture sales. However, discussions with the Finance Director indicate that these are probably a miscoding of sales by the Illinois Department of Revenue – possibly by Carson's Furniture Store and Carson Pirie Scott Department Store in recent years.)

However, several retail categories experienced declining retail sales over the past four years. These included significant drops in automotive sales (25%), furniture, household and radio (24%) and apparel (10%). Sales in the drugs and miscellaneous retail category were stable between 2000 and 2003.



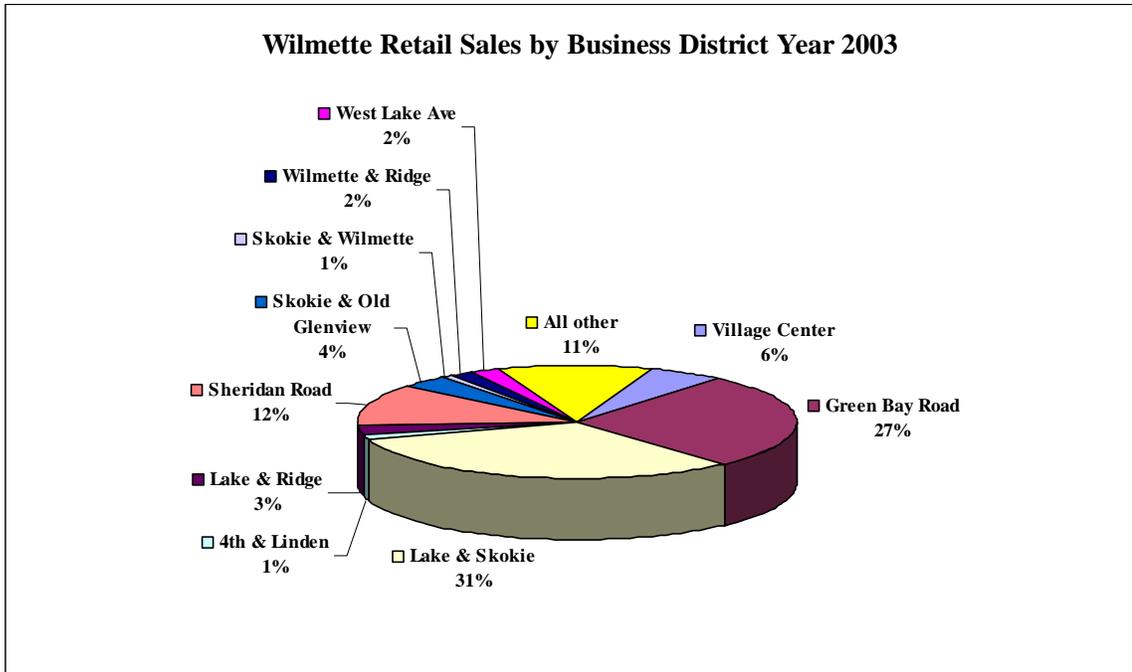
Source: Illinois Department of Revenue, "Report of Sales Tax Receipts," 2001-2003.

According to the Village (based on data received by the Illinois Department of Revenue) the largest retail sales tax generators (in alphabetical order) are:

- Bed Bath and Beyond
- Borders Books
- Carson, Pirie, Scott
- Chalet Nursery
- Crate & Barrel
- Imperial Motors
- Jewel Food Stores
- North Shore Ford
- Treasure Island
- Walgreens

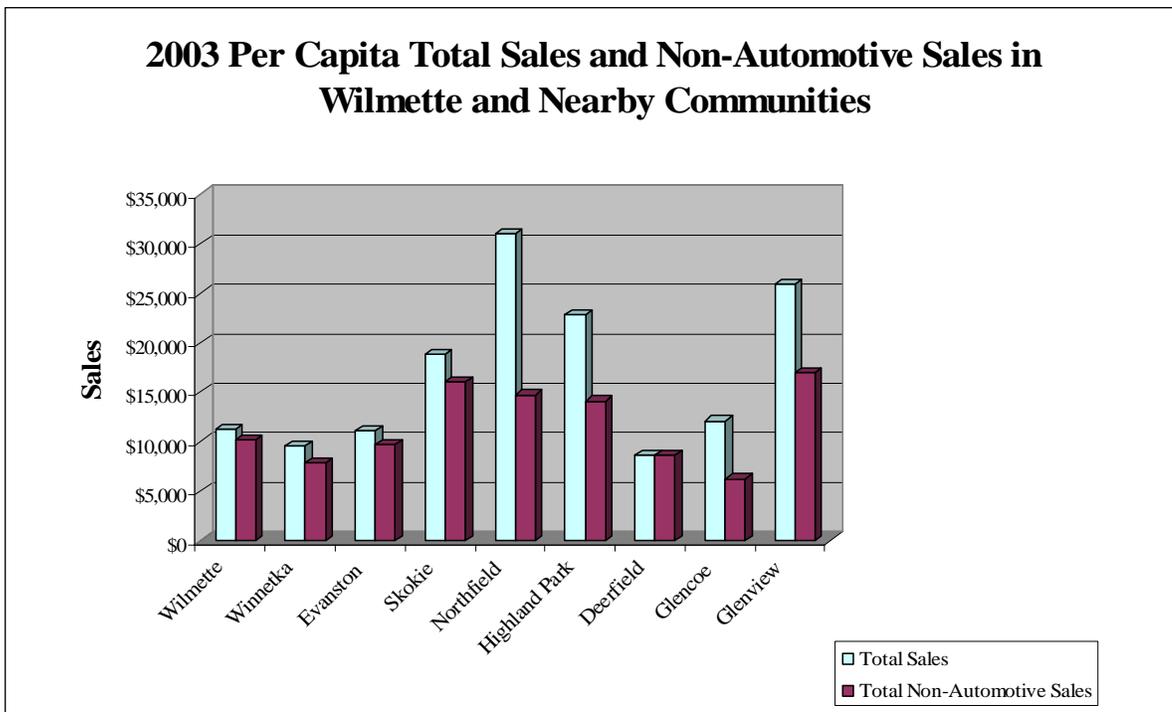
It should be noted that the list of the top 10 sales tax generators has been consistent for the past three years. North Shore Ford closed its doors as of late January 2005 and is not likely to be replaced by another car dealer, since there is a lack of sites large enough for a dealer's inventory. These top ten sales taxpayers accounted for half of the sales tax revenue generated in 2003.

The Illinois Department of Revenue also provided the Village a breakdown of the sales by retail district. The graph below shows the distribution of retail sales by business district for 2003. Not surprisingly, the Lake Avenue and Skokie Boulevard district (which includes Edens Plaza and West Lake Plaza) is the largest generator of sales, followed by the Green Bay Road corridor, accounting for 27% of the sales in the Village, and Sheridan Road, which includes Plaza del Lago, generating 12% of the Village's retail sales. These areas are also the largest in terms of retail square footage.



Source: Village of Wilmette

It is also useful to look at per capita retail sales for Wilmette and the neighboring communities. This also shows the extent to which a given municipality is attracting shoppers into the community or is losing retail sales to other municipalities. Wilmette's per capita retail sales at \$11,279 in 2003 were about average for North Shore communities, similar to the per capita sales in Evanston, higher than those in Winnetka and Deerfield, and well above the Cook County average of \$9,913. Again, the effect of car dealers and major malls is apparent with Skokie's per capita sales at \$18,832 and Highland Park's at \$22,869. Northfield's small population and high volume auto dealers result in very high per capita retail sales of \$31,033. The graph below illustrates the differences for total per capita retail sales and the non-automotive per capita retail sales for Wilmette and nearby communities.



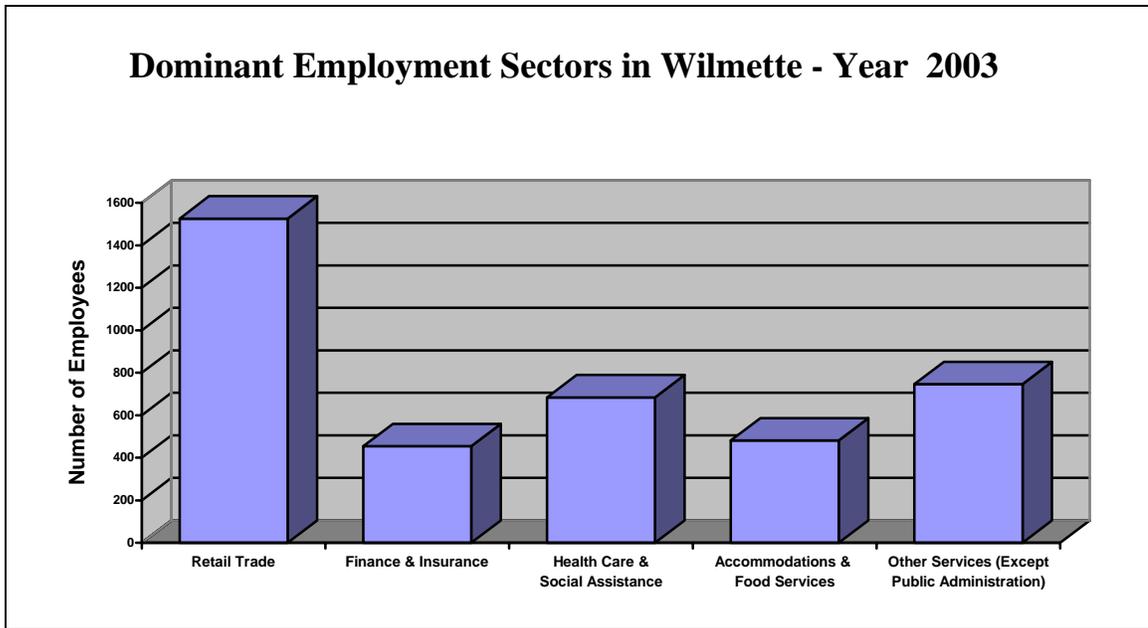
Wilmette’s per capita retail sales are average to strong in the food and furniture categories, average in the drug and miscellaneous retail category. However, its per capita sales are low in the eating and drinking category and on the lower end for apparel compared to other North Shore communities. A detailed table showing per capita sales by category is included in the Appendix of the Village-Wide Market Analysis.

**C. Retail Stores**

VSKA conducted an analysis of retail stores in Wilmette based on field inspections as well as an analysis of U.S. Census data from the U.S. Census report “County Business Patterns” on the number of stores by type as of 2001 in Wilmette Zip Code 60091. Wilmette had 136 retailers and 41 restaurants as of 2001. Wilmette does offer a wide range of shopping opportunities though there is the perception that there may not be as strong a retail base as desired by some residents.

**D. Employment**

Valerie S. Kretchmer Associates, Inc. analyzed employment trends for Wilmette over the past three years based on data from the Illinois Department of Employment Security. Detailed employment data are included in the Appendix for the Village-Wide Market Analysis. Wilmette had over 6,000 employees in 2003 employed in non-government jobs (covered by Unemployment Insurance), a 1.7% increase in jobs since 2001. The largest employment categories were retail trade, health care and other services (excluding public administration) as shown in the graph below.



Source: Illinois Department of Employment Security, "Where Workers Work;" Valerie S. Kretchmer Associates, Inc.

Notable changes over the past three years include:

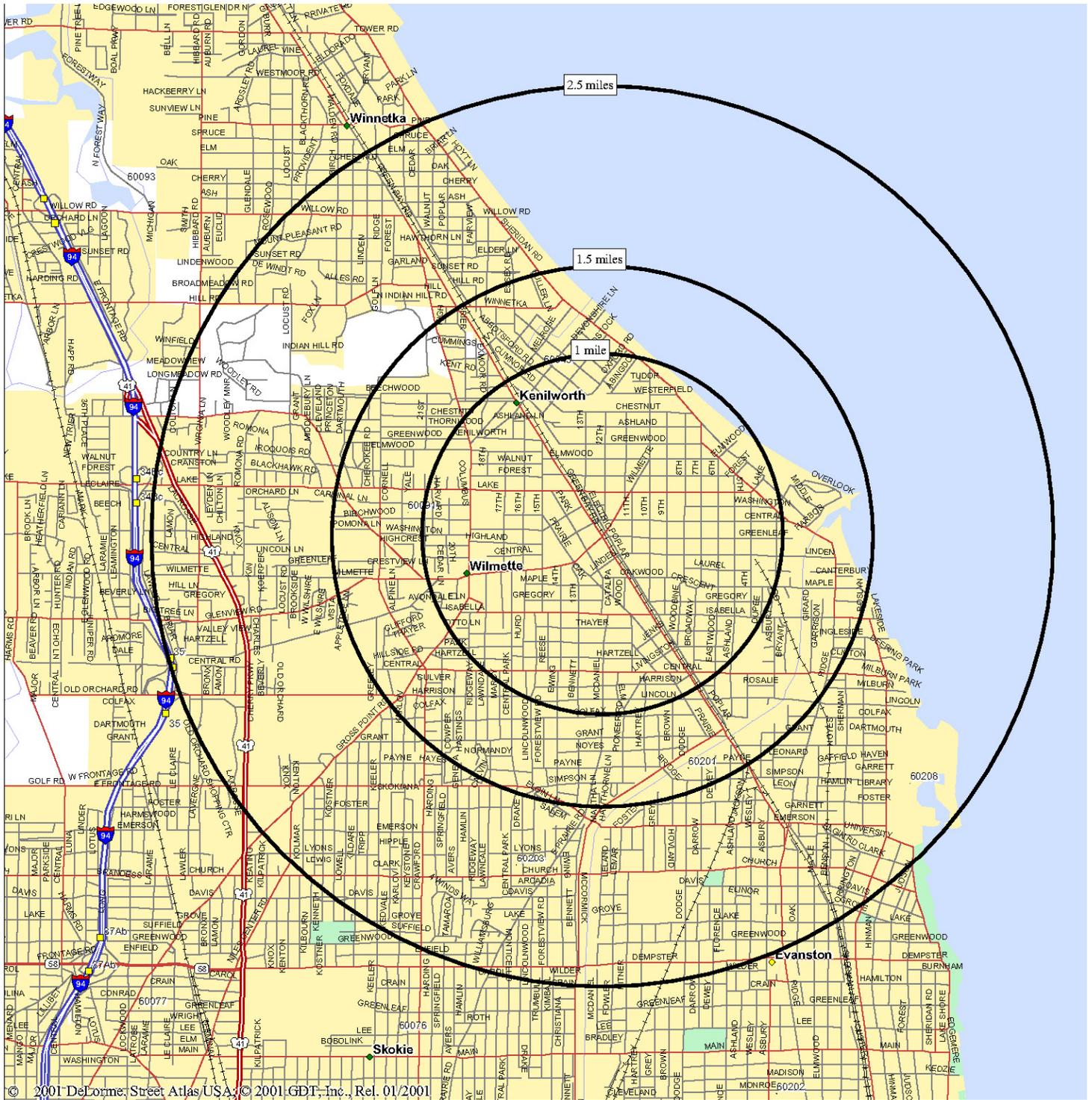
- Retail Trade – 7% decrease
- Finance and Insurance – 17% increase
- Accommodations and Food Services – 7% increase
- Educational Services – 10% increase
- Other Services (not including Public Administration) – 11% increase

## E. Characteristics of Wilmette Employers

VSKA analyzed the characteristics of employers in the Wilmette zip code to gain a better understanding of the type and size of businesses in the city. Data from the U.S. Census in County Business Patterns show the total number of establishments for the Wilmette zip code from 1998-2001. The Village had a total of 936 employers with a 1.7% increase in the number of firms between 1998 and 2001.

The largest number of firms are in the professional, scientific and technical services category (170), followed by retail trade (136), health care and social assistance (114), other services (99), and finance and insurance (76). The largest increase was in the number of firms in the finance and insurance category (10), which is consistent with increases in employment in this sector. Small numbers of firms are in manufacturing, transportation and warehousing, presumably manufacturers representatives, public storage and taxi and bus companies.

It is worth noting that two thirds of the businesses in the Village employ fewer than 5 employees and 92% employ fewer than 20 employees. Only 4 employ more than 100 people. The larger employers tend to be in retail trade, health care and social assistance, educational services, food services and other services. The profile of employers has implications for the office market.



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-  Local Road
-  Major Connector
-  State Route
-  Interstate/Limited Access
-  US Highway
-  City
-  Population Center
-  Land
-  Water
-  River/Canal

**Green Bay Road – West Village Center Radii**

**F. Green Bay Road Corridor/West Village Center Trade Area**

VSKA looked at the retail trade area for the Green Bay Road corridor and the West Village Center based on the draw of current and potential retail businesses as well as the competition to the corridor.

Some of the businesses along Green Bay Road in the West Village Center draw from residents throughout the Village, while others draw from a tighter geographic area, primarily 1-1 ½ miles. However, a potential redevelopment along Green Bay Road would have a larger draw, more likely 2 ½ miles, pulling into Winnetka and into Evanston. Several retailers and restaurants along Green Bay Road have draws that are far beyond 2 ½ miles, but these are the exceptions.

The 2004 demographics for these radii compared to the entire Village are shown in the table below. As can be seen, the population density increases considerably within 2 ½ miles of the area, and includes many younger households from Evanston. The map on the following page shows the limits of these radii.

**SELECTED 2004 DEMOGRAPHIC CHARACTERISTICS FOR WILMETTE AND GREEN BAY ROAD - WEST VILLAGE CENTER RADII**

	Wilmette	1 Mile	1 ½ Mile	2 ½ Miles
Population	27,628	20,887	36,670	87,265
Households	10,024	8,100	13,801	31,237
Median Age (Years)	43.0	41.5	41.3	38.2
% of Population Under Age 15	24.2%	24.7%	23.9%	20.3%
% of Population Age 65+	16.8%	15.3%	15.3%	14.8%
Median Household Income	\$115,044	\$114,560	\$114,334	\$88,199
% Age 25+ with College or Graduate Degree	71.3%	76.1%	74.1%	66.1%
% Owner-Occupied Housing	84.5%	79.8%	79.2%	69.7%

Source: Valerie S. Kretchmer Associates, Inc.; Demographics Now.

## **G. Competition**

The primary competitive locations to Green Bay Road for retail stores are the Village Center and Plaza del Lago. However, the Village Center should be viewed as a complement to the Green Bay Road corridor, especially for the West Village Center, given their proximity to each other. In addition, one of the goals of the West Village Center Plan is to integrate these two areas. Outside of the Village, direct competition comes from Central Street in Evanston and Downtown Evanston. More detail on all of the business districts in the Village is included in the Village-Wide Market Analysis.

### Village Center

Located east of the railroad tracks along Wilmette and Central Avenues, the Village Center is the primary retail area on the east side of Wilmette and the historic retail core for the Village. With approximately 120 retail and office businesses, the Village Center houses small specialty shops, restaurants, services, business and medical professionals. The Wilmette Theater is an important anchor for the district with its two screens showing foreign and art films. According to data from the Illinois Department of Revenue, the Village Center contributed 5.6% of the total retail sales in the Village.

The district is characterized mostly by one and two story older commercial buildings, with ground floor retail or commercial space and second floor office space and/or apartments. However, the area includes a dozen commercial and multi-family buildings that are three or four stories. Other than the Optima Center on the corner of Central Avenue and 11<sup>th</sup> Street, the Verona on Greenleaf west of 11<sup>th</sup> Street and the small strip of stores between Wilmette Avenue and Greenleaf facing Poplar, there has been limited new development in the Village Center.

The majority of retailers in the Village Center are independently owned, many by local residents. Some of the destination retailers include gift stores such as Senses Gallery, Crystal Cave and Dinner at Eight; jewelers including Lambrecht's, Antiques and Jewelry by Weber and Wilmette Jewelers; apparel and shoe stores including Lad and Lassie, Country Cobbler, Jos. A. Banks and Chantilly Lace; home stores including DeGuilio Kitchen Design and Backyard Barbeque; and restaurants including Kama Kura, The Noodle, Old Ouilmette Depot and C.J. Arthur's.

Convenience goods and services are also important to the mix in the Village Center with businesses offering coffee, baked goods, meats, ice cream,

flowers, casual dining and carry-out food, shoe repair, appliance repair, cleaners and laundromat, hair salons, banks and copying services.

### Plaza del Lago

Considered to be one of the region's specialty shopping center gems, Plaza del Lago on Sheridan Road at the north end of the village has been admired for its Spanish style architecture and mix of high quality specialty and convenience tenants. The center has 100,000 square feet of retail and small office space with approximately 40 businesses and 17 apartments on the second level. The Plaza is anchored by a smaller Jewel grocery store and Crate and Barrel, one of the chain's first stores and its first furniture store. Other tenants are a mix of specialty and convenience-oriented tenants including Chico's, Huntley's, Umbria Ceramics, Betise, Convito Italiano, Yellow Bird, Burhop's Seafood, Char Crews, Long Grove Confectionery, Helix Camera, Blockbuster Video, Starbucks, the Artisan Shop and del Lago Pharmacy. Plaza del Lago contributes 11.6% of the retail sales in the village.

Occupancy is always high at Plaza del Lago with only small vacancies in the Arcade building that caters primarily to doctors, service businesses and office users. The Plaza draws customers from the immediate neighborhood surrounding it for convenience shopping, especially from residents in the high-rises across the street on Sheridan Road, northeast Wilmette and Kenilworth. The specialty shops draw from a wider distance including Winnetka, Glencoe, the rest of Wilmette and northeast Evanston.

### Evanston

*Downtown Evanston*, with its 21 blocks of shops, 18 movie screens and restaurants, is the primary competition for entertainment and dining to Wilmette. Residents report that Downtown Evanston is often their primary destination for dining, as well as for first run movies and for many of the specialty shops. While most acknowledge that parking in Downtown Evanston is not easy and can be relatively expensive at its garages and parking meters, the variety of uses and vitality is a big draw.

According to data from the City of Evanston and Evmark, the downtown marketing organization, downtown Evanston has approximately 1.2 million square feet of ground floor space, of which approximately 31% is devoted to retail space, 26% to restaurants and 37% to services. Another 7% was vacant as of October 2004. Of the 307 storefronts downtown, 95 were occupied by retail stores with another 79 occupied by restaurants and 112 by a wide range

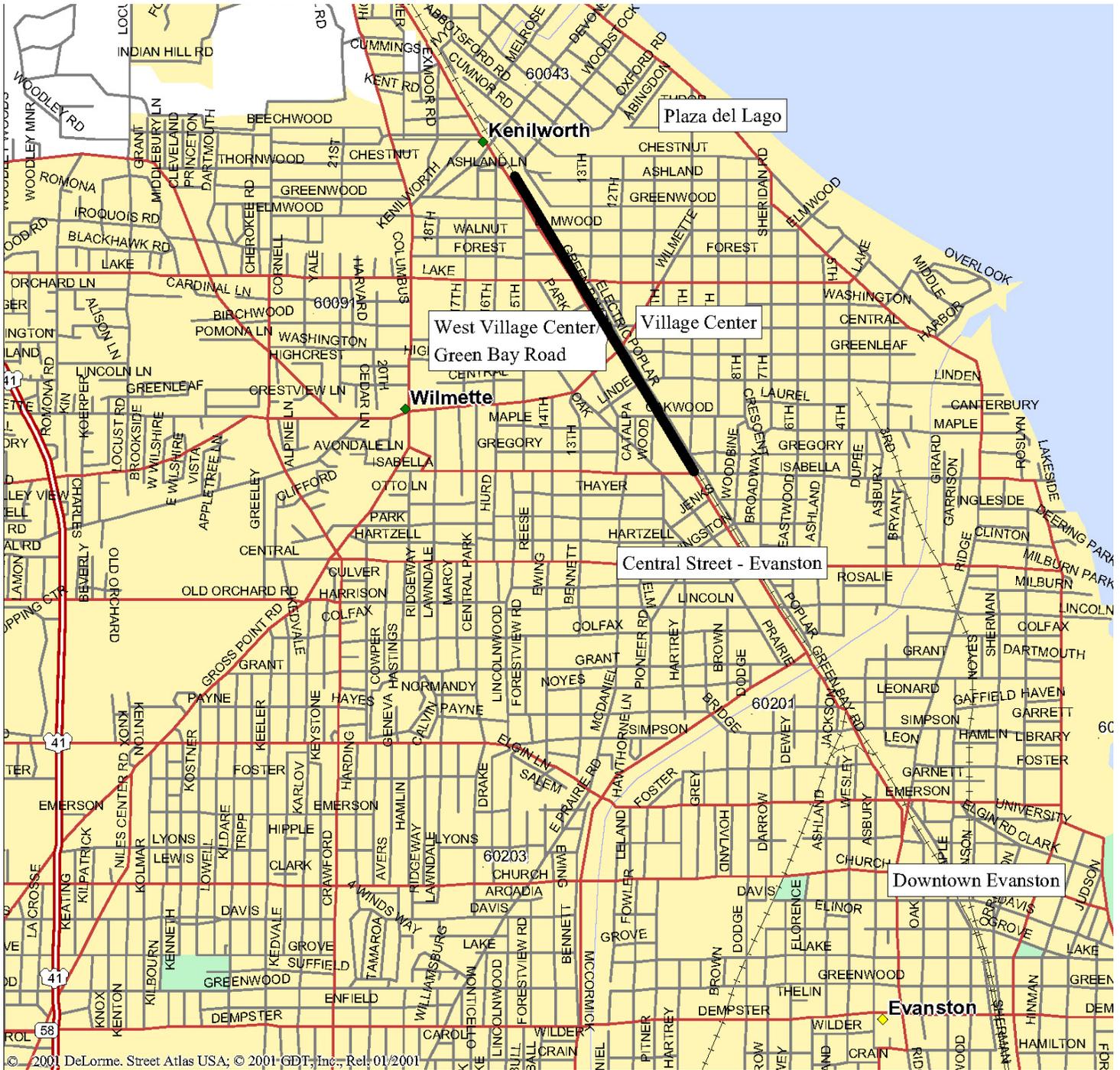
of services including personal services, medical offices, business services and government.

In addition to the Century Theatres, key retailers include Border's Books, Barnes & Noble, Cost Plus World Market, Uncle Dan's, Whole Foods, Active Endeavors, Urban Outfitters, Gap, CVS, Radio Shack, and numerous independent and specialty stores. With over 70 restaurants, ranging from coffee shops to fine dining establishments, Downtown Evanston markets itself as the dining capital of the North Shore. It is worth noting that the number of restaurants in downtown Evanston increased from 49 in 1990 to 79 in 2004.

The long-awaited Sherman Plaza, a mixed-use retail and residential development on Sherman Avenue between Davis and Church Streets, has started construction. The development will include 156,000 square feet of retail space including a 90,000 square foot health club. Retail tenants will include a relocated Barnes & Noble (30,000 square feet), Pier One (10,000 square feet), Ann Taylor Loft (6,000 square feet), Elizabeth Arden Red Door Salon and Spa (7,700 square feet) and smaller retailers. According to city officials, it will not include restaurants. The focus is on soft goods retailers to complement the strong restaurant core.

*Central Street* in north Evanston is located within a few blocks of the Wilmette village line and within a few blocks of the Green Bay Road corridor. The core of the shopping district is along Central Street from Green Bay Road west to Hartrey Street and along Green Bay Road north and south of Central Street. It comprises a small neighborhood business district that attracts many residents from southeast Wilmette for basic shopping. The two blocks of Central Street have a mix of convenience-oriented and specialty shops and services that cater to the basic needs of area residents. Some of the most popular businesses here include Foodstuffs, Great Harvest Bread, Tag's Bakery, Video Adventure, Prairie Joe's diner, The Spice House, Mud Pies, Vose-Sanders Bootery, Lois and Co., Bluestone Café, Symphony's and Perennials. Along Green Bay Road, two of the larger retailers include Dominick's and Office Depot.

A map showing the location of these competitive areas is on the following page.



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- Local Road
- Major Connector
- State Route
- US Highway
- Railroad
- ◆ Small Town
- ◆ City
- Water
- River/Canal
- City Park

### Green Bay Road Competitive Retail Areas

**H. Retail Rents**

VSKA looked at the typical asking rents for retail space along the Green Bay Road corridor and in other business districts in Wilmette and Evanston as shown in the table that follows. Most retail rents are quoted on a net basis whereby the tenant is responsible for paying their pro-rata share of real estate taxes, common area maintenance and building insurance costs. Depending on the age and location of a building, these can add anywhere from a few dollars per square foot to more than \$10 per square foot to the annual rental cost. Newer buildings typically have higher real estate taxes than older buildings. In addition, when buildings are sold, the Cook County Assessor typically increases the real estate taxes on the building to reflect the new property value. Buildings that have not sold in many years typically have lower property taxes.

**TYPICAL RETAIL RENTS AT COMPETITIVE BUSINESS DISTRICTS  
Fall 2004**

<b>Business District</b>	<b>Typical Gross Rent Per Square Foot Range</b>
<b>Wilmette</b>	
Village Center and West Village Center	\$16-34
4 <sup>th</sup> and Linden	\$12-27
Ridge Road/Wilmette and Lake	\$18-30
Plaza del Lago	\$40-46
Edens Plaza	\$20-40
Skokie Boulevard – Old Glenview Road	\$36-40
<b>Neighboring Communities</b>	
Central Street – Evanston	\$28-36
Downtown Evanston	\$12-45
Winnetka	\$16-40

Source: Valerie S. Kretchmer Associates, Inc.

Since some property owners quote rents on a gross basis (in which all operating costs and taxes are included), VSKA converted rents where possible to gross rents. Some newer properties do not yet know what their real estate taxes will be, so in those cases net rents are shown.

Overall, retail rents in Wilmette and other competing North Shore communities are high given the quality of the space, however there is a broad range depending on age and condition of the property, as well as location. Many of the older spaces do not meet modern retail needs and are not in “plain vanilla box” condition, what is known in the retail industry as move-in condition.

## **I. Retail Potential and Implications for the Green Bay Road Corridor**

VSKA examined the retail sales potential for 2004 for Wilmette and the likely area from which the Green Bay Road corridor could draw (including Kenilworth, Winnetka and Northfield). Many business owners indicated that they draw customers from these communities. New retail development, especially anything sizable along Green Bay Road could easily draw customers from Kenilworth and Winnetka.

The retail sales potential figures are based on household characteristics, income, age and population density and are estimated from national averages adjusted for these local demographic variables. VSKA obtained these estimates from Demographics Now, a vendor of demographic data. These figures are derived from the U. S. Bureau of Labor Statistics’ *Consumer Expenditure Survey* that annually surveys households across the country on their spending patterns.

Based on data on household expenditures for particular store types and the current sales tax receipts for the Village of Wilmette, VSKA has identified those areas in which the Village could capture a higher share of residents’ spending. Wilmette residents have over \$500 million in retail sales potential. On a national index, their spending power is over two times the national average for all categories of retail goods. When sales potential from Winnetka, Kenilworth and Northfield are added, the combined spending power of the four municipalities is over \$900 million.

It is useful to look at the difference in potential sales from area residents with the actual sales reported to the Illinois Department of Revenue for 2003. Wilmette captures a higher level of retail sales than its resident-based sales potential in the furniture, household and radio category and in the drugs and miscellaneous retail category. However, the latter category includes so many different types of stores, that there are many categories that may be doing well and others that could be augmented. Stores in this category include drug, jewelry, sporting goods, bicycle, book, camera, hobby, toy, gifts, luggage, sewing, flowers, liquor, optical, tobacco and newsstands. To the extent that the Village’s retail sales exceed the sales potential from Village.

To the extent that the Village's retail sales exceed the sales potential from Village residents, it is attracting sales dollars from outside of the community. When Wilmette's retail sales are lower than the retail sales potential for specific categories, the Village is losing sales and sales tax dollars to other municipalities.

The Village is losing a significant volume of potential sales in the food category, one in which it should be able to capture a higher share. This is due to the proximity of the Dominick's grocery store just outside of the Village on Green Bay Road in Evanston, but it is also due to the fact that there is no grocery store on the west side. Residents of West Wilmette are closer to grocery stores in Northfield, Glenview and Skokie, thus grocery sales are leaving the Village.

Significant sales leakage is also occurring in the eating and drinking category, not surprising given the relative lack of restaurants in Wilmette. However, the Village is capturing less than half of the potential sales in this category. The Village is capturing a small fraction of potential sales in the automotive category and that share will decline now that North Shore Ford has closed. Given the lack of suitable sites for car dealers who need substantial land for their inventory, it is unlikely that the Village will be able to capture a more significant share of the automotive potential. (Gasoline sales and auto parts sales are still an important source of sales in this category.) The Village captures approximately two thirds of the potential retail sales in the apparel category, a reasonable share for a municipality without a large regional mall. This share has the potential to be expanded.

The table below shows the additional retail space that could be supported in Wilmette based on the Village's ability to capture the difference in its current retail sales and the retail potential in several retail categories. The numbers included in this table are a general guide to the amount of additional space that can be supported without taking away sales from existing stores in those categories. The analysis shows that with additional stores, Wilmette residents could spend more in Wilmette and less in other competing locations. The column labeled "Wilmette Only" is based on the retail sales and retail sales potential of Wilmette stores and residents. The column labeled "Wilmette, Kenilworth, Winnetka & Northfield" shows the additional retail space that could be supported when the existing retail sales and estimated retail sales potential for all four municipalities are combined. Wilmette could attract some, though not necessarily all, of this additional retail space.

VSKA applied a sales productivity level of \$250-400 per square foot for different retail categories. National chains tend to have higher sales per square foot than small, independently owned stores. Thus, the actual supportable square footage could be higher if there are more independently owned stores. Food stores tend to have higher sales per square foot than other retail categories.

The higher supportable square footage for apparel in Wilmette compared to the total for all communities is due to the high level of apparel sales in Winnetka. We did not include general merchandise (e.g., department or discount stores) since it is unlikely that new ones would be attracted to the Village given the size required for a new store, even in a Green Bay Road redevelopment scenario.

The numbers are meant to give an order of magnitude to the amount of additional supportable space in the Village. Food stores could include a wide range of stores including grocery, bakery, butcher and specialty foods. Eating and drinking includes all types of restaurants such as sit-down, fast food, carry-out, fine dining, casual dining and bars. Apparel includes shoes and clothing. Lumber, building and hardware also includes paint, wallpaper and other specialized home improvement retailers.

<b>ADDITIONAL RETAIL STORE POTENTIAL</b> (Square Feet of Supportable Space)*		
<b>Retail Category</b>	<b>Wilmette, Kenilworth, Winnetka &amp; Northfield</b>	<b>Wilmette Only</b>
Food	141,280	80,923
Eating and Drinking	114,355	83,105
Apparel	23,072	28,911
Lumber, Building, Hardware	50,337	13,463
<p>*Based on sales per square foot of \$400 for food, \$250 per square foot for lumber, building and hardware, and \$300 per square foot for the other categories.</p>		

Source: Valerie S. Kretchmer Associates, Inc.

If a redevelopment occurs along Green Bay Road, a portion of this potential demand could be met at that location. While not all of the supportable space could be supported along Green Bay Road, a significant share could be supported in a new mixed-use development in the West Village Center. The size of the available parcel for redevelopment will determine how much retail space can be built on the site. Based on three possible redevelopment options shown in this report, the site could be developed with approximately 15,000-45,000 square feet of retail/commercial space. Many developers have expressed interest in the North Shore Ford site and would be

interested in a mixed-use building with ground floor retail/restaurant tenants and residential or office use on upper levels. Additional development or redevelopment elsewhere in the Village or in the neighboring villages could also absorb some of the projected demand.

Redevelopment along the Green Bay Road corridor, especially on the block with the now vacant North Shore Ford (between Wilmette and Central Avenues) and at the Kohl Museum site, can provide the Village with excellent opportunities to attract new, modern retail development at highly visible and accessible sites. In order to attract one or more sit-down restaurants, the Village may need to re-examine its liquor ordinance relative to the ability of a restaurant to serve a drink without a meal.

The compatible redevelopment of these sites should be a priority. If possible, the Village should encourage a comprehensive, rather than piecemeal, approach to the block between Wilmette and Central Avenues as recommended by the 1999-2000 West Village Center plan. This can be achieved through the regulatory process (e.g., planned unit development to give a developer more leeway with building height, uses, setbacks, etc.), as well as Village financial contributions if needed for extraordinary infrastructure expenses such as parking. These will be discussed in further detail in a subsequent chapter.

## **J. Office Market Analysis**

Wilmette competes within a small market area, primarily with small buildings in neighboring municipalities including Winnetka and Northfield, or with buildings along the Edens Expressway in Skokie or Northfield, or with Evanston. Office buildings in Wilmette are well occupied with very little space available. Only Winnetka, with a very small inventory of space, has a tighter market. The Northfield market is also considered to be very healthy with a vacancy rate similar to that of Wilmette's but with a much larger office base. Skokie's high vacancy rate is the result of cutbacks at Searle/Pfizer which put large blocks of Class A office space on the market (The Class A vacancy rate in Skokie is 58%). This space is considered to be very different in character from almost all of the office space in Wilmette. Evanston's vacancy rate at 10.4% is higher than Wilmette's, but still well below that of the suburban market overall and of the North Suburban sub-market. Both Skokie and Evanston have significantly larger inventories of office space than Wilmette. Over the past six months, Wilmette and surrounding municipalities, with the exception of Skokie, have experienced improved office market conditions.

The following table provides details on the characteristics of the Wilmette office market by building class.

<b>WILMETTE OFFICE MARKET DATA</b>					
<b>Building Class</b>	<b>Month/Year</b>	<b># of Buildings</b>	<b>Total Rentable Area (S.F.)</b>	<b>Direct Vacancy Rate (%)</b>	<b>Vacancy Rate Inc. Sublet Space (%)</b>
Class A	Jul-04	1	58,237	14.3%	14.3%
	Feb-05	1	58,237	12.4%	12.4%
Class B	Jul-04	9	216,435	3.5%	3.8%
	Feb-05	10	229,870	4.7%	4.9%
Class C	Jul-04	6	59,650	12.5%	12.5%
	Feb-05	6	59,650	9.2%	9.2%
Total Space	Jul-04	16	334,322	7.0%	9.3%
	Feb-05	17	347,757	6.7%	6.9%

Note: The increase in total rentable area between 2004 and 2005 results from the inclusion of the building at 3520 West Lake Avenue that was formerly an owner-occupied medical office building. It is now included in the competitive inventory.

Source: Cheryl Stein Inc. Commercial Real Estate; Co-Star Group.

There is only one Class A (highest quality) building (3201 Old Glenview Road west of the Edens Expressway), while 66% of the gross rentable area is Class B (average) in quality. While there is some vacancy in the one Class A building, the Class B buildings have relatively little vacancy. Class C buildings, generally the oldest buildings with the fewest amenities, also have a relatively high vacancy rate, primarily because these buildings have less desirable space. As of November 2004, the building at 3520 W. Lake Avenue was purchased by an investor from a medical practice that used the entire building. The building will be converted to multi-tenant space and is now included in the inventory of Class B space. There has been no new construction of office space in Wilmette since the late 1980s when the buildings at 825 Green Bay Road (1987) and 3545 W. Lake Avenue (1989) were constructed.

Rents in Wilmette office buildings vary widely depending on the age, quality and location of the building as well as the size of the space. Typical asking rents for older space in the Village Center, West Village Center and along Ridge Road (typically upper level space over stores), range from \$10-18 gross which includes the cost of common area maintenance expenses and real estate taxes. Some of these spaces do not have an elevator. The better quality Class A and B buildings quote asking rents ranging from \$21-28 per square foot gross.

## **K. Office Niche and Development Potential**

Office tenants in Wilmette tend to be small companies, many of which are professional services firms whose principals live in or near the Village. Data provided earlier in this report showed that 2/3 of Wilmette's employers have fewer than 5 employees and 83% have fewer than 10 employees. Of the more than 600 employers in office prone industries in the Village, 86% have fewer than 10 employees.

According to building owners and property managers of office space in Wilmette, it is not difficult to keep the better maintained buildings leased. There is a continuing demand for good quality, small office space. The tight Class B market, lack of new construction in 15 years and lack of available space in Winnetka would indicate potential for a limited amount of new office space in the Village targeted to smaller office tenants. This could be 15,000-20,000 square feet of office space in the near term.

One possible development scenario would be office condominiums, a concept that is gaining favor in some parts of the Chicago metro area, but one that has not been used in this area. It can be an attractive option in an area such as Wilmette where business and professional people are affluent and have the financial capability to purchase property, but may not be able to find a suitable building to buy. Small professionals who do not expect to expand significantly are prospective buyers for office condominiums. This concept could be a free-standing structure or could be part of a larger mixed-use project in the West Village Center.

## **L. Residential Condominium Potential**

VSKA conducted a preliminary review of the residential condominium potential in the Village. While there have been many new single-family homes built in the area in the past few years, there have been few new condominiums built.

According to the Multiple Listing Service, as of the end of 2004, the median single-family home sales price in the Village was a very high \$700,000, an increase of 17.7% over the previous year's median sales price, a significant jump in just one year. The median condominium and townhouse sales price for 2004 was \$350,000, an increase of 2.3% over 2003's median sales price. Approximately 80-90 condominium units sold in each of the past three years. The largest concentration of condominium units is on Sheridan Road near Plaza del Lago.

It is also useful to look at the sales at the newer condominium buildings in Wilmette. These include two buildings in the Village Center at 1107 Greenleaf (Verona) and

705 11<sup>th</sup> Street (Optima), and one building on Lake Avenue west of Ridge Road at 1925 Lake. The table below shows the range in prices over the past 2.5 years for condominiums in these newer buildings.

**CONDOMINIUM PRICES AT NEWER BUILDINGS IN WILMETTE  
2002 - Mid-2004**

<b>Building Location</b>	<b>1 Bedroom</b>	<b>2 Bedroom</b>	<b>3 Bedroom</b>
1107 Greenleaf	\$275,000-305,000	\$425,000	-
705 11 <sup>th</sup> Street	\$240,000-265,000	\$224,000-365,000	\$460,000-520,000
1925 Lake	-	\$239,000-358,000	\$392,000

Source: Koenig & Strey/GMAC; Valerie S. Kretchmer Associates, Inc.

At this time, there is only one condominium building under construction in the Village – the senior citizen condominiums in the converted Mallinckrodt building on Ridge Road north of Lake Avenue. Buyers need to be 62 years and older, thus a significant number of potential condominium buyers would be excluded from this building.

A preliminary market assessment indicates that there is demand for condominiums in Wilmette above and beyond the senior units planned at the Mallinckrodt site. The success of the newer mid-rise condominiums elsewhere in the Village, lack of new construction in several years, and success of new condominiums in nearby suburbs bodes well for this location.

The Green Bay Road corridor would be considered a desirable location for condominiums as long as the building is properly soundproofed to keep out the noise from passing trains. (This should not be a problem since there are numerous examples of successful condominium buildings across the street from railroad tracks.) Proximity to the Metra station, shopping and dining will make this an attractive location for empty nesters, middle aged buyers (such as divorced people whose families live in Wilmette) and people in their late 20s or 30s who want more affordable condominiums than they could buy in trendy Chicago neighborhoods.

This location will compete to some extent with new buildings in downtown Evanston though most of the buyers will likely come from Wilmette and other communities in

New Trier Township. A number of new condominium buildings are under construction and planned in Evanston and Skokie with prices ranging from the upper \$200s to low \$300s per square foot, with buildings in Skokie generally less expensive than those in Evanston. This translates to prices ranging from the mid \$200,000s for a one bedroom unit to \$500,000-600,000 for larger three bedroom units. A small condominium building in Winnetka at Green Bay Road and Winnetka Avenue (Winnetka Belvedere) is priced in the low to mid \$300s per square foot with all units ranging from the low \$500,000-600,000 range for two bedrooms, but sales have been very slow. That building does not offer one bedroom units.

It is outside of the scope of this market assessment to recommend price points for condominiums here, but per square foot prices below those of the Winnetka Belvedere would be desirable, as would the inclusion of some one bedroom units to broaden the potential pool of buyers.

The opportunity to add more residents to the district will also improve the potential to attract additional retailers and restaurants to the area. In a mixed-use building, the residential uses indirectly subsidize the retail space. However, for the mixed-use building to be successful, care must be taken to provide adequate parking for the residents (1 to 1.5 parking spaces per unit for one and two bedroom units and possibly 2 spaces for a three bedroom unit), soundproofing from the trains and adequate separation and security between the commercial and residential portions of the building.

In addition, it will be important that the developer is not constrained unnecessarily by either the condominium bylaws or Village regulations relative to the types of allowable uses and the percent of non-retail space that is allowed. Issues such as storefront width and depth that is adequate by current retail standards, orientation to the sidewalk, retail/restaurant parking etc. can be addressed through the PUD process.

## **VI. STRATEGIES TO ENHANCE THE CORRIDOR**

### **A. Potential for New Businesses in the Corridor**

As shown in the preceding section, there is demand for an additional 200,000 square feet of new retail and restaurant space in the entire Village without taking away sales from existing businesses. This new demand could be met in existing storefronts or in new buildings along the Green Bay Road corridor or other parts of the Village. This is far in excess of what could be developed on the ground floor of a new building in the West Village Center based on the size of the site (whether a full block or only a portion of the block).

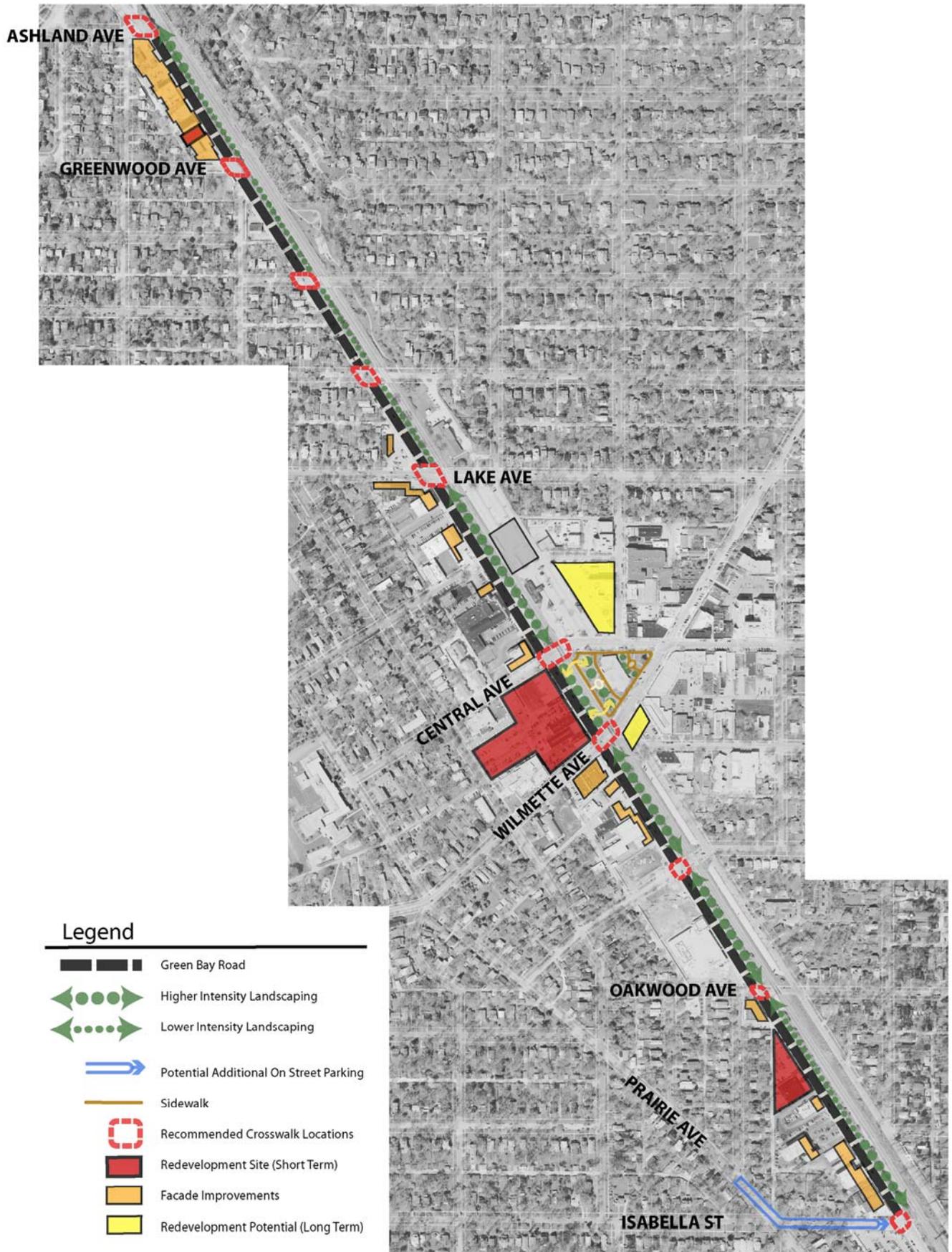
In addition, there is also a continuing demand for good quality, small office space. This could be 15,000-20,000 square feet of office space in the near term. One possible development scenario would be office condominiums, a concept that is gaining favor in some parts of the Chicago metro area, but one that has not been used in this area. This concept could be a free-standing structure or could be part of a larger mixed-use project.

There is also potential for new residential condominiums along the Green Bay Road corridor. The Green Bay Road corridor would be highly desirable for condominiums if the building(s) is properly soundproofed for train noise and has adequate parking. The demand would be for a free-standing building or as the upper floors of a mixed-use building.

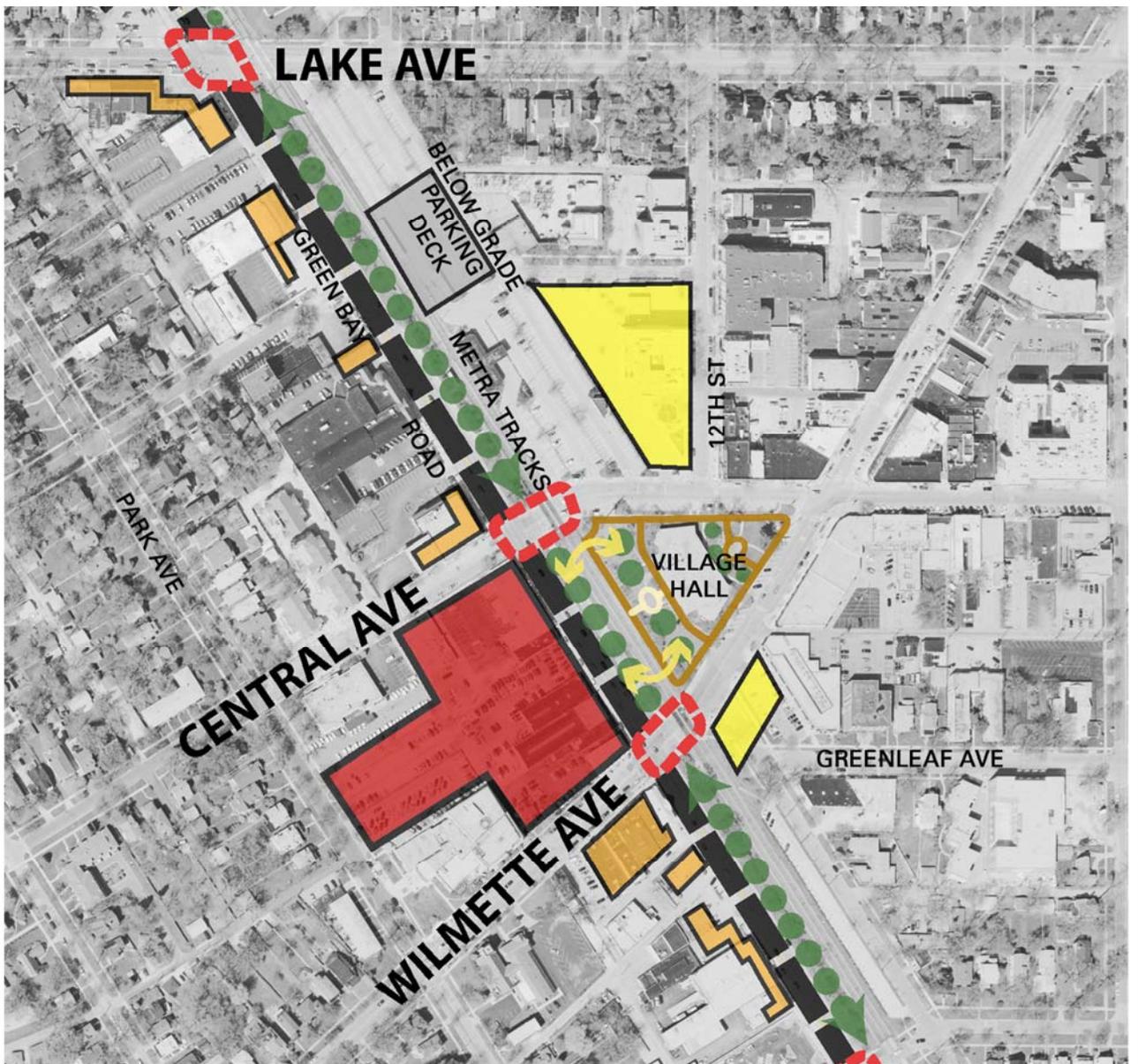
### **B. Redevelopment Options**

The Village has the authority to review a specific development proposal for compliance with all requirements, but redevelopment only occurs if and when a property owner decides to sell the land to a developer. Within the portion of the corridor located between Wilmette and Washington, a four or five story building, with retail and condominiums, would not be out of character as currently there are twelve buildings within the Village Center that are three or four stories.

Of those who submitted written comments at the February 23rd community meeting, 84% supported some kind of redevelopment while 16% opposed any type of redevelopment. As the Village considers redevelopment requests anywhere within the corridor, it must ensure that the developer has provided adequate parking, that the access to the street system considers traffic and pedestrian safety, that the retail and restaurant tenants will add vitality to the corridor and that the design of the building is of high quality.



### Overall Concept Plan



**Legend**

-  Green Bay Road
-  Higher Intensity Landscaping
-  Lower Intensity Landscaping
-  Potential Additional On Street Parking
-  Sidewalk
-  Recommended Crosswalk Locations
-  Redevelopment Site (Short Term)
-  Facade Improvements
-  Redevelopment Potential (Long Term)

**Concept Enlargement – Center of Corridor**



**Existing Conditions Along Central Block Focus Area**

Currently three sites within the corridor are on the market. At the north end of the corridor is a small in-fill site. It is immediately to the north of the gas station that is located at the northwest corner of Green Bay and Greenwood. The site is zoned NR Neighborhood Retail Business. The parcel measures 50' x 115'. Due to the small size of the site and the difficulty of providing the required on-site parking, the likely use is to combine the land with either the gas station or the small commercial building to the north.

The Kohl Children's Museum is the second parcel south of Oakwood, at the south end of the corridor. The museum will close this September and move to a location in the Glen in Glenview. Nearby merchants have commented that on-street parking spaces occupied by museum patrons and buses will become available for their customers. However, the merchants are aware that some parents patronize their businesses before or after their museum visit or return later to explore the nearby shopping opportunities. The museum, parking lot and administrative office occupy a site large enough for a variety of other uses. According to the Village, a bank and a drug store have contacted the owner. Given the other banks and drug stores located along Green Bay Road or in the nearby Village Center, such uses would not be desirable. A fine dining restaurant or a specialty grocer would complement other uses in the corridor.

In January, North Shore Ford closed. It is located in the heart of the corridor, directly across Green Bay Road from the Village Hall. The site is about .9 acres and occupies the center portion of the block between Wilmette Avenue and Central Avenue. The Plan Commission studied that block and submitted the West Village Center Plan to the Village Board in 2000. The plan called for a mixed-use development with retail on the first floor and residential condominiums on the upper three floors. The Plan envisioned a courtyard and a walkway which would connect the two institutional uses on the west side of the block to the Village Hall across the tracks and link the shopping located on the west side of Green Bay Road with the shopping located east of the tracks. The Plan also discussed the possibility of integrating the parking lots on Park Avenue owned by the Village, Library and Post Office as well as providing below grade parking.

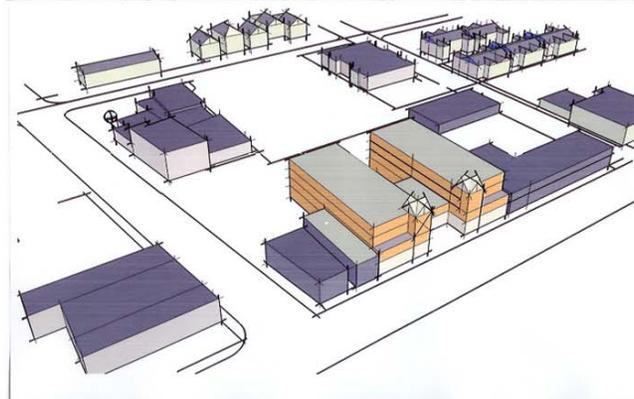
We recommend that the Village work with the developer and the property owners to achieve a redevelopment of all or a portion of the block consistent with the West Village Center Plan. Given the Village's desirable demographics, proximity to commuter rail and convenient location, the Village should demand that the development provides a lively shopping environment, adequate parking and reflects community aesthetics. The Village can control the redevelopment by the zoning ordinance, by choosing whether to grant a curb cut to the new use(s) and by how the adjacent properties use the public alley.



**Redevelopment Scenario 1**

50 Condominium Units\*  
15000 SF Retail/Office

Redevelopment of the Napleton site as a taller mixed use structure would accent the center of the block and give prominence to the downtown from all directions as one enters the Village. This sets the stage for a connection to a potential expanded Village Green around Village Hall. Utilizing both sides of the tracks and especially the Wilmette and Central Avenue intersections as gateways expands the reach of the existing downtown to the West Village Center.



\*Number of units may vary depending on size and unit mix.



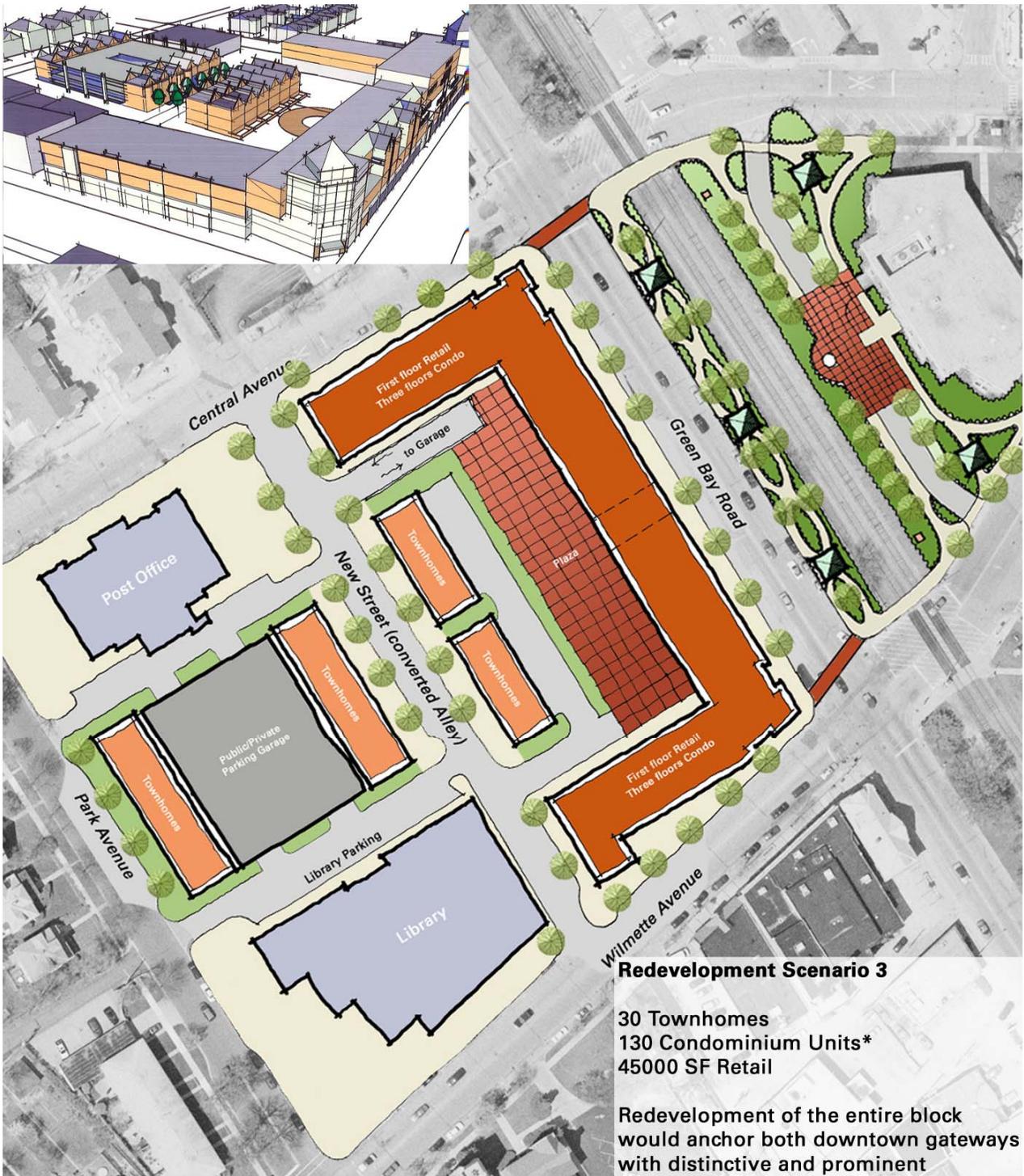
**Redevelopment Scenario 2**

70 Condominium Units\*  
25000 SF Retail/Office



By utilizing an expanded site, from Napleton to Wilmette Avenue, a new mixed use development could anchor the Wilmette Avenue/Green Bay Road intersection with a distinctive architectural feature at this gateway to the downtown. This also would expand the downtown presence west on Wilmette to create a two sided retail environment in coordination with the existing retail on the south side.

\*Number of units may vary depending on size and unit mix



**Redevelopment Scenario 3**

- 30 Townhomes
- 130 Condominium Units\*
- 45000 SF Retail

Redevelopment of the entire block would anchor both downtown gateways with distinctive and prominent architectural features. Converting the mid-block alley to a dedicated street would allow for a revitalized streetscape with townhomes fronting both sides. Library and Post Office parking, as well as additional public parking, would be supplemented by the new parking garage over the existing Village and Library surface lots.

\*Number of units may vary depending on size and unit mix.



In addition, if the Village wished to assist a specific development proposal that includes a desirable retail mix, quality residential space and an attractive design, the Village owned parking lot on the west side of the alley can be made available for shared parking with the development. The Village has long recognized that the providing municipal parking in commercial districts is as important as providing adequate infrastructure. Examples include the Burmeister lot and the lot behind Veterans Park.

This site is the crossroads of the Village, located where the corridor and the Village Center intersect. It can function as an extension of the Village Center, therefore it is critical not only to revitalizing the Green Bay Road corridor, but also to the continued viability of the Village Center. Decisions made in the next several months will have a tremendous impact on the entire Village for decades to come.

We encourage the Village staff to work with the developer and the existing businesses to relocate them into the new retail space, if the business desires to remain in a location on Green Bay Road. Some of the existing businesses may decide that another location in the corridor or another commercial district within the Village is more suitable for their current business needs.

The Village staff will need to be in close contact early on with the local businesses impacted. The staff will need to coordinate with the Chamber of Commerce and local property owners to determine which spaces are or could be available at the time businesses would need to relocate. While today the Village's business districts do not have a significant number of vacancies, there is always natural turnover of retail spaces due to retirement, change in a company's space needs or business closings. Some businesses may choose to relocate earlier while some could decide to wait until the very end prior to the potential redevelopment of their site.

Some municipalities choose to reimburse all or a portion of business relocation costs, often with TIF funds. Some financial assistance from the Village to businesses is a reasonable approach to keep businesses in the Village and has been done in nearby communities. In addition, it is sound policy to assist a viable business to remain in the Village to continue generating sales tax revenue and providing goods or services desired by Village residents.

In addition to enhancing the Green Bay Road corridor, the Village also wants to maintain the long term viability of the portion of the Village Center east of the tracks. The concept plan includes several long term redevelopment options for the Village's consideration. The Bank One site is a large site adjacent to the Metra station. As such, it is a desirable location for a mixed use transit-oriented development. The Metra lot could provide a below grade parking deck for commuters. However, if the

Bank One site is redeveloped, a combination site with Metra for commuter parking, general municipal parking and parking for the retail and residential uses should be explored.

The parking lot on Poplar, between Wilmette and Greenleaf, may also be a possible location for a mixed-use development that would help link the retail businesses east and west of the railroad tracks. Parking and circulation will be challenges that deserve thoughtful consideration on this small site.

### **C. Development Regulations**

The commercial chapter of the 2000 Comprehensive Plan includes two goals relevant to the corridor. One is to “maintain attractive commercial areas from which a variety of goods and services are offered to the markets that have historically been served by these areas”. The other states “when the opportunity arises, encourage redevelopment of underutilized commercial properties to increase the tax base in a manner consistent with community needs and land use policies.”

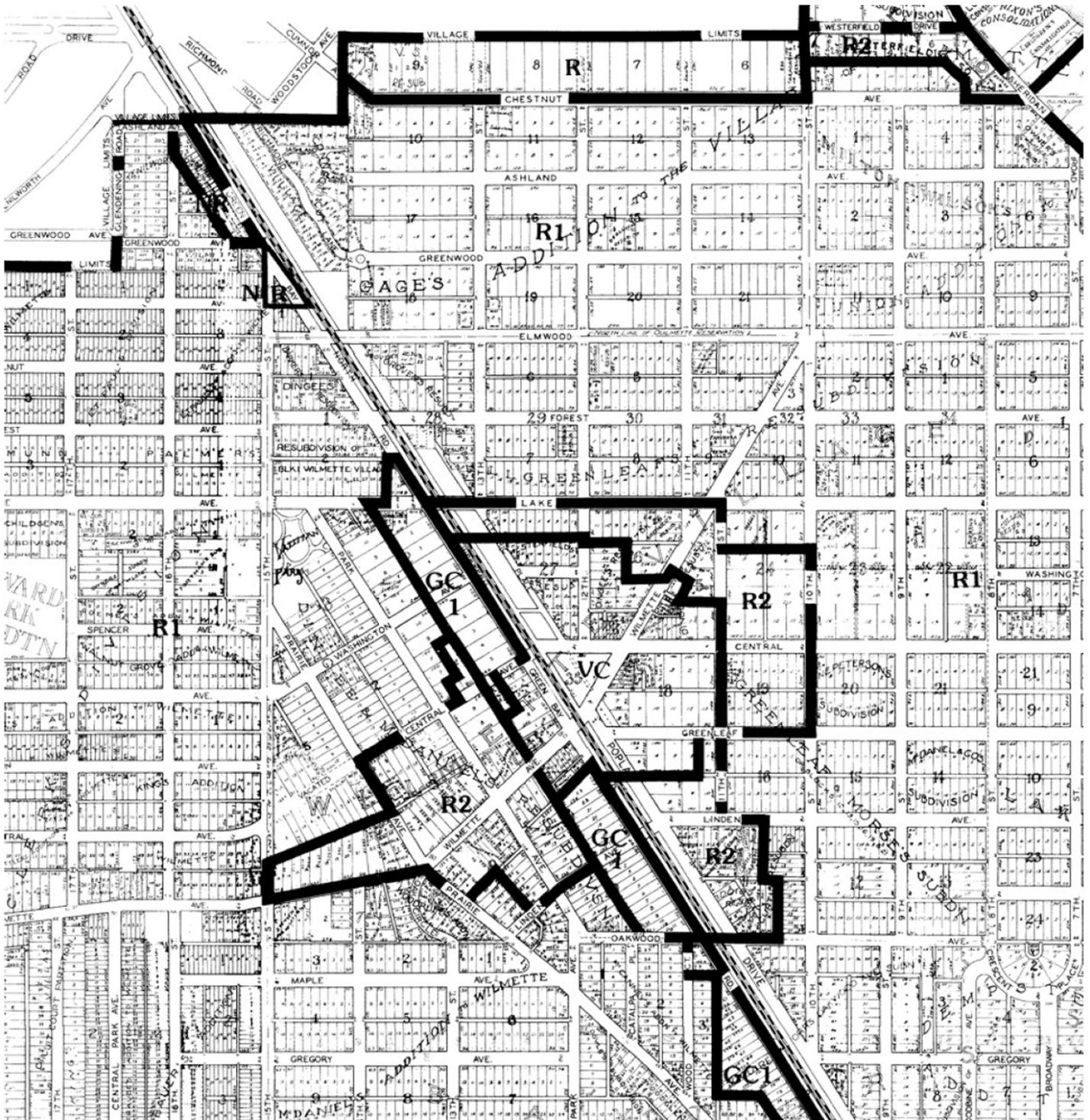
The Comprehensive Plan also includes four policies relevant to the corridor. Two address the visual environment: “continue to make streetscape improvements” and “develop design guidelines”. A third policy states “encourage developers to use the Planned Unit Development process to develop or redevelop significant commercial properties when they become available”. The fourth policy is to initiate a study of the GC1 zoning district and its relationship with the Village Center business district, including whether some of the GC1 district should be included in the VC zoning district, developing a vision and policies for the GC1 district and considering housing options in the GC1 district.

The Comprehensive Plan defines the Neighborhood Retail Business District, as a commercial center providing goods and services primarily for the convenience of the residents of the surrounding neighborhood. The General Commercial 1 district provides a location for higher volume and higher intensity commercial uses. The vision for the Village Center Business district is a shopping area offering quality retail and restaurants while maintaining its hometown character and pedestrian scale.

The following proposed changes to the development regulations are based on input from the community meetings, our research and the goals of the Comprehensive Plan. The changes will maintain the environment valued by the residents. Please note that the suggested changes apply to those portions of the three zoning districts located within the Green Bay Road corridor. The staff should determine whether the changes are also appropriate for other areas in the Village. A zoning map is on page 51.

### Boundaries of the Village Center district

On the west side of the tracks, the Village Center currently includes the portion of Green Bay Road from Central to the alley parallel to and south of Wilmette. However, on the east side of the tracks the Village Center is located between the alley south of Lake to the alley north of Linden. Please refer to the zoning map on the next page. The northern boundary of the VC district west of the tracks should be extended to Washington as most of land uses west of the alley between Central and Washington are townhouses, rather than single family homes as in the rest of the GC1 district. This block is directly across Green Bay Road from the Metra Station, which is a key activity generator for the Village Center. The area west of the tracks functions as part of the Village Center as both the Library and Post Office draw residents who also shop or eat east of the tracks. The retail mix west of the tracks is more pedestrian oriented than other areas of the corridor.



- R – Single Family Detached Residence
- R1 – Single Family Detached Residence
- R2 – Townhouse Residence
- R3 – Multi-family Residence

- NR – Neighborhood Retail
- VC – Village Center Business
- GC1 – General Commercial Business
- GC2 – General Commercial Business

**Zoning along the corridor**

In addition, the Comprehensive Plan allows townhomes west of the alley, between Wilmette and Linden (with the exception of the existing house of worship). If townhomes are developed in that area, the southern boundary of the Village Center should be extended to Linden.

#### Classification of Uses

The residents expressed interest in additional dining opportunities. While full service restaurants are permitted, some specialty food uses such as a bakery or coffee shop would require a public hearing and approval as a Special Use. Such uses should be a permitted use, subject to review by the staff Site Plan Review Committee. Specific standards must be met such as location on a major or collector street, adequate internal traffic circulation, compliance with parking requirements, reasonable hours of operation, control of noise, odor and litter. Any use not meeting the standards shall be referred to the Zoning Board of Appeals for a hearing as a Special Use.

#### Residential Uses

Currently in both the NR district and the VC district above street level, multi-family dwelling units are permitted. No dwelling units of any type are allowed in the GC1 district, except as part of a Planned Unit Development. Multi-family dwelling units, provided that they are located above street level, should also be allowed in the GC1 district. They provide additional shoppers to patronize the stores generating the sales tax revenue that helps to support the high level of municipal services provided. The Village continues to allow single family homes in the corridor in the area of Forest and Elmwood and two more single family homes are under construction or planned in that area. If the corridor is an acceptable location for those detached dwellings, it is also an acceptable location for multi-family dwellings. While some residents will choose not to live in the GC1 district, other residents will be attracted to its proximity to public transportation, shopping, services and restaurants. The popularity of such developments in nearby suburbs demonstrates the demand for such a housing alternative.

#### Non-retail Uses

In the GC1 district, street level offices and personal service establishments are permitted uses. In the NR district, street level personal service uses are permitted while street level offices are special uses if more than 10% of the linear street frontage is occupied by offices. In the VC district, street level personal service and offices are special uses if more than 10% of the linear street frontage is occupied by personal service and office uses, respectively.

Street level office uses above the 10% threshold should continue to be special uses in the NR and VC districts. However, standards for street level personal service uses in the VC should be added to demonstrate that some personal service uses are more appropriate than others. For example, personal service uses that are located at the edge of the district, rather than near the center, that generate significant foot traffic for nearby retail uses or provide a service not currently available could be approved at the staff level, while other personal service uses would be subject to the Special Use process.

### Bulk Regulations

To encourage wider sidewalks in the three zoning districts, the setback from the lot line along any public street should be a minimum of 5'. As parcels are redeveloped over time, the Village will gain a wider sidewalk for blocks in the corridor. A maximum of 50% of the grade level façade may be set back more than 10' along Green Bay Road to discourage parking lots along the street that interrupt the streetscape and provide an unpleasant pedestrian environment.

The NR district allows a height of 30' or 2.5 stories, whichever is less. Given that the NR district is a small area within the overall corridor and is separated from the rest of the corridor by an area of single family homes, no changes are suggested to the existing bulk regulations.

The GC 1 district allows 30' or 2.5 stories, whichever is less. With a Planned Unit Development (PUD), the maximum height is 4.5 stories. In the VC district, the maximum height is 32' or three stories, whichever is less. With a PUD, the maximum height may be 4.5 stories. The maximum height for a PUD should be changed to allow new buildings to be one story taller, rather than .5 story taller than the tallest building in the particular zoning district.

The Zoning Ordinance is clear that the Village may approve a PUD only when the developer provides substantial benefits to the community, such as public open space, substantial landscaping, outstanding architecture, proper surface water drainage, energy efficient facilities or amenities such as fountains.

### Parking

Parking decks are not permitted in any of the three districts in the corridor. Decks would not be appropriate for the NR district or for the GC1 district. Parking below grade has been allowed in the Village Center, such as the Burmeister lot, and is being considered for the parking area located between the Library and the Post Office.

The Village may wish to consider above grade parking decks as a Special Use in the Village Center if they are surrounded on all lot lines adjoining a public street by a structure that contains no parking spaces. With this provision, the deck would not be visible from any of the surrounding streets and would be enclosed by the retail, office and/or residential uses that it serves.

Alternatively, if the deck were visible from a street, commercial uses at the street level of the structure with design amenities such as use of brick, screening by evergreens, four season planter boxes or other vegetation to soften the visual impact would be mandatory.

The parking requirements in the center core of the Green Bay Road corridor do not recognize the availability of public transit. As in the Village Center east of the tracks, one bedroom dwelling units should provide one parking space and two bedroom units should provide 1.5 parking spaces, rather than the current requirement of two spaces for either a one or two bedroom unit. For new construction, the requirement for retail should be changed to 1 space/500 square feet rather than 1 space / 200 sq. ft. Restaurants should provide one space for every six seats, instead of 1 space for every three seats. Limited service restaurants and carryout establishments also should provide 1.5 spaces per cash station rather than 3.0 spaces per cash station. Non-retail uses on the first floor should remain at 1 space/200 square feet while non-retail uses on upper floors should provide 1 space/300 square feet. Currently personal service establishments provide 1 space per 200 sq. ft. and office uses provide 1 per 300 sq. ft. If the existing parking requirements are not changed, the cost for providing the required parking spaces may result in a development that does not provide some of the open space and pedestrian amenities desired by the Village.

In those portions of the corridor located in the NR district or the GC1 districts, most customers and employees will drive to their destination, although a few will use the Pace bus, walk, bike or carpool. Only one change is suggested to the parking requirements in NR and GC1. For buildings constructed prior to the effective date of the Zoning Ordinance, no parking should be required for retail or for restaurants. That will allow the property owners reasonable use of their property, but discourage office uses or personal service uses, such as banks, dry cleaners and hair stylists.

Currently shared parking is a Special Use. In any location along the corridor, the Site Plan Review Committee should be allowed to authorize shared parking, based on adequate documentation being provided by the petitioner. The documentation must show that, given the nature of the uses and parking demand by time of day and day of week, sufficient parking is provided. At their discretion, the Committee could refer a petition to the Zoning Board for a public hearing on the request for shared parking.

### Sign Ordinance

Until recently, sidewalk signs were prohibited. Some merchants believe they are effective advertising and they are allowed in certain towns. The Village recently amended the sign ordinance to allow sidewalk signs, with reasonable regulations.

Staff should work with the merchants to develop a local sign ordinance for the entire Village Center. While the process is time consuming, the benefit is that future signs, which conform to the local sign ordinance, can be approved quickly. While a local sign ordinance may also be desirable for the north end and south end of the corridors, the linear nature of those areas makes it more challenging than for a contiguous area like the Village Center.

### Appearance Review Commission (ARC)

Despite some user-friendly changes that have been made since the ARC was created in 1990, a few difficult cases color the business community's perception of the ARC as time-consuming and arbitrary. Staff should publicize those changes and provide an overview of the process at a Chamber of Commerce meeting to educate the merchants, using recent examples of positive outcomes.

### Building Codes

Municipalities may regulate structures at three different times. All municipalities regulate new buildings by requiring construction to conform to the relevant building codes prior to issuance of the building permit. Many municipalities also impose standards when the use in an existing building changes. Typically that requires conformance with fire, health and accessibility codes, but not necessarily with the other building codes. Some municipalities choose to adopt a property maintenance code, sometimes with annual inspections by the building department of all existing buildings. Property maintenance codes tend to be adopted by communities experiencing significant lack of maintenance of residential or commercial properties. That is not a concern for residential properties in the Village. While some landlords have not yet invested in their buildings to bring them up to current retail standards, as they observe the rents commanded by new or rehabilitated buildings, those landlords may then undertake the needed improvements to their property. If that does not happen, we encourage the Village to inspect existing vacant spaces and enforce codes that apply to existing buildings. Such an inspection program might be done as part of the Fire Department's periodic inspection of commercial buildings.

## **D. Transportation**

### Circulation and Access

The Village is applying for Congestion Mitigation Air Quality (CMAQ) funding for a project which would slightly widen Lake, Central, and Wilmette Avenues to provide separate east-west left turn lanes, allow the elimination of the split-phase operation for east-west traffic, and reduce delay and increase capacity, particularly during peak periods of heavy train traffic. East-west through traffic would operate simultaneously, and delay to eastbound traffic would be reduced since it would no longer need to wait through the entire westbound traffic phase after each railroad pre-emption cycle.

Redevelopment along the Green Bay Road corridor will impact the traffic operation in the area, particularly in the West Village Center block, since the traffic flows are affected by the operation of the Metra railroad more than at the north and south ends of the corridor. At the south end of the corridor, the commercial area from Isabella to Oakwood is basically unaffected by the railroad, since there are no adjacent signalized intersections interconnected to the railroad. At the north end, from Greenwood to Ashland, the impact of the railroad interconnect is not as great since the Kenilworth-Green Bay signal is not operated with a split in the east-west signal phasing, as are the signals on Green Bay at Lake, Central, Wilmette, and Linden. Consequently, there is more street traffic capacity available to accommodate potential increases in traffic due to redevelopment.

The West Village Center block is adjacent to two of the signals that operate with the east-west split-phase timing, Central-Green Bay and Wilmette-Green Bay. Analyses of these intersections indicate that roughly 80% of the intersection capacity is currently utilized under the existing split-phase signal operation. With the proposed changes under the CMAQ project, the existing traffic would utilize about 75% of the available intersection capacity as a result of the proposed operational improvements and capacity increases.

Three possible redevelopment options in the West Village Center block have been suggested. These range from a modest redevelopment option with 50 condominium dwelling units and 15,000 square feet of retail/office, to a more substantial redevelopment with 138 condominiums, 30 townhouses, and 45,000 square feet of retail/office. Depending on various assumptions about the mix of retail versus office, the possible reduction in residential trip generation due to proximity to rail transit, and possible reduction in retail traffic due to capture of existing pass-by trips, one could expect an order of magnitude increase of 90 to 110 trips in the PM peak hour for the low intensity redevelopment option, and an increase of 270 to 310 trips in the PM peak hour for the most ambitious redevelopment option.

When the traffic is distributed through the street network, it is estimated that the new development traffic will use from 3% to 7% of the available capacity at the critical intersections of Central-Green Bay and Wilmette-Green Bay.

Even without the CMAQ project improvements, there should be enough intersection capacity to accommodate this potential increase in traffic. The magnitude of the redevelopment traffic will roughly offset the increase in traffic capacity projected under the CMAQ proposals.

Access to the West Village Center site should be provided through driveways on both Wilmette and Central. Access from Park Avenue would not be essential, particularly for the lower density redevelopment scenario, although a Park Avenue driveway would be desirable in distributing the impact of a higher density redevelopment.

### Pedestrian Connections

The simultaneous east-west signal phasing proposed under the Village's CMAQ project would allow both north and south crosswalks crossing Green Bay to receive a simultaneous walk signal, thereby reducing delay and frustration for pedestrians trying to use the south crosswalk. In addition, since the simultaneous operation will allow more signal time to be allocated to through traffic, more walk signal time will also be available to be allocated to the parallel crosswalk movements. Sidewalks are provided along the west side of Green Bay Road, but not along the east side. People parking along the east curb of Green Bay either cross mid-block, or make their way along the unpaved area to the nearest intersection, where they encounter the split pedestrian phasing described above. In some segments of Green Bay Road, such as between Linden Avenue and Isabella Avenue, there is a significant amount of on-street parking activity along the east side of the street, and pedestrians must cross to and from destinations on the west side of Green Bay without the use of a traffic signal. However, while the parking activity is significant, the volume and concentration of the generated pedestrian traffic is not sufficient to warrant the installation of a mid-block pedestrian traffic signal. It may be desirable to further investigate the possibility of providing modifications to the median striping or providing a mountable median treatment, in combination with some unsignalized mid-block crosswalks, to allow marked crossing points in conjunction with a median pedestrian refuge area. As part of future enhancements, it may be desirable to include a small curb-attached parking access walk along the east side of Green Bay Road.

### On-street and Off-street Parking

Currently, a significant amount of parking demand for the neighborhood retail centers at the south and north ends of the corridor is satisfied through on-street parking. The parking lanes are not needed for street capacity since the impact of the railroad operations in these areas is not as significant as in the center of the corridor. At the south end, the Kohl Museum may have contributed a demand for 30 to 40 on-street parking spaces during peak mid-day periods. With the closing of the Museum, this should free up a significant amount of parking to accommodate the employees of existing businesses, and customers of existing and future retail businesses.

At the north end of the corridor, demand for on-street parking varies from 10 to 15 spaces during AM and PM peak hours, to 30 to 35 spaces during the mid-day. Possible redevelopment of a 5700 square foot parcel, which would require about 28 off-street spaces under existing zoning, would add to this demand for parking if insufficient off-street parking were supplied. There are available on-street spaces south of Greenwood if on-street parking demand increases, although it would be obviously less convenient than spaces currently used.

Any redevelopment in the West Village Center block would require off-street parking, with driveway access preferably along the east-west cross-streets in order to reduce traffic conflicts along Green Bay Road and maintain the pedestrian continuity as well. The redevelopment options proposed would require the provision of roughly 100 to 110 of-street spaces for the lower density development, and roughly 320 to 350 spaces for the more intensive development. While the current demand for on-street parking in the central portion of the Green Bay corridor is low, the available supply would not be sufficient to accommodate the magnitude of potential parking demand under the redevelopment options. This demand may be mitigated somewhat, depending on whether Metra commuters make linked bypass trips to the West Village Center retail uses while leaving their cars in the Metra lots, or by people parking east of the tracks in available on-street parking and walking across the tracks and Green Bay Road to reach destinations in the this block. The attractiveness and ease with which pedestrians can cross Green Bay Road will affect how extensively the parking east of the tracks is used for this site.

## **E. Business Development**

### Promotional Materials

The Village and Chamber of Commerce have prepared and distributed brochures with information and directions to the restaurants, services and stores. The brochures should be kept up to date with a sufficient supply available at local businesses. The Village should continue to work with the North Shore Convention and Visitors Bureau to promote tourism, shopping and dining in Wilmette.

In addition, each issue of the Village newsletter that is distributed to all of the households in the Village should continue to include an article highlighting a different commercial area so that the residents are aware of all of the different commercial districts and what they each offer. This will be especially important as the Village reviews potential development along Green Bay Road. We understand that the Village also mails the newsletter to local businesses and we encourage them to verify that all businesses are receiving it.

The Village should assemble a more professional looking promotional brochure for businesses and developers who make inquiries about the Village or sites within the corridor. The information should include items such as demographics from the 2000 Census with current year estimates, list of available properties, Village business development programs, list of local businesses, regulations such as business licenses and background information on the community. This information should be readily available at the counter at Village Hall, at the Chamber of Commerce and on the Village's website. In addition, the Village's website should be updated in a more professional manner to present this information to prospective businesses and developers. Websites have become important reconnaissance tools for companies doing their early research on particular locations. Inadequate information, or information that is difficult to find on the website can eliminate a community even when there may be an excellent fit between the business and community. Many municipalities provide such information and update it regularly.

#### Recruitment and Business Assistance

The Village and property owners should actively recruit the types of businesses mentioned in the market analysis, as most uses on the list are feasible at some locations on the corridor. The categories are grocers and specialty foods, eating and drinking establishments, apparel and shoes, and building and home improvement. Also, the Chamber can work with the merchants here and throughout the Village to provide guidance on topics such as attractive window displays, cost effective advertising and quality customer service.

The Village Center merchants have organized and have cooperated on some creative promotions. Some businesses along Green Bay Road are involved in the Village Center merchants group. The Village Center merchants group should be expanded to include the Green Bay Road merchants located between Lake and Linden Avenues. Future promotions would then reinforce the connectivity of the east and west sides of the railroad tracks. This organization can be a resource to the corridor merchants on what approach has been most successful.

During the interviews with stakeholders, some of the merchants in the south end of the corridor mentioned that they had been talking with each other. The paint store, fabric store, window treatment store, the silversmith (who also does custom hardware and lighting restoration) along with the outdoor furniture store, hardware store, kitchen and bath store, two antique stores and two glass stores further north on the corridor could become a shopping

destination if marketed correctly. In addition there are several antique stores located along Ridge Road and a kitchen design store, wallpaper store, custom upholsterer, window fashion, interior designer, lamp store, appliance store, custom framing store and barbecue store located in the Village Center east of the tracks. The Village and Chamber should work with those merchants to develop promotions that capitalize on that synergy. Similarly, there are several health-related businesses (yoga, personal fitness, trainer and martial arts) in the corridor that might benefit from a similar strategy.

## **VII. DESIGN GUIDELINES**

### **A. Façade Improvements**

Only three structures in the corridor are less than twenty-five years old. The owners of a few other buildings have improved their facades and updated their signage. We recommend that the Village re-institute the façade improvement program. This is particularly important in the north and south sections of the corridor where redevelopment may not occur for awhile.

For owners who wish to participate in the program, they submit drawings to the Appearance Review Commission. After the ARC has approved the plans, the owner's contractor completes the work. The Village inspects the work to verify that it has been done according to the approved plans and other Village requirements. Upon documentation of the façade improvement costs, the Village rebates the owner a portion of the cost.

In addition, some municipalities pay all or part of the architect's fees to develop the drawings. If the Village does not wish to fund the program, staff should work with one or more local financial institutions. They may be willing to provide loans to the businesses with attractive terms, such as a longer repayment schedule or below market interest rates as an incentive for property owners to enhance their facades.

### **B. Streetscape Enhancements**

Several years ago, the Village provided some streetscape improvements on the east and west side of Green Bay Road. We recommend that the Village add to what has already been done with additional landscaping, enhanced pedestrian crossings at Wilmette and at Central, decorative pedestrian lighting and treatment of the west entry of Village Hall and adjoining area with architectural features to visually link the east Village Center with the west Village Center. If redevelopment occurs on the block between Wilmette and Central Avenues, the streetscape improvements should extend west to the alley. If the parking lots between the Library and Post Office are reconfigured, the streetscape improvements should include the entire block, including the east side of Park Avenue.



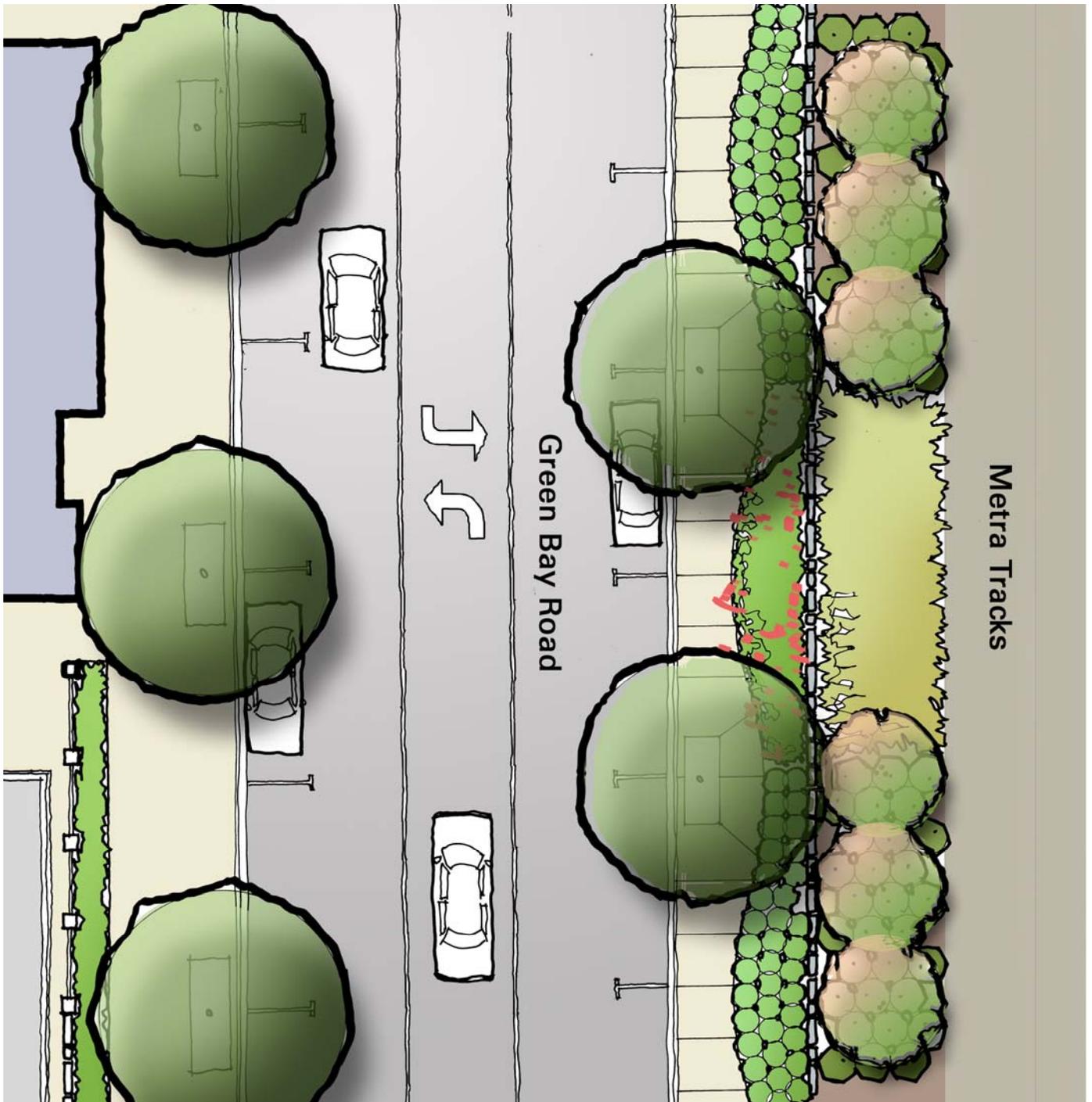
**Legend**

-  Green Bay Road
-  Higher Intensity Landscaping
-  Lower Intensity Landscaping
-  Potential Additional On Street Parking
-  Sidewalk
-  Recommended Crosswalk Locations
-  Redevelopment Site (Short Term)
-  Facade Improvements
-  Redevelopment Potential (Long Term)

**Concept Enlargement – South End of Corridor**



**Concept Enlargement – North End of Corridor**



**Streetscape Prototype Plan**



**Existing Conditions at East end of Corridor**



**Proposed Treatment of East end of Corridor**

### **C. Introduction to the Proposed Design Guidelines**

The design guidelines described in detail below are intended to assist the development community in preparing their proposals and to assist the Village in evaluating proposed projects. The guidelines are not intended to be mandatory. Depending on the type of project, some points in the guidelines may not apply. The guidelines are intended to apply to the Green Bay Road corridor, although in the future the Village may modify them for other commercial areas within the Village.

The design guidelines do not restrict architectural style or the ability of a property owner to express their vision and identity, provided that the proposal is a quality design that respects the distinctive visual character of the Village. The design guidelines do not substitute for the zoning ordinance, sign ordinance, building code or other provisions of the Village code, which must be complied with as well.

The guidelines apply to both new construction and exterior remodeling of commercial and multi-family uses. They do not apply to detached single family homes or to institutional uses. The Appearance Review Commission will review most projects. However, the Plan Commission will review Planned Unit Developments.

For purposes of the design guidelines, the corridor includes Green Bay Road from the Village's southern boundary at Isabella to the northern boundary at Ashland. It also includes the portion of the following streets located between the Metra tracks and the alley that is located west of and parallel to Green Bay Road: Isabella, Oakwood, Linden, Wilmette, Central, Washington, Lake, Greenwood, and Ashland. It does not include Forest or Elmwood as that portion of both streets is zoned residential.

The 2000 Comprehensive Plan called for the development of design guidelines. The consultant team prepared draft design guidelines based on the Zoning Ordinance, Comprehensive Plan, the Appearance Review Commission handbook and public comments during the meetings on the Green Bay Road corridor.

The consultant team and members of the Appearance Review Commission held a charrette on March 1st to discuss scenarios for the corridor. The Appearance Review Commission and staff reviewed the draft design guidelines in a workshop on March 21st. The Appearance Review Commission, the Plan Commission and the public discussed the revised guidelines on May 2nd. The proposed guidelines attempt to incorporate the elements of that discussion. Please note that on some points the public, members of the Plan Commission and members of the Appearance Review Commission had different perspectives.

The proposed guidelines include a section that discusses the existing character of the three districts within the Green Bay Road corridor and offers recommendations for each district. Another section includes the guidelines that apply to the entire corridor. Also included are photographs of existing conditions in the corridor with drawings illustrating the application of the guidelines to that location.

#### **D. Character of the Three Districts within the Green Bay Road Corridor**

##### South End of the Green Bay Road Corridor

- ❑ The south end of the corridor is located between Isabella Street and Linden Avenue
- ❑ This area is characterized by one and two story commercial buildings
- ❑ Generally the parking is provided on-street or to the rear of the buildings
- ❑ Many retail uses and some service uses are located in this section of the corridor
- ❑ The Zoning Ordinance permits 2.5 story buildings
- ❑ A Planned Unit Development allows 4.5 stories as the district's tallest building is 4 stories

##### Central Core of the Green Bay Road Corridor

- ❑ The central core is located between Linden Avenue and Lake Avenue
- ❑ Immediately to the east is the Village Center
- ❑ Two buildings are located adjacent to the railroad tracks: the Metra station and Village Hall
- ❑ This location is the key to creating an identity for the Green Bay Road corridor
- ❑ This area is close to the train station, shopping, restaurants, theater, Village Hall, library, post office
- ❑ Other nearby uses include offices, services, townhouses, multi-family and single family dwellings

- ❑ Density that is appropriate here may not be appropriate for other locations along the corridor
- ❑ New construction should reflect the scale of buildings in the Village Center
- ❑ The condo buildings (Optima, Verona and 724 Twelfth Street) are 4 stories
- ❑ Of the multifamily buildings in the 1100 block of Greenleaf, two are 3 stories and one is 4 stories
- ❑ Bank One, SBC, 1215 Washington, 1163 Wilmette, 1121 and 1131 Central are 3 stories
- ❑ The Zoning Ordinance permits 3 story buildings
- ❑ In a Planned Unit Development, the building may be 4.5 stories

North End of the Green Bay Road Corridor

- ❑ The north end of the corridor is located between Lake Avenue and Ashland Avenue
- ❑ This area includes single family homes and 1 and 2 story commercial buildings
- ❑ No changes are proposed to the area located from just south of Forest to just north of Elmwood
- ❑ Generally parking is provided on-street or to the rear of the buildings
- ❑ Some retail uses and many service uses are located in this section of the corridor
- ❑ The Zoning Ordinance permits 2.5 story buildings
- ❑ With a Planned Unit Development, the maximum height is 2.5 stories

**E. Recommendations for the Three Districts within the Green Bay Road Corridor**

South End of the Green Bay Road Corridor

- ❑ Façade improvements are recommended for existing buildings

- ❑ The Village should undertake additional improvements to enhance the existing streetscape

Central core of the Green Bay Road corridor

- ❑ A mix of retail, office and residential uses is encouraged
- ❑ New retail space should offer a variety of goods to draw people to the Village Center
- ❑ New quality office space targeted to small professional firms is appropriate in this area
- ❑ This location supports housing other than single family to meet the changing needs of the residents
- ❑ The Village should undertake additional improvements to enhance the existing streetscape
- ❑ Any future streetscape treatment on Wilmette and Central Avenues should extend west to Park
- ❑ To encourage pedestrian crossings, strengthen and enhance the crosswalks on Green Bay Road
- ❑ Decorative lighting should be installed for pedestrian safety
- ❑ Architectural features should be added to provide a presence to the east side of Green Bay Road
- ❑ Village Hall's west entry and adjoining area should link Green Bay Road and the Village Center

North end of the Green Bay Road corridor

- ❑ Façade improvements are recommended for existing buildings
- ❑ The Village should undertake additional improvements to enhance the existing streetscape

**F. Guidelines for all Areas of the Green Bay Road Corridor**

Relationship of Structure to Surrounding Area

- ❑ Adjacent buildings' exposure to passersby shall be preserved
- ❑ Architectural features shall respect the structures in the district
- ❑ Design shall demonstrate harmony of mass and height with structures in the district
- ❑ The Zoning Ordinance requires parking lots, refuse areas, storage and delivery areas to be screened
- ❑ Screening shall be wall extensions, berms or landscaping
- ❑ New curb cuts along Green Bay Road are discouraged, unless an existing curb cut is eliminated
- ❑ Consolidation of existing curb cuts are encouraged wherever possible

Relationship of Structure to Site

- ❑ Healthy, mature vegetation should be preserved wherever possible
- ❑ Buildings shall be setback 5' from any lot line along a public street to provide for wider sidewalks
- ❑ A maximum of 50% of the grade level façade may be setback more than 10' along Green Bay
- ❑ Transition between the street and the building shall provide for safe pedestrian movement
- ❑ The parking lot shall accommodate safe movement of both vehicles and pedestrians

Building Design

- ❑ Architecture should be functional for the use, unique and visually interesting
- ❑ Architectural style shall reflect the context of the district

- ❑ Period buildings shall include materials and details consistent with the particular period
- ❑ Variation of forms and details shall provide visual interest
- ❑ Details such as trim, quoins, lentils, string courses or parapets shall add visual interest
- ❑ Buildings should have articulated façade elements so as to avoid a flat plane
- ❑ Doors and windows shall have balanced proportions
- ❑ Pitched roofs are encouraged but flat roofs are allowed
- ❑ Roof design should relate to adjacent structures
- ❑ Roof top and at grade mechanical equipment shall be screened
- ❑ Whenever possible, bury the above ground utilities

#### Building Scale

- ❑ Buildings should reflect a human scale
- ❑ Landscaping, trellises, trims and/or balconies should be used to reduce the appearance of mass
- ❑ For new buildings over two stories, the upper floors shall be set back from the public sidewalk

#### Building Proportion

- ❑ Additions should be in proportion to the scale of the building
- ❑ Building ornamentation should be in proportion to other design elements

#### Building Materials

- ❑ Materials shall be selected for beauty, suitability, durability and easy maintenance
- ❑ Color, texture and finish of materials on the structure should be architecturally harmonious

- ❑ The number of different building materials shall be kept to a minimum
- ❑ Proper devices shall be incorporated to protect against the elements, damage and neglect
- ❑ Configurations that accumulate leaves, dirt or debris shall be avoided
- ❑ Provisions for cleaning structures shall be included in the design
- ❑ Natural materials are strongly encouraged: brick, stone, wood, terra cotta, stucco
- ❑ Materials that may be permitted: aluminum or vinyl siding, synthetic stucco, other synthetic materials

#### Color

- ❑ Colors should be harmonious on the façade
- ❑ Colors shall be fade resistant
- ❑ Downspouts and gutters may be copper, stainless steel or be painted the same as other accent trim
- ❑ Alternatively downspouts and gutters may be painted to blend with the background material
- ❑ Brick or stone facades should remain unpainted in their natural color
- ❑ Colors encouraged: deep, rich tones
- ❑ Colors discouraged: bright and garish colors
- ❑ Bold primary colors may be used as accent colors

#### Texture

- ❑ Texture should be compatible with structures in the district
- ❑ The alteration of existing facades, such as adding new materials or painting brick, is discouraged

### Facades

- ❑ The scale and proportion of buildings in the district shall be respected
- ❑ Facades shall reflect the architectural heritage of buildings in the district
- ❑ Materials shall reflect the predominant architectural style of the district
- ❑ Inconsistent stylist details are discouraged
- ❑ Building façades adjacent to streets, alleys and parking lots shall be of similar quality
- ❑ Relationship of width to height shall be compatible with the ratio of adjacent buildings

### Doors

- ❑ Entrances shall be human scale
- ❑ Entries shall be somewhat recessed to provide a visual break in the facade and an area of shelter
- ❑ Entries shall be easily identifiable and inviting

### Windows

- ❑ Windows shall be in proportion to the façade
- ❑ Placement and size of windows shall relate to adjoining buildings
- ❑ The amount of glass will be based on function, such as display, security and natural lighting
- ❑ Permitted: clear glass, tinted glass, leaded glass
- ❑ Prohibited: mirrored glass, dark-tinted glass, metal security bars
- ❑ Allowed: blinds, curtains, interior shutters, brise soleil, metal louvers to shade the windows

### Additions, Remodeling and Alterations to Existing Buildings

- ❑ Additions shall be located to the side or to the rear of the building
- ❑ Additions should be similar in design, scale and proportion to the existing building
- ❑ Exterior remodeling shall be consistent with the original period of the building
- ❑ Alterations to the façade shall be minimal
- ❑ False facades shall be removed to reveal the original architectural details
- ❑ Original elements shall be repaired
- ❑ Ornamentation shall be consistent with the existing facade

### Site Treatment

- ❑ Parking is encouraged in the rear of buildings off the alley or below grade where feasible
- ❑ Parking is strongly discouraged adjacent to Green Bay Road
- ❑ Parking areas shall be designed for efficient traffic flow
- ❑ Parking lots must provide both interior and perimeter landscaping
- ❑ Plant material shall not obstruct drivers' vision
- ❑ Plants will be protected by curbing
- ❑ Grades of walkways, plazas, parking lots, other hardscape will provide a stable surface for walking

### Landscaping

- ❑ Plant materials shall be suitable to climate, provide seasonal color and not be injurious to pedestrians
- ❑ Landscaping will enhance architectural features, strengthen vistas and provide shade
- ❑ Plants shall be clustered in groups for an aesthetically pleasing design

- ❑ Landscaping used for screening shall be effective year round
- ❑ Landscaping will separate pedestrian from vehicular traffic
- ❑ Installation of underground sprinklers is encouraged to support the landscaping
- ❑ All plant materials shall be properly maintained, including watering, fertilizing, mulching and pruning.
- ❑ Dead or dying plants shall be replaced with suitable plant material

#### Fences

- ❑ The type, material, color and texture of fences shall compliment the structure
- ❑ Height and location shall be such that fences are an integral extension of the building design
- ❑ Fences shall not be located along Green Bay Road, but may be used to the side or rear of buildings
- ❑ Use of fences for screening is strongly discouraged

#### Exterior Lighting

- ❑ Exterior lighting may be metal halide, incandescent or fluorescent luminaries
- ❑ Per Village resolution, high pressure sodium vapor lighting is prohibited anywhere in the corridor
- ❑ Fixtures and standards shall be located to minimize their presence
- ❑ Fixtures and standards shall be harmonious with other building materials
- ❑ Fixtures should be shielded to hide the light source from view
- ❑ Lighting shall not spill onto neighboring property or any public right-of-way
- ❑ Illumination as measured horizontally at the lot line shall not exceed .5 foot-candles
- ❑ Lighting should balance safety and security with need to conserve energy

### Signs

- ❑ Signs shall be designed as an integral architectural element of the building
- ❑ The style, color and design shall be compatible with the building
- ❑ The size and placement of signs and lettering shall be consistent with the Sign Ordinance
- ❑ Signs at rear entrances by parking lots are encouraged
- ❑ Wall signs comprised of individual letters are allowed
- ❑ Projecting signs are allowed
- ❑ Neon signs are allowed, except within 66' of the lot line of any property zoned for residential use
- ❑ Box signs are prohibited
- ❑ Ground signs must be compatible with the height of the building
- ❑ Telephone numbers, arrows and multiple logos may be permitted in certain circumstances

### Awnings

- ❑ An awning is allowed only where it is essential to the design and character of the structure
- ❑ Excessive illumination of awnings is prohibited
- ❑ If awnings are provided, they shall be operable, functional and provide shelter from the elements
- ❑ Style, color and design shall be compatible with the building to which the awning is attached
- ❑ Shed style, minimum 4' projections, canvas-like material, monochrome in color are allowed

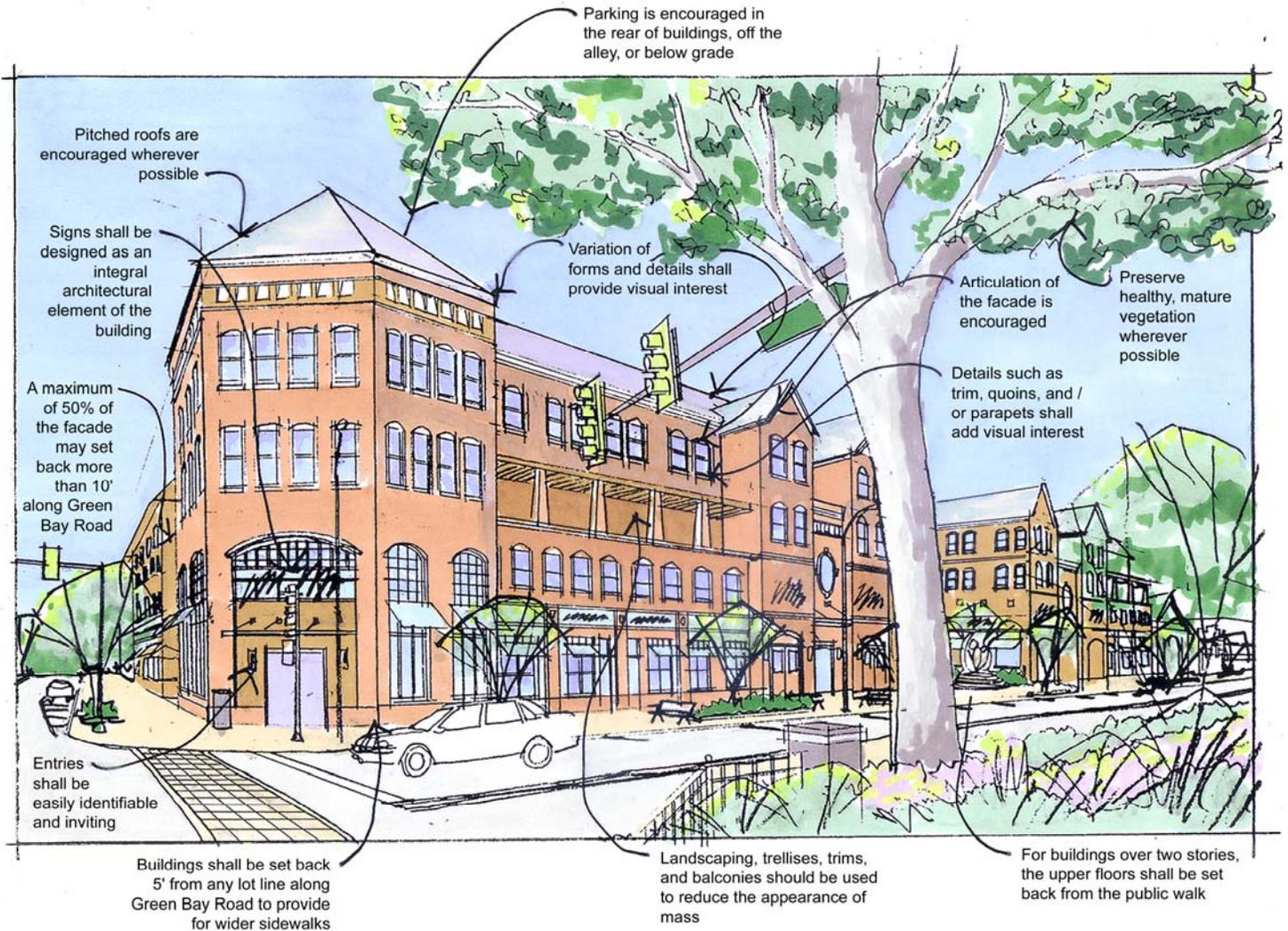
- ❑ Per ARC's handbook, vinyl, plastic or metal awnings and barrel or square awnings are prohibited
- ❑ Canopies which cover a walkway are not subject to the above limitations on awnings

Amenities

- ❑ Where possible, plazas, courtyards or green spaces should be provided for public use
- ❑ These spaces allow uses such as people watching, social interaction and provide a sense of security
- ❑ Where appropriate, benches, bike racks and trash receptacle should be provided
- ❑ Such items shall be accessible, visible, functional and compatible with the building
- ❑ The Village should consider adopting a percent for the arts program



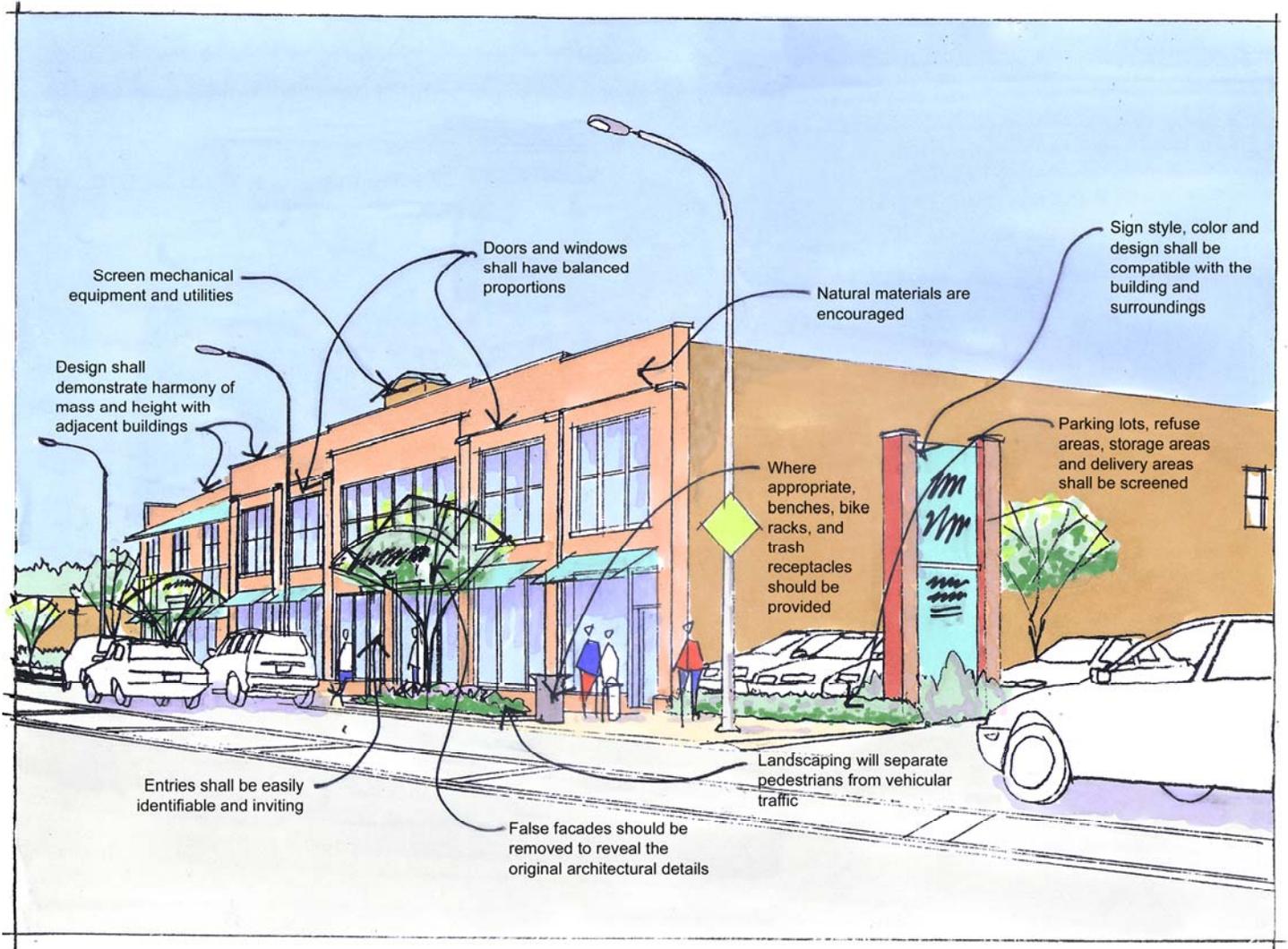
### Existing Conditions at Center of Corridor



### Proposed Treatment of Center of Corridor



### Existing Conditions at South end of Corridor



### Proposed Treatment of South end of Corridor

## VIII. IMPLEMENTATION

### A. Economic Development Examples

The following section discusses the broad range of tools available for Wilmette to use in any of its commercial districts. Not every example may be directly relevant to the Village, but they demonstrate that municipalities may choose from a variety of different approaches. Every situation is different and the Village can choose which incentives, if any, are appropriate for each particular case, given local political and financial considerations. We do *not* recommend the use of financial incentives in situations where the private sector is willing to explore redevelopment options when appropriate regulatory relief is enacted.

Some municipalities believe that each new business or proposed development should succeed or fail on its own merits without any kind of direct government intervention. If a project cannot be profitable, some fear that granting a small incentive now may only lead to a request for larger concessions in the future. Other municipalities feel that their community is attractive and they do not wish to provide incentives to new enterprises, as it is unfair to existing businesses in the community. However, many municipalities do offer some incentives. Any municipality that chooses not to may be at a competitive disadvantage since developers and businesses know that they can go elsewhere and obtain the incentive that they seek.

#### Evanston

Evanston agreed to a sales tax rebate for a developer renovating a retail center, at Dempster Street and Dodge Avenue, with a significant vacancy rate. The rebate was used for demolition of a portion of the center, site work and parking lot improvements. A second outlying retail center at Howard Street and Hartrey Avenue used TIF (Tax Increment Finance) funds for environmental remediation. The City also has a facade rebate program for merchants.

Evanston spent \$5 million on streetscape and infrastructure improvements in the downtown. Evmark, the downtown promotion and marketing organization, is funded through a special taxing district that applies only to property owners in the designated area.

Evanston has two TIF districts in the downtown. One is referred to as the Research Park that includes the Church Street Plaza movie theaters, specialty retail, Hilton Garden Inn and parking garage. TIF funds paid for streetscape, parking and traffic improvements. The other TIF district includes the Whole Foods store and luxury apartments. Here TIF proceeds paid for demolition of the Washington National Insurance building and site work. The Sherman Plaza project in downtown Evanston is also within the TIF district and the City is using TIF funds to finance the new garage that is an integral part of the mixed-use project.

### Highland Park

Like Evanston, Highland Park also has granted sales tax rebates: the Target on Route 41, a car dealership and the downtown development, which includes Saks, other upscale retailers, a five-screen theater and 38 apartments. The initial project in the downtown TIF was Port Clinton, which includes retail, residential and offices. TIF funds paid for underground and surface parking spaces, utility work and public improvements.

In one downtown block, the property owners liked the streetscape improvements and agreed to pay for them through a special service area. However, the property owners on other blocks objected, so a special service area was not established on those blocks.

### Winnetka

The voters approved the recent home rule referendum. One of the reasons that the Village government submitted the home rule issue to the voters was to allow greater flexibility in downtown redevelopment. The Village owns the site on the edge of the downtown that is now occupied by the Post Office whose lease expires in 2007. The Village wishes to see retail and residential uses on the site and now plans to explore creative public-private partnerships to redevelop the site. The Village will also have more options to provide parking, improve facades and enhance streetscapes through their home rule authority.

### Deerfield

Deerfield has two major projects located within their downtown TIF district at Deerfield and Waukegan Roads. The Village used the proceeds of general obligation bonds to acquire 51 parcels, some with quick take. TIF funds paid for environmental remediation, storm water retention, utilities and street improvements.

On the east side of Waukegan Road, the mixed-use project includes retail, office and luxury apartments. On the west side of Waukegan Road, the development includes a drugstore, a bank, restaurants, bookstore, Whole Foods store and offices.

### Northbrook

In Northbrook, retail and office developments have occurred without incentives. The Village does not use special assessments or special taxing districts since property owners often object to the extra line on their tax bill.

However, to assist a developer, the Village condemned land at Lake-Cook Road and Skokie Boulevard for a new shopping center. The property was conveyed to the developer at the same price that the Village had paid. In addition, they have been successful with property tax abatements to large corporate users such as the Crate and Barrel offices. Under their home rule authority, Northbrook abated a

portion of the property taxes and the other local taxing bodies joined in the property tax abatement.

### Park Ridge

Like Northbrook, Park Ridge has granted tax relief. A car dealership relocated from their downtown to the site formerly occupied by a grocery store, adjacent to Lutheran General Hospital. The dealer purchased the site without any public funds, but the City agreed to share some of the sales taxes to assist with the relocation costs.

The City purchased the downtown site of the car dealer and after several years of analysis and planning, issued a request for proposals for a developer for this and another city-owned parcel downtown. A TIF district was created to facilitate redevelopment for a mixed-use condominium and retail project. A developer was selected and construction of a mixed-use residential and retail project is now underway.

### Skokie

The Village has used a variety of incentives. To attract a car dealer from a small site in Evanston to a large, vacant site in Skokie, they granted a 7B property tax abatement. The 7B program abates the property taxes for commercial projects for a period of 12 years, similar to the 6B program for industrial projects. They had designated their downtown as a TIF district for less than the standard 23 years. The Village recently decided to extend the TIF for the full 23 years. The school district was concerned about the loss of property tax revenues so the Village reduced the size of the TIF. Those properties no longer within the TIF district will provide property tax revenues for the school district and the other taxing bodies.

### Morton Grove

Morton Grove used streetscape improvements and the traffic improvements along Waukegan Road, funded with State grants and general obligation bonds to encourage redevelopment. Morton Grove established a TIF district that was used to write down the land costs for two developments. The Village condemned an unsightly motel on Waukegan Road and used quick take to acquire another site on Waukegan Road.

### Lincolnwood

The Village has created TIF districts to encourage only retail uses, such as the Lincolnwood Town Center and Lowe's.

### Elmhurst

In 2003, Chicago magazine rated Elmhurst the Best Town in the entire region. The City designated a TIF district in the downtown. TIF funds supported several projects including municipal parking, public open space, a retail grant program to strengthen the retail mix and façade renovations to improve the appearance of buildings.

### Wheaton

Development in the Downtown TIF district included a townhouse project, retail stores, a bank, condominiums, a public parking garage and private parking for the condominiums. The City remediated contaminated soil at a car dealership, relocated the Police Station and acquired four other parcels so the development could proceed. While Wheaton used condemnation to obtain some parcels, they also purchased some parcels through negotiation.

## **B. Tools and Incentives**

The municipal examples show that numerous direct actions can be taken to encourage redevelopment: land assembly, write-down of land costs, demolition, site preparation, relocation, parking and infrastructure.

### Regulatory Relief

Another item that the Village should consider is regulatory relief. For the developer, regulatory relief reduces the time, expense and uncertainty of obtaining final project approval. Relief could include amending the Zoning Ordinance as recommended earlier in this report so that the requirements reflect both the demands of the market and the desires of the community. Relief also might include looking at all permits and fees (building permits, business licenses, liquor licenses, etc.) and considering how to streamline the development process (from the number of public hearings to the expedited issuance of building permits).

### Loans and Grants

The Village could establish a revolving loan fund for property owners to enhance their facades, upgrade the tenant spaces, improve visual merchandising and replace old signs with visually appealing signage. The Village could organize a consortium of local banks to offer an attractive loan program. Also, for businesses in targeted sectors, a grant to pay for relocation expenses and the first three months rent would be awarded to viable businesses who provide sales tax revenues and who have signed a long term lease.

### Sales Tax Rebate

Municipalities have rebated a portion of the local sales tax generated by new retail development. This typically takes the form of a negotiated agreement based on the sales generated by a new store over the existing sales tax generated at that location. The sales tax is shared between the municipality and retailer or developer and is usually phased out after a specified number of years. The split between the municipality and retailer is negotiable and the actual deals vary considerably. The rebate is typically offered to large retailers or projects.

### Property Tax Abatement

Commercial development in Cook County, either new construction or substantial rehabilitation, which is not economically feasible without tax abatement, is eligible for a twelve-year reduction in the assessment level. It requires a resolution of support from the municipality, an application with supporting documentation indicating all requirements have been met and certification by the Cook County Assessor. Developments costing less than \$2 million, excluding land costs, are termed Class 7A. Class 7B, developments costing more than \$2 million not including land costs, require the additional step of review by the Cook County Economic Development Advisory Committee.

This tool is not used frequently because the municipality's portion of the total tax bill is small. The abatement can be a significant incentive if some of the other taxing bodies such as the school districts also participate. However, in today's fiscal climate many school districts are reluctant to forgo property tax revenue for twelve years.

### Taxing Districts and Special Assessments

Other redevelopment tools are special taxing districts and special assessments. A special taxing district is a separate, limited purpose local government established by the Village, provided that an objection is not filed by 51% of the property owners. The district's authority is limited to collecting taxes from properties within its boundaries and providing certain services.

The Village sets the district's tax levy and issues bonds to finance the cost of the improvements. The proceeds can be used for construction and maintenance of parking facilities, street, water and sewer improvements or beautification projects. Funds can also be used for operations, promotional activities or special services. The district is listed on the tax bill as a separate, additional item.

A special assessment is a special levy set by the Village on property owners who will benefit from the improvement. If property owners object to the special assessment, the Village may still choose to pursue it. As with all special assessments, the Circuit Court holds a hearing and would consider the objections if the Village and the objectors were unable to reach agreement. If the special assessment is approved by the court, the Village issues bonds that are secured by the proceeds from the levy. Among the projects that may be financed are parking facilities, streets, sidewalks or extension of water and sewer lines.

The total assessment includes a public benefit, paid by the Village as a whole, and specific benefits to the property owners that must be allocated based on the percentage of benefit to each parcel. The special assessment is listed as a separate line on the tax bill.

#### Tax Increment Financing (TIF)

A commonly used incentive in Illinois is tax increment financing (TIF). The Illinois statutes spell out the TIF criteria and the numerous steps to designate a TIF. The process begins with a feasibility study and the creation of a redevelopment plan. After providing proper notice, the Joint Review Board, composed of a representative of every taxing body in the TIF district, is convened. The municipality then holds the public hearing for interested parties to comment, adopts the necessary ordinances, negotiates a redevelopment agreement with the developer and files annual reports with the State during the life of the TIF.

The Joint Review Board would include the Village, school, library and park districts, Cook County, Forest Preserve District, Metropolitan Water Reclamation District, Oakton Community College, and New Trier Township as well as one member of the public. Despite the prospect of a future increase in property tax revenues due to the TIF, other taxing bodies may not support the idea that for up to 23 years, the entire property tax increment would go to the Village. Each taxing body has one vote, so the Village would have to convince some of the other taxing bodies to vote with them. If the Joint Review Board rejects the TIF, the Village Board can still create the TIF by a 3/5 vote.

Some of the eligible TIF costs include: acquisition of parcels through either negotiation or condemnation, land assembly, writing down the land costs, demolition of buildings, site preparation, provision of storm water detention, construction of public improvements, utility relocation or burial and environmental remediation, if required. The improvements are often paid with the proceeds of a general obligation bond or a revenue bond.

The Illinois statutes list several eligibility factors for unimproved land. With the exception of the one vacant piece adjacent to the gas station located at the northwest corner of Green Bay and Greenwood, all of the land in the corridor is improved. A proposed TIF district must meet at least 5 of the factors in the statutes. They are:

- dilapidation
- deterioration
- structures below minimum code standards
- lack of ventilation, light or sanitary facilities;
- illegal use of individual structures
- inadequate utilities
- obsolescence
- excessive land coverage
- overcrowding of structures and community facilities
- deleterious land use or layout
- environmental contamination
- declining assessed valuation
- tax delinquencies and lack of community planning.

However, if at least half of the structures in the district are at least thirty-five years old and there are excessive vacancies, only three of the factors must be met. While at least half of the structures in the corridor were built before 1970, the corridor may not meet the *excessive* vacancy standard. The district must also comply with the “but for” test, meaning that development would not occur but for the TIF incentives. Illinois has one of the most, if not the most, stringent “but for” tests in the country.

The municipality draws the TIF boundaries, which could include the entire corridor or a portion of the corridor. This study did not include a formal TIF eligibility determination, but the Village must consider whether the Green Bay Road corridor meets five of the above factors as well as the stringent “but for” test.

### Eminent Domain

Some municipalities have used condemnation to assemble land. In fact, the Village used it to acquire a portion of the parcel bounded by Wilmette, Greenleaf and Poplar in the Village Center. The site was redeveloped with the three-tenant center there now (Panera Bread, Jos. Banks and A Shade Better). The public policy decision to condemn privately owned property is often controversial. The Michigan Supreme Court in the 1981 Poletown case supported using condemnation to acquire land that a private party then redevelops. However, after

a change in the state constitution, the Michigan Supreme Court reversed itself in 2004. The U.S. Supreme Court is expected to rule on the same issue in June in *Kelo v. City of New London, Connecticut*.

### Village Considerations in Evaluating Economic Development Tools

As the Village reviews the tools and incentives, it should consider several issues.

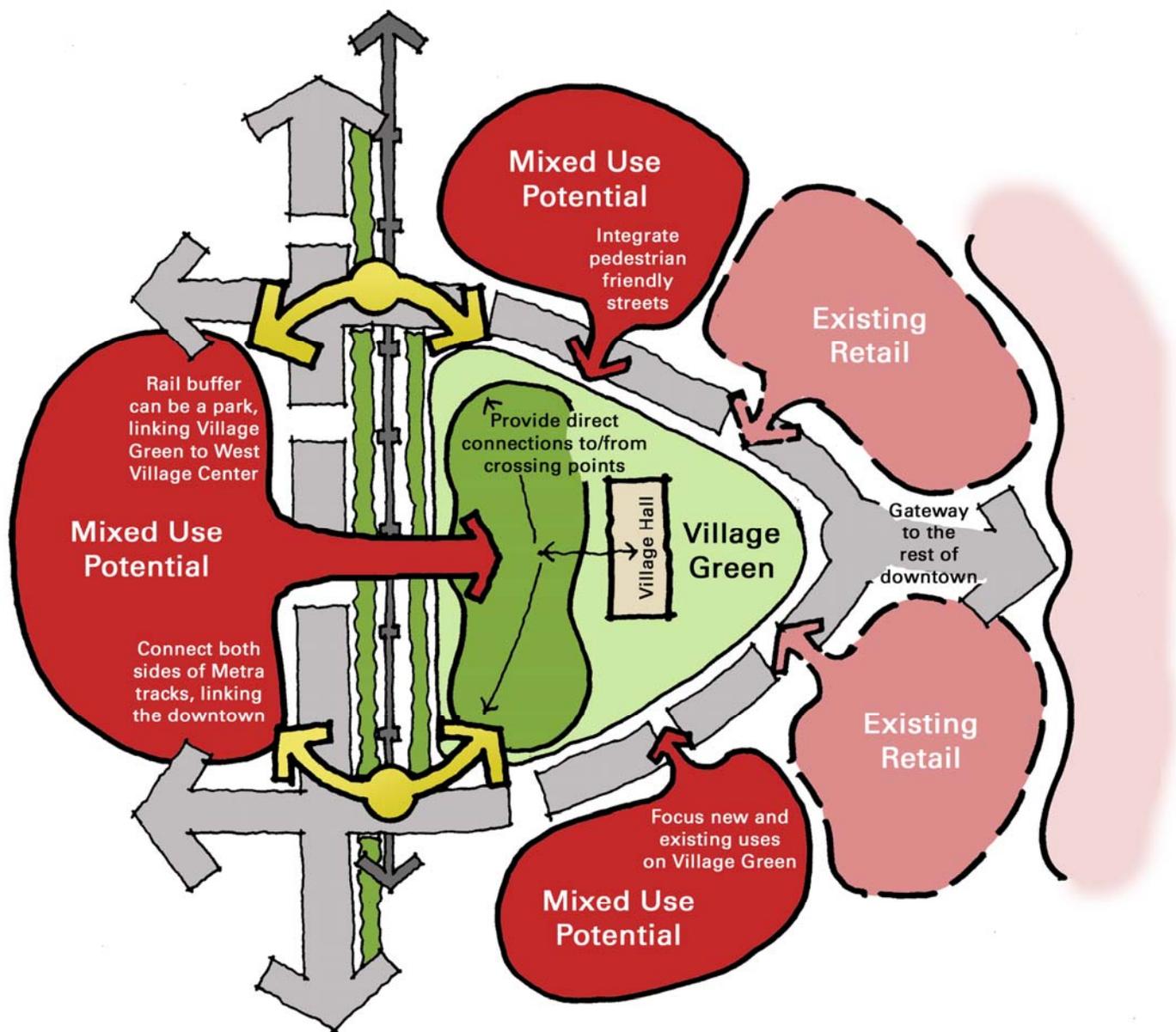
- Does a project meet the specific eligibility requirements for the program?
- Are there available means to finance the program with other funds?
- Will the public benefit of the particular project outweigh the costs of staff time to administer the project in compliance with the requirements?
- What is the financial benefit and how long before the Village receives a return on its investment?
- What is the developer's track record? Have the developer's recent projects been successful? Are the developer's financial projections realistic?
- Is there public support for the use of the incentive for the specific development?
- If there is public opposition to a particular incentive, is it due to clear policy concerns or perhaps a misunderstanding of how the incentive would benefit property owners, existing merchants and the community?

Many incentives are available to encourage redevelopment. Each municipality has used a different mix of incentives. The Village must weigh the alternatives and decide which tools are appropriate to the local circumstances.

### **C. Action Steps: Priorities and Roles**

The action steps are grouped below into short, mid and long-term periods, based on the importance of the action and a realistic schedule, considering the type of the action and the likely pace of activity by the private sector and other involved agencies. Some actions may be delayed due to unanticipated circumstances, but others may be accelerated when opportunities arise.

Several actions will require minimal direct funding from the Village, although they may require a commitment of staff time. Other actions will require funding so the Village must make a policy decision on how much it wishes to invest to assist the revitalization of the corridor. Each step lists one or two groups responsible for the implementation. The group primarily responsible is listed first. In some cases, parties in addition to those listed may also wish to be involved. The action steps will revitalize the Green Bay Road corridor while preserving the quality of life valued by the residents.



**Village Center Enhancement and Connection Diagram**

<b>Short term actions – less than one year</b>	
Communicate with owners in block between Wilmette and Central Avenues about redevelopment options	Staff
Work with the owner of Kohl Museum site to attract quality redevelopment appropriate for Village	Staff
Contact owner of vacant in-fill site north of Greenwood and share Village’s goals for the corridor	Staff
Meet with merchants at south and north ends of corridor to discuss ways to ease their parking problems	Staff, Chamber of Commerce, Transportation Commission
Distribute brochure listing retailers and services available; provide business information for retailers and developers	Chamber of Commerce, Staff
Recruit targeted retailers as identified in the report	Property owners, Chamber of Commerce, Village
Encourage redevelopment with attractive design, quality retailers and adequate parking	Village, Chamber of Commerce, Property Owners
<b>Mid term actions – one to three years</b>	
Adopt design guidelines; sponsor workshop with Chamber to educate merchants and developers	Village, Chamber of Commerce
Adopt zoning changes, including bulk requirements, uses, parking and limits on non-retail uses at street level	Village Board
Amend GC1 zoning district to allow residential uses provided that they are not located at street level	Village Board
Expand VC zoning district boundaries to include area between Washington and Wilmette west of tracks	Village Board
Create loan program for facades, signage and tenant improvements	Banks, Staff
Consider offering sales tax rebate for desirable retail project	Village Board
Consider if all or part of corridor is TIF eligible	Village Board
<b>Long term actions – more than three years</b>	
Obtain necessary approvals to improve traffic flow in corridor; add sidewalks to east side of Green Bay Road	Village
Continue with streetscape enhancements; begin with pedestrian crossings at Wilmette and Central Avenues	Village
Enhance west entrance of Village Hall and adjoining area to link with west side of Green Bay Road	Village

## **APPENDIX**

Demographic Tables and Maps

List of Businesses in the corridor

February 23, 2005 Community Meeting - verbal comments

February 23, 2005 Community Meeting - written comments

Excerpt of March 21 minutes of Appearance Review Commission on design guidelines

Summary of March 23, 2005 Community Meeting

Minutes of May 2, 2005 Joint Meeting of the Appearance Review and Plan Commissions

List of People Interviewed by Consultant Team

Documents Provided to Consultant Team by Village Staff

# Valerie S. Kretchmer Associates, Inc.

Real Estate and Planning Consulting

**Current Geography Selection:** (3 Selected) 1, 1.5, 2.5 mile radii: GREEN BAY RD & WILMETTE AVE, WILMETTE, IL 60091

**Your title for this geography:** Green Bay Road - West Village Center

**Lat:** 42.075320 **Long:** -87.708040

**City:** Wilmette village **Pop:** 27,718

**County:** Cook County **Pop:** 5,377,818

**Zip:** 60091 **Pop:** 27,810

## Demographic Detail Comparison Report

	1 Miles:	1.5 Miles:	2.5 Miles:
<b>2004 Demographics</b>			
Total Population	20,887	36,670	87,265
Total Households	8,100	13,801	31,237
Female Population	10,973	19,372	45,616
% Female	52.50%	52.80%	52.30%
Male Population	9,914	17,297	41,649
% Male	47.50%	47.20%	47.70%
Population Density (per Sq. Mi.)	6,648.50	5,187.70	4,444.40
<b>Age:</b>			
Age 0 - 4	7.80%	7.70%	6.40%
Age 5 - 14	16.90%	16.20%	13.90%
Age 15 - 19	5.50%	5.90%	9.10%
Age 20 - 24	2.10%	2.50%	7.30%
Age 25 - 34	7.40%	7.90%	9.40%
Age 35 - 44	16.50%	16.10%	13.70%
Age 45 - 54	17.50%	17.30%	15.20%
Age 55 - 64	10.90%	11.10%	10.30%
Age 65 - 74	7.10%	7.00%	6.90%
Age 75 - 84	5.30%	5.20%	5.00%
Age 85 +	2.90%	3.10%	2.90%
Median Age	41.5	41.3	38.2
<b>Housing Units</b>			
Total Housing Units	8,348	14,252	32,282
Owner Occupied Housing Units	79.80%	79.20%	69.70%
Renter Occupied Housing Units	17.30%	17.60%	27.10%
Vacant Housing Units	3.00%	3.20%	3.20%
<b>Race and Ethnicity</b>			
American Indian, Eskimo, Aleut	0.00%	0.10%	0.10%
Asian or Pacific Islander	3.30%	3.90%	8.10%
Black	1.50%	4.20%	10.90%
Hawaiian/Pacific Islander	0.00%	0.00%	0.10%
White	93.30%	89.80%	77.40%
Other	0.70%	0.80%	1.40%
Multi-Race	1.20%	1.30%	2.00%
Hispanic Ethnicity	5.00%	5.30%	6.60%
Not of Hispanic Ethnicity	95.00%	94.70%	93.40%

	<b>1 Mile:</b>	<b>1.5 Miles:</b>	<b>2.5 Miles:</b>
<b>Marital Status:</b>			
Age 15 + Population	15,703	27,852	69,549
Divorced	6.40%	6.40%	6.40%
Never Married	21.30%	21.60%	30.00%
Now Married	63.30%	62.00%	50.50%
Separated	3.00%	4.00%	6.60%
Widowed	6.00%	6.00%	6.50%
<b>Educational Attainment:</b>			
Total Population Age 25+	14,122	24,786	55,312
Grade K - 8	1.30%	1.70%	2.70%
Grade 9 - 12	1.60%	2.10%	3.90%
High School Graduate	6.80%	7.20%	9.70%
Associates Degree	2.80%	2.90%	3.50%
Bachelor's Degree	32.90%	32.60%	31.00%
Graduate Degree	43.20%	41.50%	35.10%
Some College, No Degree	11.50%	12.00%	14.20%
<b>Household Income:</b>			
Income \$ 0 - \$9,999	2.80%	3.00%	6.80%
Income \$ 10,000 - \$14,999	1.60%	1.90%	3.00%
Income \$ 15,000 - \$24,999	3.90%	4.00%	5.80%
Income \$ 25,000 - \$34,999	4.30%	4.40%	6.00%
Income \$ 35,000 - \$49,999	8.20%	8.10%	9.30%
Income \$ 50,000 - \$74,999	11.40%	11.10%	12.60%
Income \$ 75,000 - \$99,999	10.90%	10.70%	11.50%
Income \$100,000 - \$124,999	12.00%	12.00%	10.60%
Income \$125,000 - \$149,999	9.70%	9.60%	8.00%
Income \$150,000 +	35.20%	35.20%	26.50%
Average Household Income	\$165,452	\$164,905	\$136,175
Median Household Income	\$114,560	\$114,334	\$88,199
Per Capita Income	\$63,221	\$61,912	\$49,262
<b>Vehicles Available:</b>			
0 Vehicles Available	5.10%	6.10%	10.90%
1 Vehicle Available	38.80%	37.10%	36.80%
2+ Vehicles Available	56.10%	56.80%	52.30%
Average Vehicles Per Household	1.6	1.6	1.6
Total Vehicles Available	13,220	22,619	48,672
<b>Business and Employment:</b>			
Number of Employees	6,538	15,797	55,069
Number of Establishments	934	1,725	4,914

**1 Miles:                      1.5 Miles:                      2.5 Miles:**

**2009 Demographics**

Total Population	20,996	36,443	86,669
Total Households	8,131	13,683	31,009
Female Population	11,013	19,215	45,198
% Female	52.50%	52.70%	52.10%
Male Population	9,982	17,227	41,472
% Male	47.50%	47.30%	47.90%

**Age:**

Age 0 - 4	7.40%	7.40%	6.20%
Age 5 - 14	16.30%	15.70%	13.40%
Age 15 - 19	5.70%	6.00%	9.20%
Age 20 - 24	2.40%	2.70%	7.20%
Age 25 - 34	6.80%	7.20%	8.60%
Age 35 - 44	15.70%	15.40%	13.30%
Age 45 - 54	17.60%	17.40%	15.40%
Age 55 - 64	12.40%	12.60%	11.70%
Age 65 - 74	7.70%	7.60%	7.40%
Age 75 - 84	5.10%	5.00%	4.90%
Age 85 +	2.80%	2.90%	2.70%
Median Age	42.5	42.3	39.4

**Housing Units Trend**

Total Housing Units	8,377	14,118	32,018
Owner Occupied Housing Units	80.30%	79.80%	69.90%
Renter Occupied Housing Units	16.70%	17.10%	27.00%
Vacant Housing Units	2.90%	3.10%	3.10%

**Race and Ethnicity**

American Indian, Eskimo, Aleut	0.00%	0.00%	0.10%
Asian	3.30%	3.90%	8.10%
Black	2.20%	4.80%	11.50%
Hawaiian/Pacific Islander	0.00%	0.00%	0.00%
White	92.30%	88.80%	76.60%
Other	0.90%	1.00%	1.60%
Multi-Race	1.20%	1.30%	2.00%
Hispanic Ethnicity	9.10%	9.30%	10.60%
Not of Hispanic Ethnicity	90.90%	90.70%	89.40%

**Marital Status:**

Age 15 + Population	16,006	28,008	69,512
Divorced	6.40%	6.40%	6.30%
Never Married	23.90%	24.20%	31.10%
Now Married	58.30%	57.20%	47.40%
Separated	4.40%	5.40%	7.90%
Widowed	6.90%	6.90%	7.20%

**Educational Attainment:**

Total Population Age 25+	14,309	24,793	55,093
Grade K - 9	1.40%	1.80%	2.90%
Grade 9 - 12	1.90%	2.40%	4.20%
High School Graduate	7.20%	7.60%	10.00%
Associates Degree	2.80%	3.00%	3.50%
Bachelor's Degree	32.50%	32.20%	30.70%
Graduate Degree	42.30%	40.60%	34.40%
Some College, No Degree	11.90%	12.40%	14.40%

	1 Mile:	1.5 Miles:	2.5 Miles:
<b>Household Income:</b>			
Income \$ 0 - \$9,999	2.80%	2.90%	6.80%
Income \$ 10,000 - \$14,999	1.40%	1.70%	2.70%
Income \$ 15,000 - \$24,999	3.40%	3.60%	5.10%
Income \$ 25,000 - \$34,999	3.60%	3.80%	5.50%
Income \$ 35,000 - \$49,999	6.50%	6.40%	7.60%
Income \$ 50,000 - \$74,999	10.60%	10.30%	12.00%
Income \$ 75,000 - \$99,999	10.10%	9.80%	10.50%
Income \$100,000 - \$124,999	10.20%	10.20%	10.00%
Income \$125,000 - \$149,999	10.90%	10.90%	8.90%
Income \$150,000 +	40.60%	40.50%	30.80%
Average Household Income	\$160,237	\$158,339	\$134,617
Median Household Income	\$128,368	\$128,057	\$99,342
Per Capita Income	\$61,172	\$59,394	\$48,713

<b>Vehicles Available</b>			
0 Vehicles Available	5.20%	6.20%	11.10%
1 Vehicle Available	38.90%	37.20%	37.00%
2+ Vehicles Available	55.90%	56.60%	51.90%
Average Vehicles Per Household	1.7	1.6	1.6
Total Vehicles Available	13,384	22,637	48,591

	1 Miles:	1.5 Miles:	2.5 Miles:
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## 2000 Census Demographics

Total Population	20,774	36,872	87,705
Total Households	8,073	13,921	31,509
Female Population	10,929	19,514	45,931
% Female	52.60%	52.90%	52.40%
Male Population	9,845	17,358	41,774
% Male	47.40%	47.10%	47.60%

### Age:

Age 0 - 4	7.80%	7.80%	6.20%
Age 5 - 14	17.70%	16.90%	14.30%
Age 15 - 19	5.60%	6.00%	9.30%
Age 20 - 24	2.10%	2.60%	7.90%
Age 25 - 34	7.70%	8.20%	9.80%
Age 35 - 44	17.20%	16.70%	14.00%
Age 45 - 54	16.90%	16.70%	14.40%
Age 55 - 64	9.70%	9.90%	9.20%
Age 65 - 74	7.30%	7.30%	7.10%
Age 75 - 84	5.40%	5.30%	5.30%
Age 85 +	2.50%	2.60%	2.50%
Median Age	40.5	40.4	37

### Housing Units Trend

Total Housing Units	8,312	14,367	32,557
Owner Occupied Housing Units	79.40%	78.90%	69.60%
Renter Occupied Housing Units	17.80%	18.00%	27.20%
Vacant Housing Units	2.90%	3.10%	3.20%

	1 Mile:	1.5 Miles:	2.5 Miles:
<b>Race and Ethnicity</b>			
American Indian, Eskimo, Aleut	0.00%	0.10%	0.10%
Asian, and Hawaiian or other Pacific Islander	3.30%	3.90%	8.20%
Black	0.90%	3.60%	10.50%
White	94.10%	90.50%	78.00%
Other	0.50%	0.60%	1.20%
Two or More Races	1.10%	1.30%	2.00%
Hispanic Ethnicity	1.90%	2.10%	3.50%
Not of Hispanic Ethnicity	98.10%	97.90%	96.50%
<b>Marital Status:</b>			
Age 15 + Population	15,467	27,785	69,726
Divorced	5.60%	5.60%	6.30%
Never Married	20.00%	20.30%	29.40%
Now Married	65.60%	64.20%	51.80%
Separated	2.40%	3.40%	6.00%
Widowed	6.40%	6.50%	6.60%
<b>Educational Attainment:</b>			
Total Population Age 25+	13,868	24,622	54,590
Grade K - 9	1.00%	1.40%	2.10%
Grade 9 - 11, No diploma	1.40%	1.90%	3.70%
High School Graduate	6.30%	6.80%	9.30%
Associates Degree	2.70%	2.80%	3.40%
Bachelor's Degree	33.40%	33.00%	31.30%
Graduate Degree	44.10%	42.30%	35.70%
Some College, No Degree	11.10%	11.70%	13.90%
No Schooling Completed	0.10%	0.20%	0.40%
Public School Enrollment	67.70%	67.40%	50.20%
Private School Enrollment	32.30%	32.60%	49.80%
<b>Household Income:</b>			
Income \$ 0 - \$9,999	2.90%	3.10%	6.80%
Income \$ 10,000 - \$14,999	2.00%	2.50%	3.40%
Income \$ 15,000 - \$24,999	4.00%	4.20%	6.10%
Income \$ 25,000 - \$34,999	5.00%	4.90%	6.60%
Income \$ 35,000 - \$49,999	8.70%	8.70%	10.10%
Income \$ 50,000 - \$74,999	13.00%	12.30%	13.50%
Income \$ 75,000 - \$99,999	11.10%	11.20%	11.80%
Income \$100,000 - \$124,999	12.20%	12.20%	10.10%
Income \$125,000 - \$149,999	8.70%	8.60%	7.30%
Income \$150,000 - \$199,999	11.40%	11.10%	8.50%
Income \$200,000 or More	21.00%	21.40%	15.90%
Average Household Income	\$153,319	\$151,467	\$125,969
Median Household Income	\$106,667	\$106,630	\$82,389
Per Capita Income	\$59,580	\$57,186	\$45,256
<b>Vehicles Available</b>			
0 Vehicles Available	5.10%	6.10%	10.80%
1 Vehicle Available	38.60%	37.00%	36.50%
2 Vehicles Available	46.50%	46.80%	42.30%
3+ Vehicles Available	9.80%	10.20%	10.40%
Average Vehicles Per Household	1.6	1.6	1.5
Total Vehicles Available	13,136	22,722	48,952

	1 Mile:	1.5 Miles:	2.5 Miles:
Blue Collar Occupations	751	1,412	5,369
White Collar Occupations	8,981	15,962	35,037
% Blue Collar Workers	7.70%	8.10%	13.30%
% White Collar Workers	92.30%	91.90%	86.70%

### 1990 Demographics

Total Population	19,668	35,529	85,667
Total Households	7,711	13,363	29,889
Female Population	10,460	19,002	44,933
% Female	53.20%	53.50%	52.50%
Male Population	9,209	16,527	40,734
% Male	46.80%	46.50%	47.60%

### Age:

Total Population	19,668	35,529	85,667
Age 0 - 4	8.10%	7.90%	6.30%
Age 5 - 14	13.50%	13.20%	11.50%
Age 15 - 19	5.10%	5.40%	8.50%
Age 20 - 24	4.10%	4.50%	9.80%
Age 25 - 34	12.60%	12.40%	12.70%
Age 35 - 44	18.50%	18.00%	15.00%
Age 45 - 54	12.80%	12.90%	11.40%
Age 55 - 64	9.70%	9.80%	9.90%
Age 65 - 74	7.70%	7.60%	7.80%
Age 75 - 84	5.50%	5.40%	4.80%
Age 85 +	2.50%	2.80%	2.30%
Median Age	38.6	38.6	35.8

### Housing Units

Total Housing Units	7,997	13,813	30,895
Owner Occupied Housing Units	76.40%	77.60%	70.70%
Renter Occupied Housing Units	20.00%	19.20%	26.10%
Vacant Housing Units	3.60%	3.30%	3.30%

### Race and Ethnicity

American Indian, Eskimo, Aleut	0.10%	0.10%	0.10%
Asian	2.80%	3.50%	6.50%
Black	0.80%	3.60%	11.40%
White	96.10%	92.50%	81.50%
Other	0.30%	0.30%	0.60%
Hispanic Ethnicity	1.50%	1.50%	2.20%
Not of Hispanic Ethnicity	98.50%	98.50%	97.80%

### Educational Attainment:

Total Population Age 25+	13,609	24,526	54,711
Grade K - 9	1.80%	2.10%	3.80%
Grade 9 - 12	1.80%	2.30%	4.60%
High School Graduate	7.80%	8.40%	11.70%
Associates Degree	3.80%	3.70%	3.60%
Bachelor's Degree	34.50%	34.80%	31.50%
Graduate Degree	36.90%	35.60%	29.80%
Some College, No Degree	13.40%	13.10%	15.00%

	1 Mile:	1.5 Miles:	2.5 Miles:
<b>1990 Household Income:</b>			
Income \$ 0 - \$9,999	3.80%	4.20%	8.20%
Income \$ 10,000 - \$19,999	5.70%	5.50%	7.80%
Income \$ 20,000 - \$29,999	8.50%	8.00%	9.60%
Income \$ 30,000 - \$39,999	8.50%	8.30%	9.60%
Income \$ 40,000 - \$49,999	8.70%	8.50%	9.10%
Income \$ 50,000 - \$59,999	9.10%	8.90%	8.40%
Income \$ 60,000 - \$74,999	10.40%	10.70%	9.90%
Income \$ 75,000 - \$99,999	15.50%	14.70%	11.90%
Income \$100,000 - \$124,999	9.60%	9.60%	8.20%
Income \$125,000 - \$149,999	5.20%	5.50%	4.40%
Income \$150,000 +	15.10%	16.20%	13.10%
Average Household Income	\$95,527	\$99,486	\$86,473
Median Household Income	\$68,093	\$69,057	\$56,663
Per Capita Income	\$36,883	\$37,719	\$30,947

#### Vehicles Available

0 Vehicles Available	6.50%	6.80%	10.50%
1 Vehicle Available	36.90%	36.30%	34.80%
2+ Vehicles Available	56.50%	56.90%	54.80%
Average Vehicles Per Household	1.6	1.6	1.6
Total Vehicles Available	12,421	21,576	46,748

#### Population Trend

1990	19,668	35,529	85,667
2000	20,774	36,872	87,705
Change 1990 to 2000	5.60%	3.80%	2.40%
2004	20,887	36,670	87,265
2009	20,996	36,443	86,669
Change 2004 to 2009	0.50%	-0.60%	-0.70%

#### Household Trend

1990	7,711	13,363	29,889
2000	8,073	13,921	31,509
Change 1990 to 2000	4.70%	4.20%	5.40%
2004	8,100	13,801	31,237
2009	8,131	13,683	31,009
Change 2004 to 2009	0.40%	-0.90%	-0.70%

#### Average Household Size Trend

1990	2.52	2.59	2.58
2000	2.55	2.6	2.56
2004	2.55	2.61	2.56
2009	2.56	2.62	2.56

#### Median Age Trend

1990	39	39	36
2000	41	40	37
Change 1990 to 2000	5.00%	4.60%	3.30%
2004	41	41	38
2009	42	42	39
Change 2004 to 2009	2.50%	2.40%	3.10%

	1 Mile:	1.5 Miles:	2.5 Miles:
<b>Housing Units Trend</b>			
<b>Total Housing Units</b>			
Change 1990 to 2000	3.90%	4.00%	5.40%
Change 2004 to 2009	0.30%	-0.90%	-0.80%
<b>Owner Occupied Housing Units</b>			
Change 1990 to 2000	7.90%	5.70%	3.70%
Change 2004 to 2009	1.10%	-0.20%	-0.50%
<b>Renter Occupied Housing Units</b>			
Change 1990 to 2000	-7.50%	-2.00%	10.10%
Change 2004 to 2009	-2.80%	-3.60%	-1.20%
<b>Vacant Housing Units</b>			
Change 1990 to 2000	-16.50%	-0.90%	4.10%
Change 2004 to 2009	-1.10%	-3.50%	-3.50%

### Race and Ethnicity Trend

<b>American Indian, Eskimo, Aleut</b>			
Change 1990 to 2000	-36.80%	-48.20%	-9.10%
Change 2004 to 2009	0.00%	0.00%	1.40%
<b>Asian or Pacific Islander</b>			
Change 1990 to 2000	24.10%	17.30%	30.40%
Change 2004 to 2009	1.40%	-0.50%	-1.40%
<b>Black</b>			
Change 1990 to 2000	27.90%	2.50%	-5.90%
Change 2004 to 2009	48.50%	16.00%	4.90%
<b>White</b>			
Change 1990 to 2000	3.50%	1.60%	-2.00%
Change 2004 to 2009	-0.60%	-1.70%	-1.70%
<b>Other</b>			
Change 1990 to 2000	76.10%	116.70%	110.30%
Change 2004 to 2009	35.60%	28.50%	13.90%
<b>Hispanic Ethnicity</b>			
Change 1990 to 2000	34.90%	52.30%	64.30%
Change 2004 to 2009	83.00%	76.60%	59.90%
<b>Not of Hispanic Ethnicity</b>			
Change 1990 to 2000	5.20%	3.10%	1.00%
Change 2004 to 2009	-3.80%	-4.90%	-5.00%

Current year data is for the year 2004, 5 year projected data is for the year 2009. [More About Our Data.](#)

Demographic data © 2004 by Experian/Applied Geographic Solutions.

**West Village Center/Green Bay Road Businesses**

Summer 2004

<u>Number</u>	<u>Number 2</u>	<u>Street</u>	<u>Name</u>	<u>Type of Product</u>
1210		Central	Premier Bank	Bank
1221		Central	Budget Rent-a-Car	Car Rental
1223		Central	Schwab Architects	Architect
1225		Central	Mid-Central Printing	Printer/Copying
101		Green Bay Road	Prather Paint	Paint/Wallpaper
105	S	Green Bay Road	Calico Corners	Fabrics/Interior Design
107		Green Bay Road	Wilmette Real Estate	Real Estate
111		Green Bay Road	A la Carte	Food
123		Green Bay Road	Kurt Saphir Pianos	Pianos/Music
127		Green Bay Road	Albar Wilmette Platers	Silversmith
135		Green Bay Road	Perkowitz Window Fashions	Doors, Shutters
137		Green Bay Road	Pawn Shoppe	Pawn Shop
153		Green Bay Road	Walker Bros Pancake House	Restaurant
165-171		Green Bay Road	Kohl Children's Museum and Administrative Offices	Museum
275		Green Bay Road	Foremost Liquors	Liquor
277		Green Bay Road	The Clip Joint	Dog & Cat Grooming
279		Green Bay Road	CK Nagy's	Salon/Barbershop
411		Green Bay Road	Jewel-Osco	Grocery
515		Green Bay Road	Hedlund Marine Sports	Sporting Goods
517		Green Bay Road	The Private Bank	Bank
521		Green Bay Road	Garden House Casual Furniture	Furniture
525		Green Bay Road	North Shore Automotive	Car Dealer
531		Green Bay Road	Wilmette 24 Hour Deli/Food Mart	Food Mart
533-535		Green Bay Road	J&W Autobody and Carwash	Mechanic
537-539		Green Bay Road	Tsing Tao Mandarin Chinese Restaurant	Restaurant
545		Green Bay Road	Cruise Corner	Travel Agency
601		Green Bay Road	Koenig & Strey	Real Estate
605		Green Bay Road	Wilmette Bicycle & Sport Shop	Sporting Goods
607		Green Bay Road	North Shore Ford	Car Dealer
619		Green Bay Road	West End Antiques	Antiques
621		Green Bay Road	Wilmette Glass Co	Windows
625		Green Bay Road	Wilmette Pet	Pet Store
627		Green Bay Road	House of Chan	Restaurant
629	Suite 1	Green Bay Road	Home Free	Building Contractor
629	Suite 2	Green Bay Road	Cable Design, Inc	Art Studio
629	Suite 3	Green Bay Road	Accounting Pros	Financial Advisory Services
631		Green Bay Road	Salon del Lago, Inc	Salon/Barbershop
633		Green Bay Road	Jerry's Barber Shop	Salon/Barbershop
635		Green Bay Road	The Camera Shop	Photo/Video
637		Green Bay Road	Sunshine Plant Shop	Florist
721		Green Bay Road	Imperial Motors Jaguar Dealership	Car Dealer
805		Green Bay Road	Wilmette Auto Care	Mechanic
811		Green Bay Road	Walgreens	Drug Store
825		Green Bay Road	Edward Jones	Financial Advisory Services
833		Green Bay Road	Quality Cleaners & Alterations	Cleaners
901		Green Bay Road	BP	Gas Station
1115		Green Bay Road	Jiffy Lube	Mechanic
1201		Green Bay Road	Marathon Gas/Forrest's Autoshop	Mechanic
1217		Green Bay Road	Gloria Levin & Associates	Occupational Therapy
1221		Green Bay Road	Green Bay Animal Hospital	Vet
1225-27		Green Bay Road	American Vintage Home, Inc	Heating & Cooling Contractors
1229	a	Green Bay Road	Siding Group	Building Contractor
1229	b	Green Bay Road	Educational Services	Learning Disability Testing/Skills Remediation
1231-33		Green Bay Road	North Shore Yoga & Fitness	Clothing
1237		Green Bay Road	Homer's	Restaurant
1255		Green Bay Road	Kenilworth Service	Gas Station

**West Village Center/Green Bay Road Businesses**

Summer 2004

<u>Number</u>	<u>Number 2</u>	<u>Street</u>	<u>Name</u>	<u>Type of Product</u>
1407		Lake	Vestor Realty	Real Estate
1409		Lake	DePaepe Painting Co	Painting Contractors
1413		Lake	Passion Flower	Florist
1417		Lake	American Moodo Institute	Martial Arts Studio
1419		Lake	Kellum Animal Hospital	Vet
297		Oakwood	Antiques & Fine Art	Antiques
1211		Washington	Athletic Training Center of Wilmette	Gym
1212		Washington	Ross Wetzel Studio	Framing/Art Gallery
1215		Washington	Shardon Builders, Inc	Building Contractor
1218		Washington	Spectacular Kitchen & Bath Designs	Furniture
1209		Wilmette	Center for Creative Dance	Dance Studio
1211		Wilmette	Big Picture Home Theater Co	Video/Television Equipment
1213		Wilmette	Robert T. Baj Chiropractic Care	Chiropractor
1213		Wilmette	Prairie Benefits Network	Insurance
1219		Wilmette	Millen Ace Hardware	Hardware
1225		Wilmette	Alpine Glass & Window Co	Windows
1225.5		Wilmette	Schmidt & Associates Designers & Builders of Fine Homes	Home Designer/Builder



# Hitchcock Design Group

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1980 – 2005

## MEMORANDUM

**Date:** February 28, 2005  
**To:** Project Team  
**From:** Tim King, Hitchcock Design Group (HDG)  
**RE:** Village of Wilmette – Green Bay Road Corridor Study  
**Project No.:** 03-0639-002-01-03

The following is a summary of the comments from the Public Meeting on February 23, 2005.

### A. Land Use, Retail Mix, Zoning Issues

- High commercial and/or residential density not appropriate in this location
- Be considerate of residential relationship to commercial uses that share alley (particularly automotive)
- There are not many multi-family options currently in Wilmette
- Mixed-use can work, particularly in West Village Center
- Mixed-use mostly empty nesters, young professionals, will not draw more children that would burden the school system
- 6-8 stories too tall, not appropriate
- More restaurants
- Small office
- Local businesses don't stay open late enough to compete with other areas
- Rehab existing buildings to attract 'right' businesses
- Affordable housing should be considered
- Don't overlook competition among separate business districts
- Other recent new mixed-use buildings have not rented – why?
- Extending West beyond alley not included in this study (except for West Village Center block)
- Mixed reviews on idea of redevelopment along the corridor
- Business retention efforts
- It is not important to attract businesses that generate sales taxes.
- Sales taxes are important to keep residents' property taxes from increasing.
- Concern about how the Kohl property will be used after the museum relocates.
- Skeptical of demand for new retail or new offices.
- Question whether existing businesses would survive if relocated to new development.
- It's time for change as there should be better choices of stores and restaurants that serve the residents.

### B. Appearance, Design Guidelines, Historic Preservation

- Traditional style appropriate for Wilmette

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- Style should be unique to Wilmette, with turn of the century character
- Alley aesthetics related to new development important
- Green Bay Road nicer in Winnetka, Hubbard Woods, Kenilworth, not as nice in Wilmette (esp. between Wilmette and Central)
- More uniformity
- Enhance east / west connections
- Any improvements will be submitted to appearance review commission
- Village should not look like Highland Park or Deerfield.
- Prairie style is attractive and ties into Metra station.
- Provide financial incentives for businesses to improve their facades.

### **C. Parking, Pedestrian Safety, Traffic**

- Traffic is limiting factor to any new development (Green Bay Road cannot accommodate more traffic without affecting quality of life)
- All options will need to demonstrate traffic issues
- Light timing to accommodate pedestrian crossing better
- Village pursuing federal grant to address signal timing
- Tracks divide Village – is it really possible to attract pedestrians across?
- Walking is easier than driving – mental misconception that the tracks are a divider
- Because of at-grade crossings, train whistle blowing may become a requirement
- Work to attract commuters to retail and commercial uses
- Traffic speeds in alleys way too fast – consider traffic calming
- Mixed views on whether connections can be successful between the east and west side of the railroad tracks
- Idea of a parking structure in the West Village Center
- Condos must provide sufficient parking for residents on-site.
- Place railroad below grade, like Winnetka.

### **D. Other Issues**

- Capture teenager buying power
- Protect the interests of the senior citizens.

**TO:** John Adler, Lucas Sivertsen – Village of Wilmette  
Rick Hitchcock, Tim King – Hitchcock Design Group  
Tom Kaeser – TY Lin  
Laurie Marston – VSKA

**FROM:** Valerie Kretchmer – VSKA

**RE:** Summary of Hand-written Comments from Green Bay Road Meeting 2-23-05

**DATE:** 2-25-05

The following is a summary of the hand-written notes we collected at the end of the public meeting.

**In Favor of Redevelopment**

- 21 people

**Against Redevelopment**

- 4 people

Highlights:

- A majority of people would like to see some kind of redevelopment done along Green Bay Road.
- Most comments talked about having a unity along Green Bay Road that looked inviting (‘gateway’) to people.
- Also, having traditional style for architecture was mentioned by many people.
- Most people (with an exception of a couple), want to see mixed-use development. That includes retail on the first floor, and condos on the second and/or third.
- Many people want more dining options, such as restaurants and cafes.
- Many want underground parking or some sort of parking to accommodate shoppers.
- Some, but not most, mentioned having townhomes.
- A couple of people mentioned having another car dealer move in to fill the space of Ford, but it seems that most people do not want another car dealer to move in.
- Some, but not most, showed a concern for existing businesses.
- Hubbard Woods was mentioned by two people as a model for redeveloping Green Bay Road. (In order to make Green Bay Road look appealing and inviting).

In favor of some kind of redevelopment (comments):

- Traditional architecture
- More dining options, bookstores, deli's, bakeries
- Hubbard Woods is a great model
- Corridor is a great area to think about affordable housing.
  
- Bike racks
- Garbage cans
- Benches
- Make Wilmette walkable
  
- Put post office/library parking underground, and build a 'quad' on top
- Enhance green space
- Design guidance to support existing businesses so they can stay and thrive
- Mixed use (more need for condos and apartments)
- Façade rebates
  
- Retail and residential for high income housing (no senior housing)
- Make the corridor a TIF zone
  
- Development that represents the community (aesthetically pleasing buildings)
- Development should be mindful of residents (traffic/safety for school and children)
- Need for tax revenues (both property and sales).
  
- A lost opportunity NOT to redevelop the block.
- Retail with condos above
  
- Retail on the ground and residential on top
- Can also build townhomes (West part of Central, Wilmette, and Park)
  
- Mixed use residential with retail parking below
- Appearance – make traditional.
- Good flow of pedestrian and car traffic.
- CVS Pharmacy.
- Underground parking.
- Improve appearance of the whole area
  
- Mixed use – retail, restaurants (Café's and takeouts), condos (three stories), underground parking
- Office above street level
- Make appearance more cohesive
- Architecture in keeping with the varied turn-of-the-century feel

- Make it a welcoming gateway to the Village
  - Encourage foot traffic (on Green Bay, Central, and Wilmette).
  - Must still have post office and library
  - Enhanced Green Bay (curb appeal)
  - Integrate with the Village Center
  - No CVS
- 
- Fountain or mini park
  - Office or residential alone
  - High-end auto dealer
- 
- Façades for West Village Center
- 
- Retail such as restaurants and dress shops (similar to Davis in Evanston)
  - Two-three story townhomes and condos
  - High-end townhomes (\$1-2 Million with elevators, parking and decks)
- 
- Residential above first floor
  - Dining options, coffee shops, ice cream shops.
  - Upscale retail
  - Attractive traditional design
- 
- For West Village Center: no gas stations, no jiffy lubes, no car dealers.
  - Concern for current businesses (bike store, pet store, antiques) – may not survive with redevelopment
  - Village should not penalize local businesses with zoning
  - Residential, condos or townhomes – moderately priced and affordable.
- 
- Consistent building design that compliments one another – currently, not the case.
  - Mixed use development (commercial on 1<sup>st</sup> floor, and residential on 2<sup>nd</sup>)
  - Try to make it look like Winnetka (Hubbard Woods), since Lincoln Ave, Elm Street, and Green Bay Road are not appealing.
- 
- Underground parking to support increased traffic and post office trucks
- 
- Townhomes
  - Restaurants
- 
- Restaurants
  - Organic grocery store
  - Businesses on Green Bay open longer than 10 – 4:30, so people can shop.
  - Moderated density – inviting to visit.

- Conformity in architecture
- Mixed use (retail and condos 2-3 stories)
- Better use of parking lot – multi-story parking, and multi-story shopping
  
- Underground parking for library and post office
- No car dealer
- Unity

Against any kind of redevelopment (comments):

- Existing businesses should not be displaced for sale because of redevelopment
  
- No mixed use
- No underground parking
- No high density
- No displacing businesses
  
- Offices are weakest part of real estate market
  
- What kind of businesses will pay the rents?
- What happens to existing and local small businesses?

EXCERPT from the Approved Minutes of the **Appearance Review Commission** meeting held on **Monday, March 21, 2005 at 7:30 p.m.**, in the Second Floor Training Room Wilmette Village Hall, 1200 Wilmette Avenue, Wilmette, Illinois.

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**Commission Members Present:** Jim Kalas, Chair  
Paul Holzman (7:45 arrival)  
Julie Wolf  
Diane Capitani  
Stuart Berger  
Caryn Summer  
Elissa Morgante

**Staff Present:** Lucas Sivertsen

**Minutes Prepared by:** Barbara Hirsch

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#### **Discussion of Design Guidelines for Green Bay Road Corridor Study**

Mr. Kalas noted the Village of Wilmette is in the process of completing a business development plan for the Green Bay Road Corridor. As part of the plan, the Village is developing design guidelines for the corridor. The Village would like the ARC to work with the project consultant to develop this set of design guidelines.

Laurie Marston, Valerie Kretchmer & Associates, presented design guidelines based off comments heard from the February 23 Listening Session. The guidelines were structured similar to the standards of review for an Appearance Review Certificate. She noted there is another Listening Session on March 23, 2005.

Ms. Capitani noted that the Green Bay Corridor is not presently an attractive area to drive through.

Ms. Marston said many residents commented about the unattractive corridor along Green Bay Road at the first meeting.

Mr. Kalas suggested addressing the issue of restoring buildings to their original architecture. He noted some building owners have tried to restore their building but have not been able to meet current zoning regulations.

Ms. Summer suggested a visual analysis of the Green Bay corridor to create more continuity.

Ms. Marston said they will have illustrations for very specific lots along the corridor but not for the entire corridor.

Mr. Kalas noted that the parking along Green Bay Road is on the east and west side which makes crossing the street dangerous. He suggested curb cuts should be kept to a minimum to prevent left turns into pedestrians crossing the street.

Ms. Marston said they are aware of the many issues of safety and traffic on Green Bay Road.

The Commission members agreed that emphasis should be placed on the area of Green Bay Road between Wilmette Avenue and Central Avenue to make people aware of the downtown area. The suggestion was to allow taller buildings to be built along the block so that people driving through Wilmette are aware of the downtown shopping area. The block should differentiate itself from the rest of Green Bay Road.

Mr. Berger suggested diagonal parking on one side of Green Bay Road and no parking on the other side to allow safety for people crossing the street and smoother flowing traffic.

Ms. Summer said giving incentives to property owners to develop their property would ultimately benefit the Village.

Mr. Holzman suggested buildings taller than two stories, possibly four or five stories, to be built in the downtown area along Green Bay Road. The first floor to be retail, the second floor commercial and the other floors to be residential. The train station is across the street, which would make the area desirable for people who commute. He said many surrounding suburbs and the city of Chicago have taller buildings in their downtown.

Mr. Kalas said he agreed with landscaping along Green Bay Road which was suggested in the proposed guidelines. He did have concerns with maintaining the landscaping and suggested that be added.

Mr. Holzman said he did not believe awnings should be essential to the design and character of the structure. It should be up to the merchant whether they would like to have an awning on their store front.

The Commission members agreed parking lots along Green Bay Road should be discouraged. A preferred option is to have parking behind the buildings.

Mr. Sivertsen asked for clarification regarding windows at street level which stated up to 75% of first floor shall be glass for displays, security and natural lighting.

Ms. Marston said they could insert a minimum percentage as well as a maximum Percentage for windows depending on the type of development.

Ms. Marston said the consultant group would make changes to the guidelines and present the final report. The format of the final presentation has not been decided.

## **SUMMARY OF MARCH 23, 2005 GREEN BAY ROAD COMMUNITY MEETING**

### **Eminent Domain**

- Generally negative comments on its use. Almost all who spoke did not want to see it used and staff assured people that it was not the Village's intent to use it. One referred to wording in the 4<sup>th</sup> and Linden Plan that mentioned eminent domain as an economic development tool that has been used elsewhere and was concerned that it could be recommended for use here.
- Some people distrust the Village when they say it won't be used since it was used once before.
- What will happen when the new Village Board is seated in May?
- Some property owners indicated they would not sell their land as it would take away their livelihood.
- Judicious use of eminent domain could be okay.
- Another mentioned that existing property owners do have leverage in a redevelopment and can work with developers and the Village to assure they get a good deal.
- Recent state case on the subject does not allow eminent domain for this type of purpose. If the owners agree to locate in the proposed development, where will they go during construction?

### **Parking**

- One person asked about angle parking on Green Bay Road, but Tom Kaeser gave reasons why this would not work well, especially in the West Village Center. It would also result in more cut-through traffic on Park Avenue.
- Concern over parking in the Village Center and more development in the West Village Center could exacerbate this problem. No problems currently in the West Village Center, even at the Library.
- Share Village Hall parking with shoppers rather than the idea of using it for a Village Green or park.
- People are lazy in the Village Center and could park in the parking lots, but they don't.
- An underground garage may not be used by Library patrons. They would probably view it as inconvenient, especially for short visits.
- The Ford dealer and Kohl Museum are leaving the Village due to the lack of parking.

## **Redevelopment**

- The idea of a 2 or 3-story development was raised, maybe without residential.
- Support for the drawings showing a building that is 2-stories at the street but then is higher as it sits back on the lot. This fits in better with the scale of Green Bay Road.
- It seems that parking is the driver for the redevelopment schemes in the West Village Center. What about open space here?
- Maybe we should look at redeveloping the Bank One site rather than the West Village Center block.
- Place the parking in front of the lot and move the buildings back away from the street.
- Green Bay Road is already congested and cannot support additional development.
- Why didn't the Village Board adopt the 2000 West Village Center Plan?

## **Pedestrian Issues**

- How can you cross Green Bay Road safely? This has still not been addressed.
- Maybe the sidewalk on the railroad side of the road doesn't need to be as wide the sidewalk on the west side.
- Would a pedestrian overpass be feasible over Green Bay Road?
- Train whistles: Tom Kaeser explained that with the proposed changes at the crossings, the trains would not have to sound their whistles.

## **Fiscal Issues**

- Don't assume that redevelopment will keep Village taxes down. This didn't happen in Evanston despite all of the redevelopment downtown.
- Need to find new revenue sources for the Village. Bringing in new residents to the West Village Center and downtown will do this, just like in Evanston, Skokie and Highland Park.
- Redevelopment generates revenue to support Village services.

## **Landscaping**

- Be careful about landscaping along the railroad tracks because people could hide behind the trees creating safety problems.

## **Building Consensus**

- A question was raised about how you reach consensus on what to do in the West Village Center.
- How representative are the comments that were heard here when this is only a small share of the population of the Village? The letter about the meeting was sent to only a few and the date was not on the calendar on the Village website. (This was disputed by another person who checked the Village website while at the meeting.)

- Need to test these concepts more before a wider audience.
- Maybe a referendum is needed, such as what was done on the Mallinkrodt site.

**Approved Minutes of the Appearance Review/Plan Commission** Joint meeting held on **Monday, May 2, 2005 at 7:00 p.m.** in the Second Floor Training Room, Wilmette Village Hall, 1200 Wilmette Avenue, Wilmette, IL 60091.

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**PC Members Present:** Vincent McBrien, Chairman  
Ron Grossman  
Charmain Borys Later  
Bob Spriggs  
Bob Surman  
Vernon Voigt

**PC Members Absent:** Susan Friedman

**ARC Members Present:** Jim Kalas, Chair  
Stuart Berger  
Paul Holzman  
Caryn Summer  
Elissa Morgante

**ARC Members Absent:** Julie Wolf  
Diane Capitani

**Guests:** Laurie Marston, Valerie S. Kretchmer Associates  
Lance Thies, Hitchcock Design Group  
Terry Oppermann, architect, Hitchcock Design Group  
(See Attendance List for list of public attendees)

**Staff Present:** John Adler, Director of Community Development  
Lisa Roberts, Assistant Director of Community Development  
Lucas Sivertsen, Business Development Planner

**Minutes transcribed by:** Bobbie Rutherford, Secretary, Community Development

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## **1) Opening Comments**

Chairman Kalas called the meeting to order at 7:00 p.m. to review the design guidelines that will be part of the business development plan to be presented to the Board of Trustees in June. He introduced the consultants, Laurie Marston from Valerie S. Kretchmer Associates and sub-consultants, Hitchcock Design Group with Lance Thies and Terry Oppermann, architect.

## **2) Presentation of Proposed Design Guidelines by Consultant**

Ms. Marston reviewed the design guidelines contained in the handouts, saying they were not mandatory, but were intended help developers and existing businesses as they come forward with

proposals and the Village as they evaluate those proposals. These guidelines will apply to exterior remodeling or additions to commercial and multi-family construction along the Green Bay Road Corridor, not single family homes or institutional buildings. The consultants reviewed current practices and considered public comments from the two meetings. A workshop session was held on March 21, 2005 with the ARC and modifications were made to the guidelines based on their input.

The Green Bay Road corridor has three separate areas: 1) the north end of the Village from Ashland to Lake Avenues; 2) the south end from Isabella to Linden Avenues which is one and two-story commercial buildings that they propose remain basically the same and; 3) the section between Lake and Linden Avenues adjacent to the Village Center which contains the Metra station, the library, post office, restaurants and shopping. This is somewhat different from the other two sections of the corridor with a number of three and four-story buildings.

Ms. Marston said she would highlight the points: 1) the relationship of the structure to the surrounding area (buildings being good neighbors); parking lot, storage and delivery areas should be screened; preserving and helping vegetation wherever possible; 2) encourage preserving the character of the Village in style and design with pitched roofs with articulated facades for visual interest so there is not one flat plane. Regarding the scale of the buildings the first two floors of three or four-story buildings should be at the sidewalk and the upper floors setback further so that pedestrians along Green Bay Road do not feel they are in a canyon with tall buildings going straight up from the sidewalk. The building additions should be proportionate to the existing buildings; 3) encourage natural building materials, such as, brick, stone, wood, terra cotta, stucco and discourage aluminum, vinyl siding, synthetic stucco and other synthetic materials and using colors that are deep, rich tones like the brick buildings and no bright, garish colors that are not consistent with the character of the Village; 4) encourage keeping the facade material as is when altering with no new materials added as textures are an important visual element; encourage maintaining similar qualities on both sides of the buildings, not a pretty facade along Green Bay and a very ordinary, unattractive facade along the rear; 5) windows need to take on the pattern and the rhythm of the nearby buildings and nothing needs to be added that does not relate to the original architectural style; 6) parking lots should be kept off Green Bay Road to maintain a pedestrian scale; 7) continuing streetscape enhancement is encouraged all along the corridor with landscaping being very important; 8) green spaces, plazas and open spaces are encouraged wherever possible.

Mr. Thies said they had drawings of the three areas; he wanted them to look at how the design guidelines apply when redeveloping or in facade improvement, show what it looks like now and how it can look with the use of the applied guidelines. They want to create and upgrade the buffer of parallel parking with perennial plantings, trees and shrubs, for winter and summer color.

Three of the more intense landscaping areas highlighted were east of the west Village Center. Landscaping provides a buffer for pedestrians against the roadway and adds pedestrian amenities to the corridor. Other areas will be less intense, but with similar upgrading to the landscaping.

Mr. Oppermann said they were presenting illustrations of hoe existing buildings' additions should relate to how the original building was intended. There can be enhancements of planned and

organized signage that is sympathetic to the architecture, relative to the structural rhythm that is set by brick piers, glazing and awnings. The mechanical equipment needs to be buffered and screened, as well as the parking lots; maybe using a wing wall of the existing structure or landscaping.

Mr. Oppermann said they liked the urban feel of buildings set close to the sidewalk, and encourage buildings be set back between five feet and ten feet off the property line in order to avoid a straight line of buildings and have an environment for more pedestrian activity. The entrances should be brought down to a pedestrian scale so people walking along the street are comfortable. The first two floors should hold that setback, but the third and fourth floors should be set back further with terraces, trellises and balconies. The windows' scale and size relative to their function are important details; a commercial space needs to be adequate for disabled access and merchandise with highlighted areas for special types of windows with articulations and details of the architecture.

Chairman Kalas said the drawings were examples of the guidelines and can be used for the Village to let developers know what they want to see along Green Bay Road. He said the comments from the audience and the Commissioners' comments would go to the consultants for incorporating into the guidelines. He opened the meeting for comments and questions on the entire corridor:

### **3) Meeting Opened to Verbal Comments from Public**

Mr. Ross had a specific question about a comment made that this did not affect single family residences. He wanted to know if those a half a block from Green Bay Road on Wilmette Avenue would be preserved as is.

This was confirmed to be true.

Chairman Kalas said the consultants were not saying what would be done with a particular property; it would be to the owner of the property to do what they wish with it, but the Village would like them to follow guidelines.

Chairman McBrien said they were trying to impose some leadership with these guidelines when developers present proposals, instead of only reacting to the proposals.

Mr. Paris wanted to know if there had been any interest from developers to date, especially regarding Life Style Centers.

Mr. Adler said the owners of the Wilmette Ford property and their agents had spoken to people who have different ideas for the property, which alone is not enough to consider a Life Style Center, but they might find uses for that building that could go into a Life Style Center, whether the market will support these businesses in this block on Green Bay Road is another question. There has been a lot of interest in the Wilmette Ford property from banks, pharmacies and mixed use, but at this time they do not know what it will be. He thought there were people who had contacted the Ford property owners who were trying to secure additional properties to do

something larger and this will depend on whether those property owners want to participate in a larger development.

Chairman McBrien asked Mr. Adler to speak about the Kohl property as well.

Mr. Adler said they were waiting for the representatives of the Kohl property to get back to them with some of their ideas for the property. They may be waiting to hear what happens at these meetings, to see the type of input they might get from the community on that property and the Ford property as well.

Chairman Kalas said these questions were broader than the guidelines the Commissions should be focusing on that have to do with appearance. He knew they were interested in what was happening, but that was not really their purview here.

There was a question about a Life Style Center and Chairman McBrien said these are centers that have smaller stores, such as, downtown Lake Forest, a more mature center; these centers are all over the country with upscale retailers, women's ready-to wear, bookstores and food stores, which make destination spots.

Chairman Kalas asked for any other comments and there were none. He said last month the ARC had given some input on these guidelines and would again tonight, along with the Plan Commission.

#### **4) Discussion by Appearance Review and Plan Commission**

Mr. Grossman asked if there would be modifications to the general sign ordinance.

Ms. Marston said there might be some minor modifications, but they did not envision much change.

Chairman McBrien said he was surprised neon signs were allowed when understated signs were encouraged.

Ms. Marston said the current ordinance prohibits neon signs within 62' of residential.

There was discussion of sign the limitations on awnings, as well as the encouraging of cloth materials.

There was discussion of things that could be done with the walkways to bring the area west of Green Bay into a cohesive unit with east of Green Bay and ways to facilitate crossing Green Bay Road and the Metra tracks.

Mr. Voigt asked if it would be to their advantage to expand the guidelines to include commercial areas on the feeder streets.

Ms. Marston said the west boundary was the alley that runs parallel to Green Bay Road from the north end to the south end of the Village. Her impression is that between Wilmette and Central they go over to Park and include the post office and the library and there are a couple of sketches that show a parking one level below grade in that one block, but they did not look at anything else along that alley.

Mr. Versino asked if there were any comments on underground parking.

Ms. Marston said it was one of the options and would be permitted by the Ordinance, but it would be up to the developer to see if the cost could be supported.

Chairman McBrien asked about parking in the south section of Green Bay Road where parcels are relatively shallow with parking on either side of Green Bay Road, as by A la Carte and the piano store; it looks like underground parking is the only way to get sufficient space.

Ms. Marston said that was right, though they were not recommending the removal of any existing parking except in the one area they had just mentioned at the Depot Commuter Lot to the west of the Village Hall and just west of the tracks.

Chairman McBrien said that there are requirements in other parts of the Village that retailers and multi-family housing provide the specified parking.

Ms. Marston said there would be requirements in the Green Bay Road area as well.

Mr. Karas asked if grade level parking would be allowed with access from Green Bay Road for something like a bank or pharmacy.

Chairman McBrien said there would be limits on curb cuts and probably limitations on surface parking; Walgreen's is an example and he did not think that was likely.

Mr. Versino asked how deep a store could go on Green Bay Road.

Ms. Marston said the Village typically required a 25' setback from the rear yard lot line.

Chairman McBrien asked how deep those lots were.

Mr. Sivertsen said they were 240'.

Chairman McBrien said storefronts were unlikely to be bowling alley lengths like 235'.

Mr. Versino asked if they had any idea how many parking spaces would be required for what Mr. Adler described.

Chairman Kalas said that the number of parking spaces required was determined by Zoning and the type of usage.

Chairman McBrien said that a building like that would probably be mixed use and there are requirements for each use under the existing Zoning Ordinance.

Ms. Morgante asked about the use of the Planned Unit Development process (PUD).

Mr. Adler said there was no minimum lot size required to use the PUD process, created after the Optima building was built by-right; building development standards have become more restricted since that time making it more attractive for developers to go through the PUD process.

Mr. Adler said if someone was requesting variations, they would be encouraged to go through the PUD process where there is more flexibility to work with them, though they will be required to give something back to the community.

Mr. Adler said that in the GC1 north and south of the VC District, the use of the PUD process is required if there is residential uses above the first floor, because it is not allowed by-right, either in Special Use or Permitted Use.

Ms. Morgante said she thought the sketches were great to help them imagine what could happen, but she wondered if there was any thought about what the Village wanted to see in this Ford Dealership and the Kohl's Museum properties.

Chairman Kalas said they would want what it was zoned for.

Mr. Adler said the Kohl's property could be a three-story building by-right and up to four-and-one-half stories through the PUD process. He said the consultants had attempted to get answers to those questions at the meetings, but other things had taken the focus because of recent circumstances. They did express a desire to make the area near Park more attractive, instead of seeing the back of the buildings along Green Bay Road.

Ms. Marston said the sketches showed what could be accommodated along the corridor and can serve as examples of what can be done; developers can go back to their architects and work out something along the guidelines and sketches. She said some projects will be discouraged with these guidelines in place.

Mr. Spriggs said he thought the guidelines were wonderful, but was troubled by their seeming to go back to a reactive position in the Village. If a developer comes in, they have guidelines to react to his proposal and that seemed backwards to him. They talk about a possible retailer having to provide parking or forget it. He thought the Village needs these retailers, because they are the source of income and instead of being reactive, which this is, they needed to be proactive. He said guidelines were great and that would be for developers who come to us saying they wanted to develop here. It was intrinsic to get the things they need for parking to be the Village's responsibility. They need to make it possible for something like a large restaurant to come in and have the parking. He said the Village needs to forthrightly address the issue of parking so they can accommodate the magnet kind of establishments like restaurants, grocery stores or drugstores. The guidelines are good to follow, but they need to be proactive not reactive and the parking issue lies with the Village to provide so that magnet establishments will come in and have people walking

around the shopping areas to see what is there. He said that is what would maintain the viability of the Village.

Chairman McBrien said part of the direction for the Napleton (Ford) site would be the parking since they could be losing thirteen in the middle island where more parking would be needed rather than less.

There was discussion about things that could be done for parking and what some municipalities were doing; ways the Village could be proactive with the parking issue overall.

Chairman Kalas said he agreed on the parking. The ARC reviewed existing parking at their last meeting in April and there was some reaction that parking areas off Central Avenue are underutilized, so they are addressing the signage that would direct drivers who do not know the area well to the various parking facilities. He said there were always spaces available at the public parking lot south of Central and Eleventh.

Mr. Berger said he would make comments as they go through the guidelines and asked the consultants to answer his questions at the end of his comments since this would form a whole body of ideas. He said developers for businesses that find the demographics are right will do anything to make it work.

Mr. Berger complimented the Plan Commission for setting forth on this guideline procedure because it would ultimately help drive the development economics in the Village that will be present for any land purchase or transfer. He reviewed the guidelines point by point with additions and changes, in particular when the guidelines were too restrictive in the scale, because he felt they would not give a property owner enough incentive to do anything.

Mr. Berger said there was little reason for commercial buildings to have pitched roofs with attics that were generally useless.

Mr. Berger had comments regarding the materials as well as windows and signs, as there are too many possibilities to place this specific level of guidelines. He thought the signs should be in accordance with the Ordinance instead of something new.

Mr. Berger said that sometimes barrel awning, which the guidelines discouraged, were in certain instances needed.

Mr. Berger made a point of the parking on the east side of Green Bay Road because people crossing in uncontrolled zones like what happens with pedestrian traffic off the Metra train between Central and Washington Avenues where controlled traffic is at each intersection, yet there is a continual flow of pedestrians across the street in an uncontrolled manner, which is dangerous. This happens across from Homer's where there are a lot of young people getting in and out of cars and crossing the street; this was true at Kohl's where parents were standing in traffic getting children and buggies out of cars next to traffic. He said the traffic pattern along Green Bay needs to be studied to encourage safety.

There were various exchanges about the parking issues.

Mr. Berger said he thought the Ordinance covered the parking issues well, but there needed to be more parking facilities considered.

Mr. Surman said he thought they needed to be more consistent in the guidelines for lighting.

Mr. Adler said lighting is reviewed by the ARC along with the landscaping and there are Ordinance controls for lighting measurements at the lot line.

Chairman Kalas said under the heading amenities he would like the word small taken out, so as to promote where possible, plazas, courtyards and green spaces.

He said he thought one of the best ideas was for converting the Depot Commuter Lot, just west of the tracks near Village Hall into a park, since that is one place where you see a lot of mothers pushing strollers and tugging kids. There is no park in the business district and it would be a great amenity for the residences of the community and possibly would benefit the commercial establishments as well. He would like to see the green areas at Village Hall turned into play areas. The benches are great, but there could be more, as well as other parks in other areas.

Ms. Borys Later asked Mr. Adler if there is a landscape ordinance in place to support landscape requirements of projects.

Mr. Adler said there is not, but landscaping would be considered during the PUD review process.

## **5) Collection of Written Public Comments**

## **6) Adjournment**

Mr. Grossman moved to adjourn the meeting, Mr. Berger seconded the motion and the approval was unanimous. The meeting adjourned at 9:00 p.m.

## **PERSONS INTERVIEWED BY CONSULTANT TEAM**

Don Ahlborn, Koenig and Strey

Alan and Lana Aron, Imperial Motors

Appearance Review Commission, Paul Holzman, Alissa Morganti, Caren Summers

Laura Ashman, A La Carte

Kevin Augustyn, Opus North

Chris Baker, The Baker Companies

George Baker, Vestor Realty

Michael Banks and Jill Wine-Banks, West End Antiques

Greg Bettenhausen, Al Bar

Peg Blanchard, Mid-America Real Estate

Ellen Clark, Bruce Ente and Bonnie Forkosh, Wilmette Library

Dave Cozzalina, Wilmette Pet

Angelica DeMetropolis, Premier Bank

Kevin Donahue, Walker Brothers

Bruce Exstrand, Prather Paint

Sharon Galindo, North Shore Yoga and Fitness

Brian Gordon and Ron Lakin, K2 Capital

Larry Green, Walgreens

Camille Halim, Wilmette Realty

Art Karas

John Korzak, Mid Central Printing

Patrick McFadden, Big Picture

Mike McLaughlin, CBRE

Kim McGuire and Michael Tobin, Northern Realty Group

Mike Naranjo, Wilmette Post Office

Steve Poulos, Homers

Ed Sanders, Millens Hardware

Dennis Saphir, Kurt Saphir Pianos

Paul Schwab, Schwab Architects

Ed Sullivan, Jewel-Osco

Al Versino and Larry Versino, Wilmette Bike  
Julie Yusim, Wilmette Chamber of Commerce

## **LIST OF DOCUMENTS PROVIDED TO CONSULTANT TEAM BY VILLAGE STAFF**

- 1989 Economic Development Commission (EDC) Report prepared by Economic Development Department
- Green Bay Road Beautification Project, EDC and Plan Commission, 1989
- Our Village Welcomes You brochure, dated 1990
- Plan Commission Village Center Study, 1995
- Zoning Map, revised October 22, 1996
- Ad hoc Streetscape Committee Recommendations dated February 21, 1997
- 2000 Comprehensive Plan
- Plan Commission West Village Center Plan, dated February 10, 2000
- 2001 Village Resident Survey prepared by Dr. Steven Cox and Dr. Michael Hazlett
- Shopping and Dining Guide, Wilmette Chamber of Commerce and Village of Wilmette, dated 2001
- Business Development Strategy report prepared by Teska Associates, Inc., dated June, 2002
- Minutes of Business Development Advisory Group dated May 14, 2003; June 19, 2003; July 10, 2003; September 18, 2003; October 16, 2003; November 13, 2003
- Wilmette Zoning Ordinance, as amended through March 9, 2004
- Ordinance 2004-O-31, amending outdoor seating section of Zoning Ordinance
- Ordinance 2004-O-32, amending Planned Unit Development section of Zoning Ordinance
- Ordinance 2004-O-41, amending limited service restaurant section of Zoning Ordinance
- Ordinance 2004-O-116, adding computer service establishments to Zoning Ordinance
- Ordinance 2005-O-29, amending Sign Ordinance to add sidewalk signs
- Ordinance 2005-O-32, amending carry-out food service section of Zoning Ordinance
- Memo from Rose Green and Bob Amoruso to Michael Earl, dated March 31, 2004 about sales tax
- Village Services Guide, Wilmette Chamber of Commerce and Village of Wilmette, dated 2004
- Wilmette Community Guide, Wilmette Chamber of Commerce, dated 2004
- Dining Directory, North Shore Convention and Visitors Bureau, 2004

- Visitors Guide, North Shore Convention and Visitors Bureau, 2004
- Restaurant Report, undated