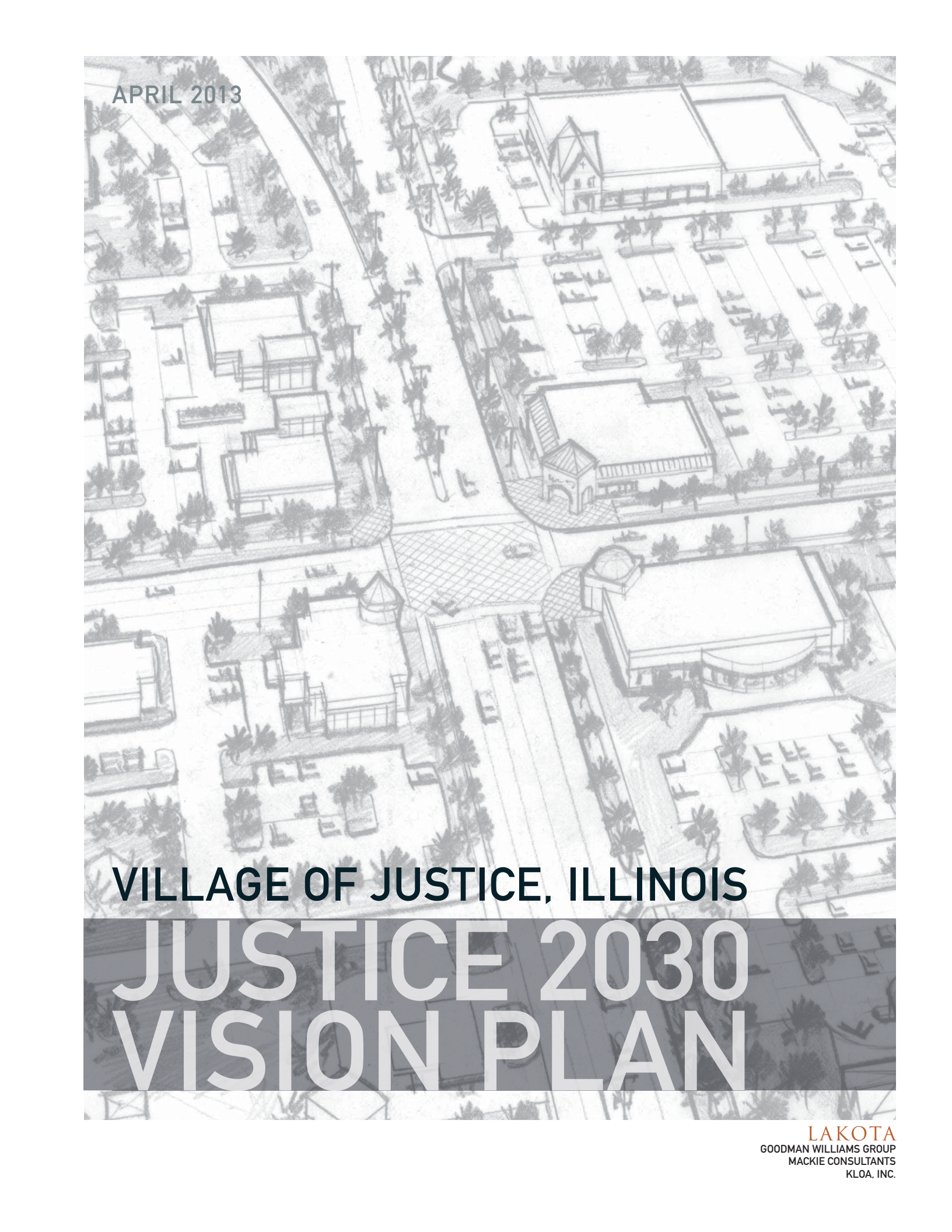




APRIL 2013

VILLAGE OF JUSTICE, ILLINOIS

JUSTICE 2030 VISION PLAN

LAKOTA
GOODMAN WILLIAMS GROUP
MACKIE CONSULTANTS
KLOA, INC.

JUSTICE 2030 VISION PLAN

VOLUME 1 – STATE OF THE COMMUNITY REPORT

*Sections 1 - 7 are bound as a separate document,
which can be viewed and downloaded at:
www.thelakotagroup.com/justice*

VOLUME 2 - VISION PLAN

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ACKNOWLEDGEMENTS

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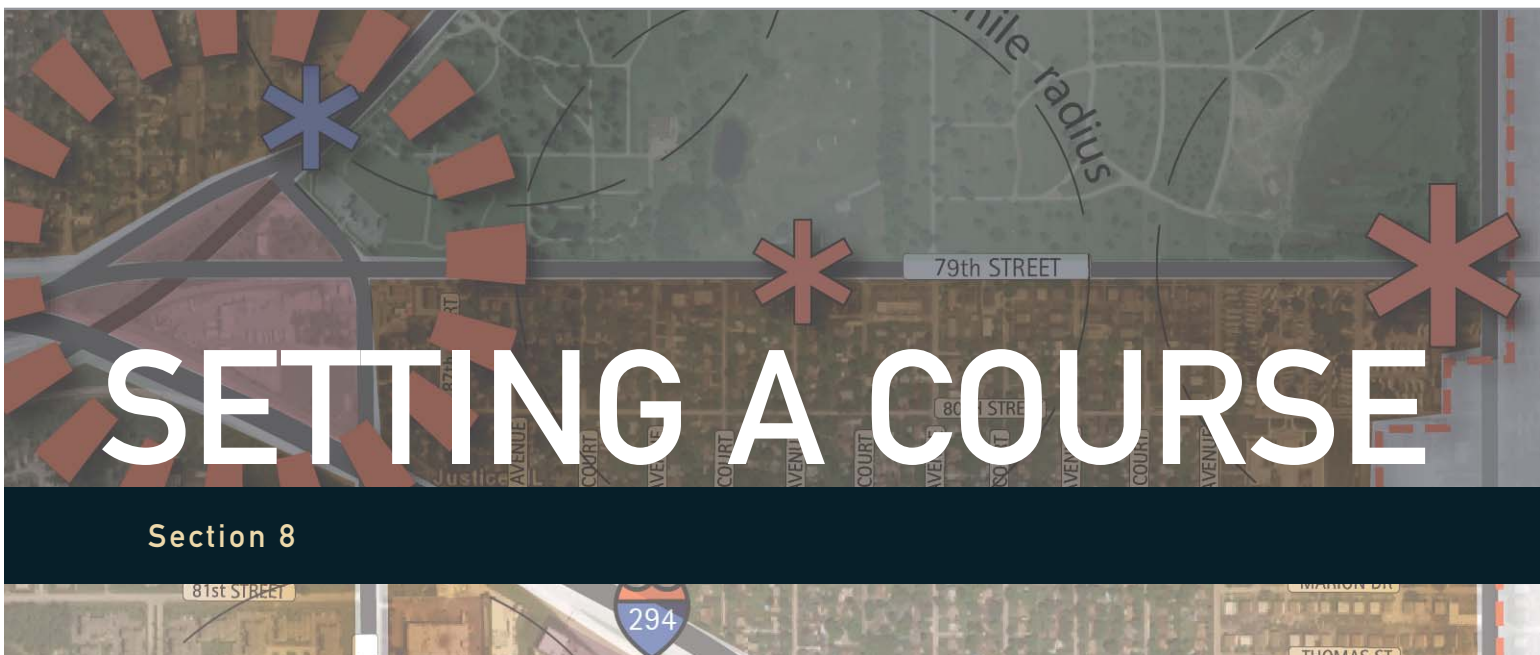
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SPECIAL ACKNOWLEDGEMENTS

The Steering Committee and Project Consultant Team would like to offer a special thanks to all of the Justice community members who participated in the 2030 Vision Plan effort.

SETTING A COURSE

Section 8



INTRODUCTION

This document contains the final policy, design and implementation recommendations for the Village of Justice's 2030 Vision Plan. It is considered Volume 2 of the overall Plan, and is intended to build upon the initial existing conditions report issued by the Lakota Project Team. For Sections 1 through 7, please see Volume 1: State of the Community report, dated May 13, 2012, under a separate cover. Volume 1 introduces the project goals and summarizes existing land use, physical conditions, zoning, transportation and market analysis – *available for viewing and downloading at www.thelakotagroup.com/justice*. Volume 2 of the 2030 Vision Plan is comprised of three major sections:

- Section 8 - Setting A Course
- Section 9 - Vision Plan
- Section 10 - Implementation

Based on public input and the findings of the State of the Community Report, a few specific areas and issues emerged as priorities for examination during the project's next steps. In doing so, this Plan has attempted to craft an *achievable* vision for the Village of Justice, that is both forward looking and focused.

The most essential of these 'areas' is what this Plan refers to as the "Village Core" – generally speaking, the land surrounding the intersections of 79th Street and Archer Avenue with Cork Avenue. Also of critical importance are the Village's major corridors, which relate to Justice's strategic location within the surrounding region and, in turn, largely contribute to the perceptions of Justice. These major corridors include:

- **79th Street** – a major regional connection route, with the highest average daily traffic counts in the Village.
- **Archer Avenue** – another important thoroughfare running directly through the Village Core. Archer Avenue is also used as a common route for funeral processions, highlighting one of the Village's key industries and primary land uses.
- **Roberts Road** - forming the eastern boundary of Village, this corridor is an important connector to several neighboring towns and villages.
- **88th Avenue** - though less utilized by traffic than the other major corridors, 88th Avenue serves as the main access route for several of the Village's key focus or development sites.

STATE OF THE COMMUNITY

The State of the Community Report, prepared in May 2012, provided an extensive summary of the Village's existing conditions, including an analysis of land use and physical conditions, zoning, transportation and current market forces.

The following is a brief overview of the report's key findings, outlining some of the critical issues addressed in subsequent design and implementation strategies. Additional details and information that support these findings can be found in Volume 1: State of the Community Report.

LAND USE SUMMARY

- Throughout the Village there is a wide variety of auto-oriented commercial uses, including an abundance of "strip centers".
- Multi-family apartments/units are the predominate residential building type along the main corridors—Archer Avenue, Roberts Road, 79th Street, and 88th Avenue.
- The majority of single family neighborhoods are located away from the main corridors.
- Due to the centralized location of the various cemeteries, large portions of the major corridors are essentially "one-sided."
- Industrial uses are mainly concentrated an area bound by S. 88th Avenue on the west, W. 83rd Street on the south, I-294 to the north/northeast.
- The main open space/park facilities are located in the north-northwest portion of the Village, including the Lipinski Center, which is used for gatherings and events. There is a general lack of active recreation and gathering spaces in other parts of the Village.
- Institutional uses are spread throughout the Village, with a small cluster of civic buildings located at the intersection of Archer and Cork (S. 88th) Avenues.



Figure 1: Existing Land Use Map

LEGEND

- | | | | |
|--|----------------|--|----------------------------|
| | Interstate | | Commercial (Retail/Office) |
| | State Highway | | Institutional |
| | Expressway | | Industrial |
| | Major Road | | Open Space/Parks/Detention |
| | Village Limits | | Cemetery |
| | Residential | | Vacant |

PHYSICAL CONDITIONS

Buildings

- Except for those at Bethania and Resurrection Cemeteries, there is a general lack of significant historic/landmark commercial or institutional buildings.
- The majority of auto-oriented strip centers lack distinct architectural features. Many are composed of low quality building materials, are in a general state of disrepair, and have an excessive amount of signage.
- The over-abundance of large parking lots and asphalt paving areas also detract from the Village's overall aesthetic character.

Streetscapes & Open Spaces

- Most parking lots lack screening.
- Village gateways could be more pronounced, and directional and identity signage could be improved.
- 88th Avenue has an upgraded physical appearance.
- An overall lack of distinct and unique streetscape/urban design features results in a poorly defined Village identity.
- There is no activity "hub" or destination gathering place.
- Some areas lack even basic public realm amenities, such as sidewalks, although the Village has improved this condition.
- Brightly lit and over-sized signs, utility poles and overhead wires dominate view corridors.
- Public transit routes lack essential amenities such as shelters, safety lighting, and paved waiting areas.
- There are very few street trees and landscaping along the major corridors.
- Where adjacent to cemeteries, the major roadways have an open, pastoral character that could be reinforced.

TRANSPORTATION

- Although indirect, access to I-294 and I-55 is in the general proximity of the Village.
- 79th Street carries the highest traffic volume, however it is mostly through-traffic going to and from other regional destinations.
- Some of the key redevelopment sites have difficult access issues, which need to be resolved.
- An overabundance of curb cuts along the major roadways reduces pedestrian safety and creates additional conflict points.
- Traffic signals lack important pedestrian safety amenities including crosswalks and countdown timers, among others. The Village has recently improved many of these conditions.
- There is a lack of dedicated bike facilities, and little connectivity to regional recreation trails, commuter rail stations and major employment centers.



A commercial strip center on Roberts Road

MARKET OPPORTUNITIES

- **Restaurants and Drinking Places.** More than \$11.3 million in this category is being spent outside Justice. Additional full-service restaurants might be feasible, particularly if combined with a banquet hall that could accommodate funeral luncheons.
- **Food and Beverage Stores.** In all segments of this category, sales are being leaked outside the Village. A full service grocer is unlikely, but small convenience stores selling paper products and daily needs might be feasible.
- **Used Merchandise Stores.** Consignment shops or collectibles is a retail category that might be appropriate along one of Justice's main corridors.
- **Independent Retailers.** Locally owned and operated businesses in a variety of categories might find market support for a small store located on one of Justice's corridors.
- **Additional Service Businesses.** These uses could help drive traffic to the major corridors and provide Village households with more choices. Health and fitness studios, salons, educational support (tutoring) and shipping centers are some examples of other services businesses that would be appropriate.



Jimmy's Drive-In, a popular restaurant in the Village.



The Flower Shop, an independent retailer located on Archer Avenue.

CORE PLANNING PRINCIPLES

Based on the findings of the public input phase and existing conditions analysis, certain patterns have emerged highlighting critical issues to be addressed. In order to do so comprehensively, the Village must have a clear set of over-arching guidelines to help guide future planning decisions. The ten principles presented here can be thought of as a series of “best practices” that respond to some of the fundamental issues affecting the Village.

These core planning principles cover a range of topics, but are all essential components of an overall strategy for success. Some of the areas addressed include:

- **Gathering Places.** The Village must identify, develop and promote essential activity hubs. Most important is the creation of a strong village core, identifiable to residents and visitors alike.
- **Focal Points.** People should know when they are in Justice. Major gateways into the Village should be clearly identified, and important places should be noted.
- **Public Realm.** The Village should offer a range of civic/recreational spaces and facilities that support the needs of all age and user groups.
- **Accessibility.** Ease of access in getting to, from, and around the Village is of the utmost importance. All modes of transportation should be considered in planning efforts.
- **Economic Sustainability.** Land use policies should support a mix of commercial, residential, and industrial uses, intensities and building types.
- **Clear Identity.** The Village must develop and promote a strong “brand” through which it sees and sells itself to the outside world.
- **High Quality Built Environment.** Clear and concise development standards should be created to ensure Village’s desired look and feel. The fundamental goal should be to foster a cohesive and high-value public realm.

PRINCIPLE 1

CREATE A CIVIC AND SOCIAL HEART FOR JUSTICE

Incorporate design measures that create a distinctive place where people can meet.

Provides a source of pride for the community.



PRINCIPLE 2

ESTABLISH VILLAGE WIDE CONNECTIONS FOR ALL MODES OF TRANSPORTATION

Include continuous sidewalks, bike routes and links to public transportation.

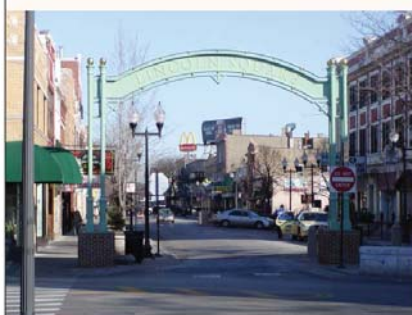
Make the village walkable.



PRINCIPLE 6

ESTABLISH LANDMARK GATEWAYS INTO THE VILLAGE

Gateways should include elements that are highly visible and reflect the Village’s identity.



PRINCIPLE 7

CREATE A DISTINCTIVE BRAND FOR THE VILLAGE

Brand should be distinct, recognizable and emblematic.

Marketing efforts, public realm improvements and policy decisions should reflect and reinforce the brand.



PRINCIPLE 3

EMPHASIZE A PEDESTRIAN-ORIENTED DESIGN APPROACH

Locate new buildings closer to the street, maintaining consistent setback distances along corridors. Place parking in between and behind buildings.



PRINCIPLE 4

FOSTER AN OPEN SPACE SYSTEM THAT ACCOMMODATES ALL RESIDENTS

Include a range of both active and passive recreational opportunities.



PRINCIPLE 5

DEVELOP UNIFIED AND COHESIVE STREETSCAPES

Include trees, landscaping, street furniture (benches, trash receptacles, etc), lighting, banners, and a variety of paving materials.



PRINCIPLE 8

CONCENTRATE COMMERCIAL USES AT KEY INTERSECTIONS

Create activity centers and viable commercial nodes. Intensity and form should reflect the surrounding context (neighborhood-scale, etc.)



PRINCIPLE 9

DEVELOP COHESIVE DESIGN STANDARDS & GUIDELINES FOR SIGNAGE

Provide clear direction regarding the appropriate size, locations, and styles of signs for businesses, kiosks, etc.



PRINCIPLE 10

ENCOURAGE A RANGE OF DEVELOPMENT INTENSITIES

Residential areas should have greater density when located near commercial nodes or along major corridors.



LAND USE FRAMEWORK

As a starting point for understanding the strategies and relationships presented in the conceptual plans shown in Section 9, a simple Land Use Framework Diagram (Figure 2) was developed. The core planning principles – described previously – are inherent within this planning framework, representing their applicability to village-wide planning policy. The ideas expressed by this diagram also served as a guide for the decisions and potential land uses shown in the various opportunities site concepts.

Some of the major themes of the Land Use Framework include:

- **Creation of a strong Village Core.** The Village of Justice currently lacks a distinct central location. Therefore, a top priority should be to plan for, enable and encourage a unified Village center. This area should be clearly identifiable, evoke a distinct ‘sense of place’ and be thought of as the “heart” of the Village by residents. Land uses within the core should be primarily commercial in nature, but may also include civic amenities in order to provide added attractions. The framework depicts the triangular area generally defined by Archer Avenue, Cork Avenue and I-294, as an ideal location. This area is currently under-utilized due to a series of physical constraints, but its proximity to several major intersections suggests a great deal of potential for future growth.
- **Consolidation of Corridor Retail.** In recent years, the Village’s desire to increase its tax base has resulted in the rezoning of land along major corridors in order to increase commercial development. While this is a wise decision from a general policy standpoint, by spreading commercial uses out, their overall economic viability is actually decreased. This strategy also encourages auto-oriented patterns of development, leading to an abundance of ‘strip centers’ that generally detract from the built environment.

Instead of spreading commercial development out, the Village should encourage the clustering of such uses at key intersections, and at intensities appropriate to their surrounding area. Creating commercial “nodes”, or clusters, will result in greater land use efficiencies (i.e. shared parking areas, reduced curb cuts, etc.), allow businesses to capitalize on over-lapping trip generation and help distinguish unique destinations. Evidence has shown that a 1/4-mile to 1/2-mile radius is the preferred



Active commercial uses are supported by high quality public space in Downtown Deerfield, Illinois

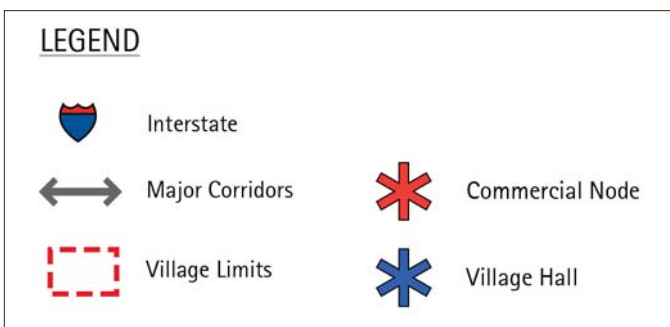
walking distance for a typical trip, so it is advised that neighborhood-serving nodes be spaced at roughly this increment to promote a walkable, active and healthy community.

- **Increase Density along Major Corridors.** While the Village should encourage a full range of development types, intensity of land use should increase in proximity to major corridors. Increased vehicular travel along these routes means greater visibility and access for businesses, which enables higher land values. This added value can then be reflected back onto the public realm by way of a high-quality built environment, helping to perpetuate growth.

In between commercial clusters, it is recommended that the Village reintroduce higher density residential uses, which have greater feasibility in today’s economic climate. Important synergies exist in this relationship as an increase in dwelling units within close proximity to commercial uses will result in a larger and more reliable customer base for local businesses. The residential uses in these higher volume areas should also utilize appropriate building types. Multi-family apartment developments are generally encouraged because their property values are not as affected by increased traffic as single family homes, and added height helps to diminish impacts from noise and light.



Figure 2: Land Use Framework Diagram



REDEVELOPMENT OPPORTUNITIES

The 2030 Vision Plan envisions a more vibrant and active Village, supported by increased density and new businesses, located on currently underdeveloped sites adjacent to the Village's primary corridors. This vision includes better pedestrian connections throughout the Village, bike paths, streetscape improvements and gathering spaces for Justice's residents.

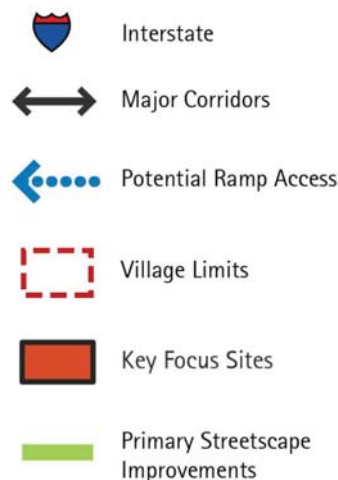
After an assessment of the Village's physical conditions, land use context, market position and transportation and infrastructure environment, the Lakota Team created a Redevelopment Opportunities Map (Figure 3). This map highlights the Team's understanding of the priority redevelopment sites. These sites were vetted with the Steering Committee and Village leaders and subsequently tested for their potential to be enhanced.

These "focus sites" include the following:

- **Site 1** – 79th Street & Roberts Road Corner / Chiefs Mobile Home Park
- **Site 2** – Resurrection Cemetery Land Lease
- **Site 3** – Players Club Driving Range Frontage
- **Site 4** – Bethania Cemetery/Damar Kaminski Funeral Home
- **Site 5** – Village of Justice Civic Campus Property
- **Site 6** – Triangle Site
- **Site 7** – 79th Street & Cork Avenue Site
- **Site 8** – 88th Avenue Vacant Property
- **Site 9** – Archer Avenue/Maplewood Drive Frontage
- Primary Corridor Streetscapes
 - Roberts Road
 - 79th Street
 - 88th Avenue
 - Archer Avenue

The concepts and ideas shown in Section 9 indicate conceptual development densities, site plans, landscape/streetscape design and parking layouts. They reflect the planning principles and strategies described earlier in this report and provide an illustration of a preferred approach to urban design. Actual building locations, heights, and densities, as well as site designs, will vary as property owners, businesses and developers generate more specific site plans.

LEGEND



FOCUS SITES

- ① 79th Street & Roberts Road Corner/ Chiefs Mobile Home Park
- ② Resurrection Cemetery Land Lease
- ③ Players Club Driving Range Frontage
- ④ Bethania Cemetery / Damar Kaminski Funeral Home
- ⑤ Village of Justice Civic Campus Property
- ⑥ Triangle Site
- ⑦ 79th Street & Cork Avenue Site
- ⑧ 88th Avenue Vacant Property
- ⑨ Archer Avenue / Maplewood Drive Frontage

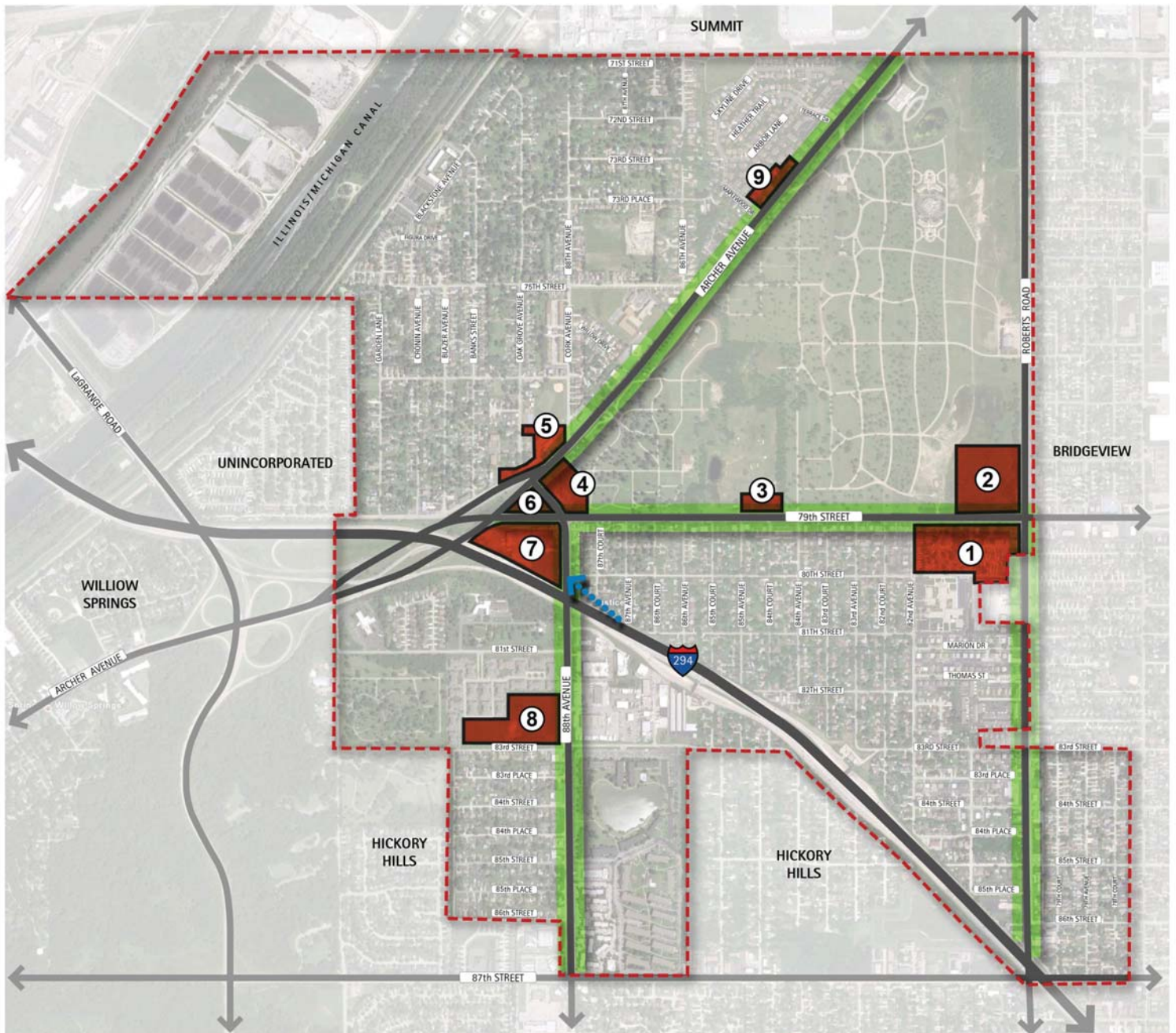


Figure 3: Redevelopment Opportunities Map

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VISION PLAN

Section 9



79TH STREET & ROBERTS ROAD CORNER / CHIEFS MOBILE HOME PARK

CONCEPT A

The intersection of Roberts Road and 79th Street is largely considered one of the Village's key redevelopment opportunity areas due to its visibility, high volume of traffic, substandard physical conditions of the mobile home park and undeveloped Resurrection Cemetery property to the north. Furthermore, this intersection borders Bridgeview – Justice's largest neighboring community – representing a potential source for increased commercial revenue capture.

Given this location's importance as a major gateway into the Village, high priority should be placed on establishing a strong visual identity along 79th Street. Planted medians are envisioned as a way to add a high impact aesthetic statement, while also mitigating the auto-oriented dominance of the existing corridor. Additional gateway architecture, branding measures and landmark elements – further detailed in later sections – are highly encouraged in this location.

Improvements to the area's circulation are shown, including a drop-off lane on 80th Street and an enhanced parking lot for Wilkins Elementary School. The shortage of recreational amenities in this vicinity has also been addressed with new park space, a play field and track facility on land formerly occupied by Chiefs Mobile Home Park. This space could serve both the school and community.

Concept A for this focus site depicts the addition of roughly 90,000 square feet of commercial space, comprised of an anchor development and small-format corridor retail uses. As land currently occupied by the mobile home park becomes available and economic conditions improve, the potential to redevelop the existing commercial strip center at 79th Street and Roberts Road increases. Accordingly, the Plan envisions this property being redeveloped comprehensively. The concept shows a large format commercial development – composed of two or three tenants – at a total size of roughly 58,000 square feet, in addition to a smaller out-lot commercial building (7,000 square feet) located at the corner.

Where adjacent to surrounding neighborhood areas, smaller scale (5,000 to 10,000 square feet), one-story, commercial retail uses are shown fronting 79th Street. In these locations, stress has been placed on creating a pedestrian-friendly environment, requiring curb cuts to be minimized and parking areas to be consolidated and preferably located at the rear of each property.

In planning for redevelopment at this scale, the Village should create strategies by which increased private investment can be leveraged to provide school facility improvements.



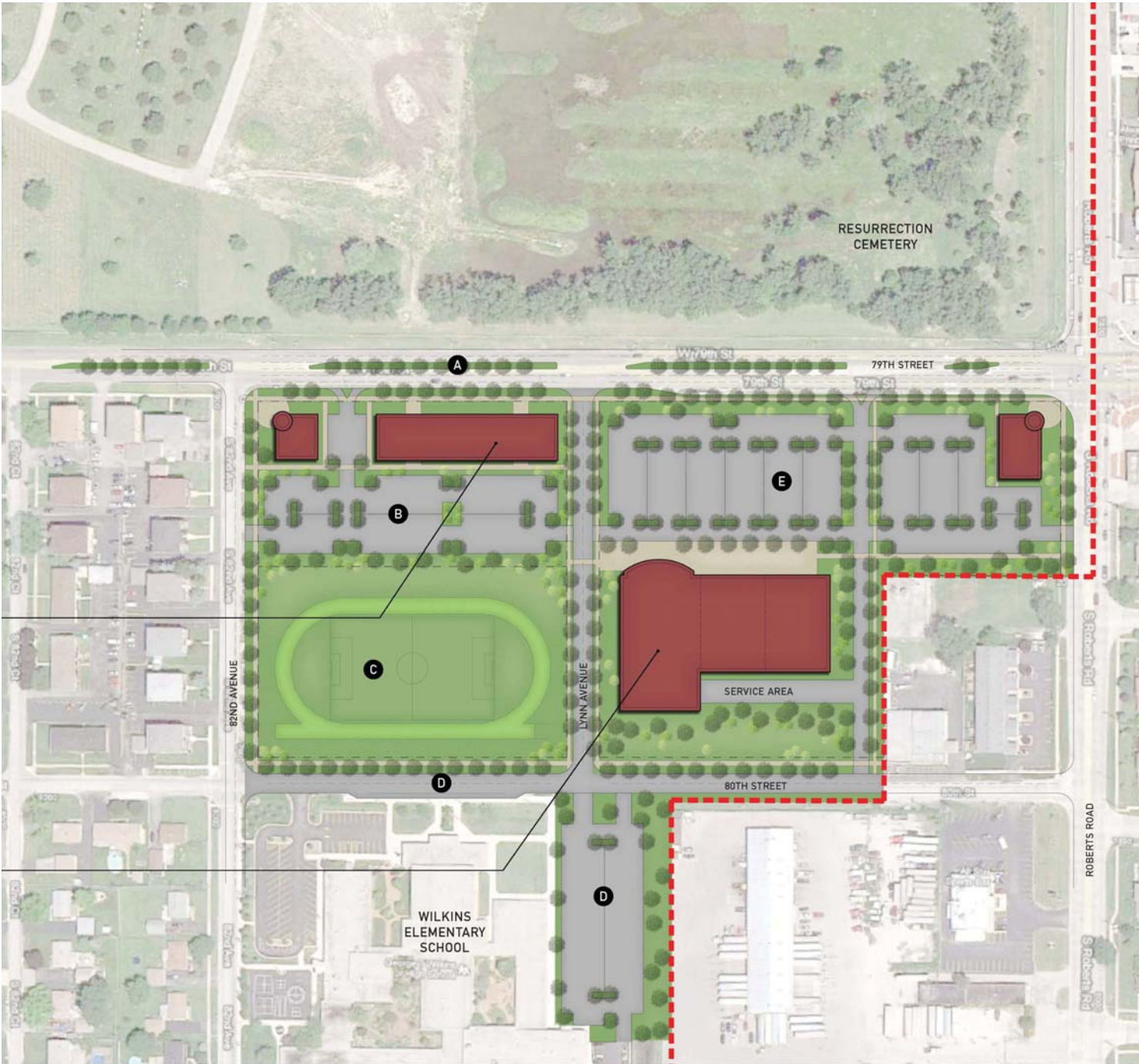


Figure 4: 79th Street & Roberts Road Corner/Chiefs Mobile Home Park Site - Concept A



79TH STREET & ROBERTS ROAD CORNER / CHIEFS MOBILE HOME PARK + RESURRECTION CEMETERY LAND LEASE

CONCEPT B

Considering the strategic importance of the Roberts Road and 79th Street intersection as a major gateway and redevelopment opportunity area, the Village should ensure that land in this location is used as efficiently as possible. This includes the northwest corner of this intersection, which is currently undeveloped and unused. Though privately owned by Resurrection Cemetery, the Village should explore the potential of a land lease that will enable commercial development of the site, ultimately increasing private land values and the commercial tax base. Working with Resurrection Cemetery to assess, prepare and empower a land transaction of this nature should be one of the Village's highest priorities.

By opening up land on the north side of 79th Street for development, even greater importance is placed on streetscape improvements – such as planted medians and identity signage – to tie the north and south sides of the street together and reinforce the arrival sequence into the Village. As depicted in the birds eye illustration on the following page, redevelopment of smaller, free-standing commercial uses along the corridor should promote a pedestrian-oriented environment that builds upon the location's importance as a “first look” at the Village of Justice. Concept B envisions commercial uses ranging from 5,000 to 10,000 square feet fronting both sides of 79th Street. Important attributes to consider include the use of gateway architectural features such as corner towers, main entrances along 79th Street, and shared rear parking that encourages patrons to “park once” to shop at multiple stores.

Concept B also depicts an expanded commercial anchor development on land leased from Resurrection Cemetery. As it is currently undeveloped, new construction in this location can be built to suit the needs of a prominent retail tenant, which is an added selling point in attracting potential investment. A roughly 2.5-acre detention pond is shown to help remediate existing drainage issues. Siting and landscaping of the detention area should be carried out in a manner that creates a pleasant buffer from neighboring cemetery property.

By opening up new land for commercial development north of 79th Street, Concept B also enables residential redevelopment on some of the area formerly occupied by Chiefs Mobile Home Park. The addition of townhomes or rowhomes here will create a more appropriate buffer for Wilkins Elementary School and the surrounding residential neighborhood, while also diversifying the site's economic potential. Adding residential units will also provide support to neighboring commercial uses through an expanded customer base.

PLAN DATA

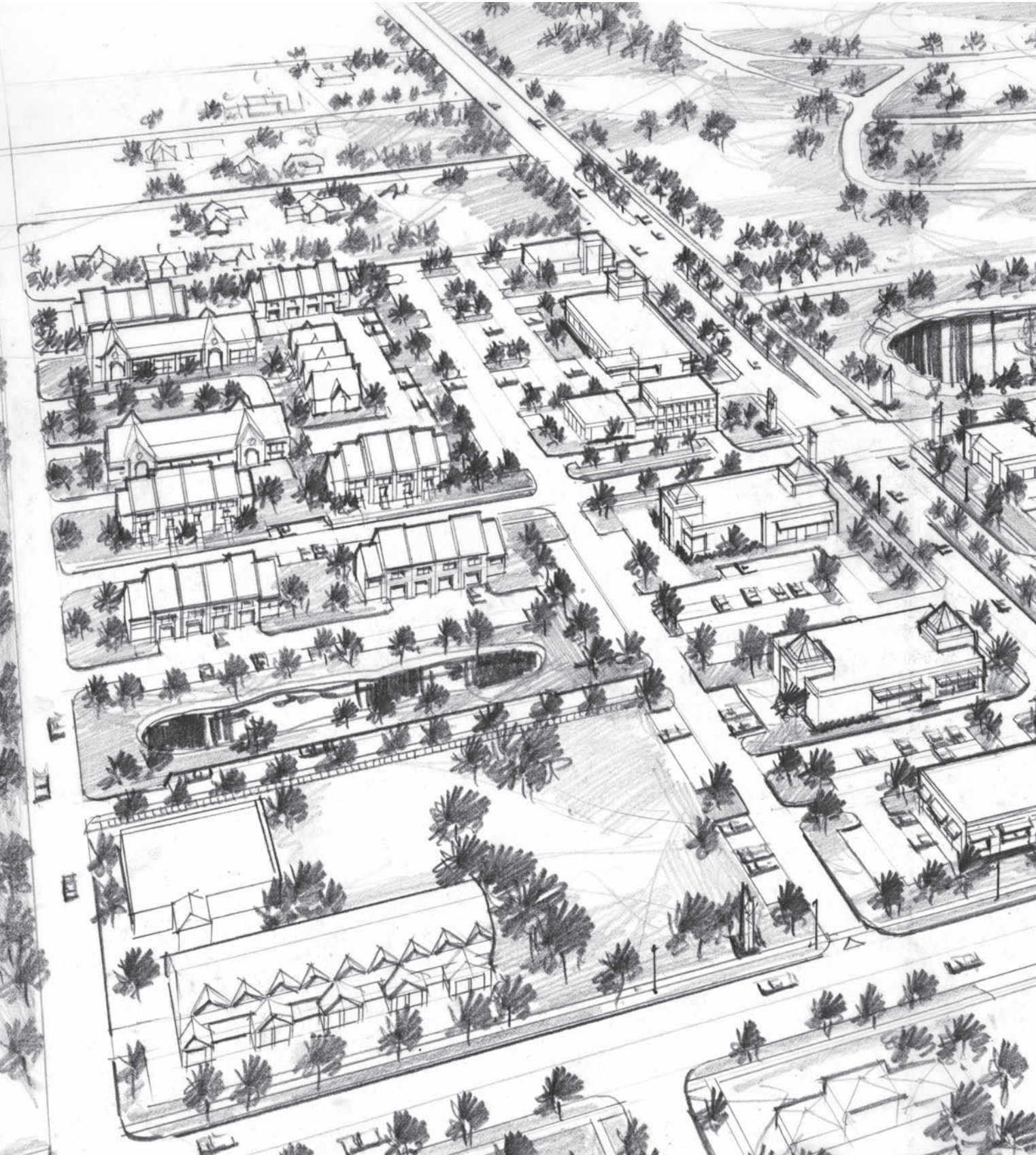
- A PLANTED MEDIANS**
 - New planted medians to enhance 79th Street
- B RETAIL REDEVELOPMENT**
 - One-story, 5,000 square foot building
 - One-story, 15,000 square foot building
 - One-story, 7,500 square foot building with drive-thru
 - 166 parking spaces (6/1,000 square feet)
- C NEW TOWNHOMES**
 - 34 rear-loaded townhomes with two internal and 2 surface parking spaces per unit
- D NEW TOWNHOMES**
 - 8 rear-loaded townhomes with two internal and 2 surface parking spaces per unit.
 - 16 additional “guest” parking spaces (2/unit)
 - Ammenitized water retention feature
- E RETAIL REDEVELOPMENT**
 - One-story, 10,000 square foot building with drive-thru
 - 55 parking spaces (5.5/1,000 square feet)
- F RETAIL REDEVELOPMENT**
 - One-story, 6,000 square foot building
 - One-story, 10,000 square foot building
 - 80 parking spaces (5/1,000 square feet)
- G RETAIL REDEVELOPMENT (14 ACRES)**
 - One-story, 5,000 square foot outlet building
 - One-story, 5,000 square foot outlet building
 - One-story, 8,000 square foot outlet building with drive-thru
 - One-story, 7,000 square foot outlet building
 - One-story, 18,000 square foot anchor building with drive-thru
 - One-story, 15,000 square foot anchor building
 - One-story, 30,000 square foot anchor building
 - 352 parking spaces (4/1,000 square feet)
 - 2.5 acre water retention area (17% of site)





Figure 5: 79th Street & Roberts Road Corner / Chiefs Mobile Home Park + Resurrection Cemetery Land Lease Sites - Concept B





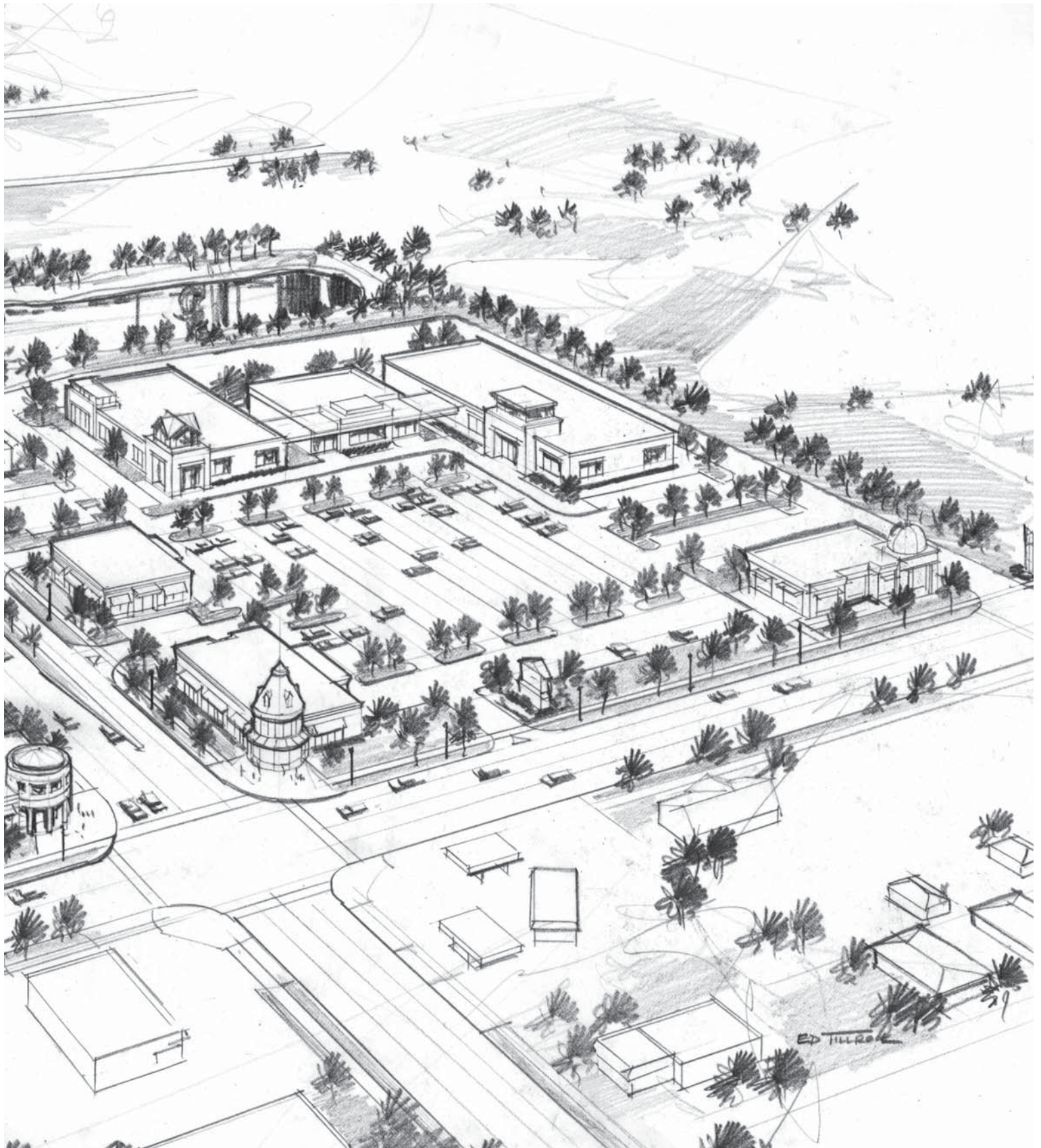


Figure 6: Bird's Eye Illustration of 79th Street & Roberts Road Corner / Chiefs Mobile Home Park + Resurrection Cemetery Land Lease Sites - Concept B. Image looking northwest.

PLAYERS CLUB DRIVING RANGE FRONTAGE

Located on 79th Street at a half-way point between two of the Village's most important intersections (79th Street/Roberts Road and 79th Street/Cork Avenue), the Players Club Driving Range is an ideal anchor for a neighborhood-serving commercial node. However, as it currently exists, the driving range building is located over 250 feet off of 79th Street, effectively disconnecting it from the surrounding area. Further diminishing the area's potential are the existing auto-oriented commercial uses along the south side of 79th Street, which are spread out between 84th and 86th Avenues. The result is a four block stretch of under-performing uses, and a poorly defined public realm dominated by parking lots.

The concept shown uses the excess setback area on the Players Club property for infill development, adding considerable value to the site while also bringing activity closer to the 79th Street frontage. These new buildings – shown at roughly 5,000 to 10,000 square feet – should seek to capitalize on the driving range's location and identity as a regional destination with supportive or complementary commercial uses (i.e. restaurant/bar, golf equipment, etc.). A shared parking lot allows for an efficient expansion and improvement of existing facilities without diminishing the quality of the public realm.

The addition of small-scale retail uses along the north side of 79th Street will help to balance and strengthen the existing one-sided streetscape, thereby increasing the value of nearby commercial properties. Application of land use strategies that encourage clustering of commercial nodes (see Figure 2: Land Use Framework previously described) will further help in harnessing the synergy created between commercial uses on both sides of 79th Street. If correctly scaled and thoughtfully designed, the combination of a destination use (Players Club), and a neighborhood-supporting commercial cluster will help establish a solid economic footing for the surrounding area.





Figure 7: Players Club Driving Range Frontage Site

0' 60' 120' NORTH
DECEMBER 17, 2012

FOCUS SITES 4-7

Four separate, but intertwined, redevelopment opportunity sites comprise Justice's Village Core, which is centered around the convergence of 79th Street, Cork Avenue, Oak Grove Avenue and Archer Avenue. These streets form a series of development sites within a highly visible and accessible portion of the Village. The combination of traffic volumes, central location within the Village, deteriorated physical conditions and under-utilized/vacant properties create potential for a series of redevelopment concepts that form a unified vision. This vision is described below from both short-term (Concept A) and long-range perspectives (Concept B).

CONCEPT A

SITE 4: BETHANIA CEMETERY / DAMAR KAMINSKI FUNERAL HOME SITE

One major opportunity noted during this planning process was the potential to develop strategic portions of the both Bethania and Resurrection Cemeteries, to help spur economic development and create a sense of place for the Village. One such location that was discussed is near the intersection of 79th Street, Cork Avenue and Oak Grove Avenue. Currently, this corner features the Damar Kaminski Funeral Home, which is a relatively new facility. The remaining property on the north side of 79th Street is owned by Bethania Cemetery.

Concept A assumes that the funeral home will remain, with a new banquet facility built along the 79th Street frontage. This 15,000 square foot building would be a complementary use, supporting both cemeteries and the funeral business, but could also serve as a restaurant and banquet facility for other functions, such as weddings, family reunions and parties. The concept envisions that parking between the funeral home and banquet hall would be shared, providing multiple access points for both uses. For this concept to be successful, coordination with Bethania Cemetery is essential in order to understand the impacts of using this portion of the cemetery for development, as well as to balance parking needs, access and vehicular circulation, building orientation and location of service/loading.

SITE 5: VILLAGE OF JUSTICE CIVIC CAMPUS PROPERTY

The civic campus site currently consists of the Village Hall, the frontage along Archer Avenue between Cork and Oak Grove Avenues and the Park District property. As noted in the key Planning Principles previously discussed, the ultimate goal for





Figure 8: Focus Sites 4 through 7 - Concept A

this site is to develop a civic and social heart for Justice that creates a distinctive place for people to meet and provides a source of pride in the community. Concept A envisions a new multi-story combined Village Hall/police/fire facility located on the corner of Archer and Cork Avenues. The building is located more prominently at the intersection with a public plaza and entrance from the corner. It is envisioned that this facility would be comprised of high-quality materials in an architectural style befitting of the Village's prime civic space and place of governance.

The concept also shows new commercial buildings along the Archer Avenue frontage, with vehicular access from both Archer and Oak Grove Avenues. A shared parking lot is shown behind the buildings and could be used for civic or commercial uses, as well as for people using the park facilities. Also implied within this concept are upgraded streetscapes with sidewalks and crosswalks connecting to the surrounding sites and residential neighborhoods.

SITE 6: TRIANGLE SITE

The triangle site – formed by 79th Street, Archer Avenue and Oak Grove Avenue – is approximately 2.4 acres and is currently for sale. The parcel is essentially vacant with the exception of some occupied apartments in one of the buildings. Given the configuration of the surrounding streets, triangular shape of the parcel and amount of vehicular traffic, the redevelopment of this site has significant obstacles. The first constraint is that the Illinois Department of Transportation (IDOT) has jurisdiction of 79th Street and most likely would not allow full access from 79th Street, therefore limiting full access of the site to Oak Grove Avenue only, with a partial right-in/right-out access point from Archer. The second constraint is that the triangular shape makes circulation and parking lot layouts inefficient, ultimately limiting the amount of commercial space that can be built on the parcel.

Concept A depicts how this site could be developed in a short-term scenario, given the constraints listed above. The concept shows new commercial development (approximately 5,000 square feet) on the corner of Archer and Oak Grove Avenues. Depending on the commercial use, parking required by zoning would take up a significant portion of the remainder of the site, as shown in the concept. Ideally, this use would be a restaurant or other type of business that would bring activity and interest to the core of the Village.

In addition, a gateway feature is shown at the prime intersection, as a way to promote the Village and reflect Justice's identity. Concepts for branding and signage are shown and described later in this section.

SITE 7: 79TH STREET & CORK AVENUE SITE

The site southwest of the intersection of Cork Avenue and 79th Street consists of multiple parcels, including single family homes, a vacant school site, a trucking facility and a gas station. In recent years, there has been a continued community dialogue about this site and its future uses, including proposals for a travel center hotel, fast food restaurants and mixed-use development. Overall, the concepts shown for this site envision new commercial redevelopment combined with physical improvements that would upgrade the character, appeal and use of these parcels.

Concept A depicts new commercial buildings located along the frontage of both 79th Street and Cork Avenue, in a configuration that complements the existing gas station on the corner. Overall, a total of 14,500 square feet of new commercial space is shown in the concept, which could include restaurants, service uses and/or professional office space. In addition, a potential motel/hotel is shown along the Tollway frontage, which would have access from both Cork Avenue and 79th Street. The plan envisions that this site would have shared parking and would be organized in a way that fosters a landscaped and "green" appearance, as noted on in the Planning Principles previously described.

Ideally, the off ramp from the Tollway would be rebuilt for better access by visitors to Justice, making the successful redevelopment of this parcel more likely. Ultimately, Concept A could be redeveloped without the ramp, although the likelihood of a motel or hotel would decrease without this access. The viability of the overall vision for the Village Core would increase with the implementation of a new Tollway off-ramp that leads into the heart of the Village.

FOCUS SITES 4-7: VILLAGE CORE (LONG TERM)

CONCEPT B

Concept B for the Village Core district depicts a long-term vision for how Justice could be redeveloped and re-imagined. This scenario takes a broader look at vehicular access within Justice and proposes a realignment of the street system as a way to organize a new Village Core and create a true heart for the community.

More specifically, the concept envisions Archer Avenue bending south into a new Cork Avenue extension, which forms a 90 degree intersection at 79th Street. In addition, the I-294 frontage road is reconfigured to create a perpendicular intersection with Archer Avenue. In this scenario, 79th Street still functions in the same manner, but traffic access for those travelling southwest on Archer Avenue would lead directly into the center of Justice's new Village Core, instead of completely by-passing the Village. This roadway reorganization would most likely require signalized intersections at Archer Avenue and the I-294 Frontage Road, as well as at the new Cork Avenue extension at 79th Street.

Overall, vehicle traffic speeds would decrease through the area and traffic would be more controlled and simplified, ultimately creating a more pedestrian-friendly commercial and civic district. Furthermore, this framework creates larger, more efficient, meaningful and valuable development sites, including a 100 percent prime intersection at 79th Street and Cork Avenue. This intersection would in essence become the center of Justice's new commercial district — a walkable, vibrant and active place.

Also depicted in the concept is the integration of a new ramp from the Tollway, which would allow people more direct access to the Village Core. The transportation elements shown in this plan would require further detailed study, as well as dialogue with IDOT and Tollway representatives to establish and coordinate the goals and parameters for future improvements in Justice's Village Core. Figure 9 diagrams these roadway configurations within the context of regional circulation.

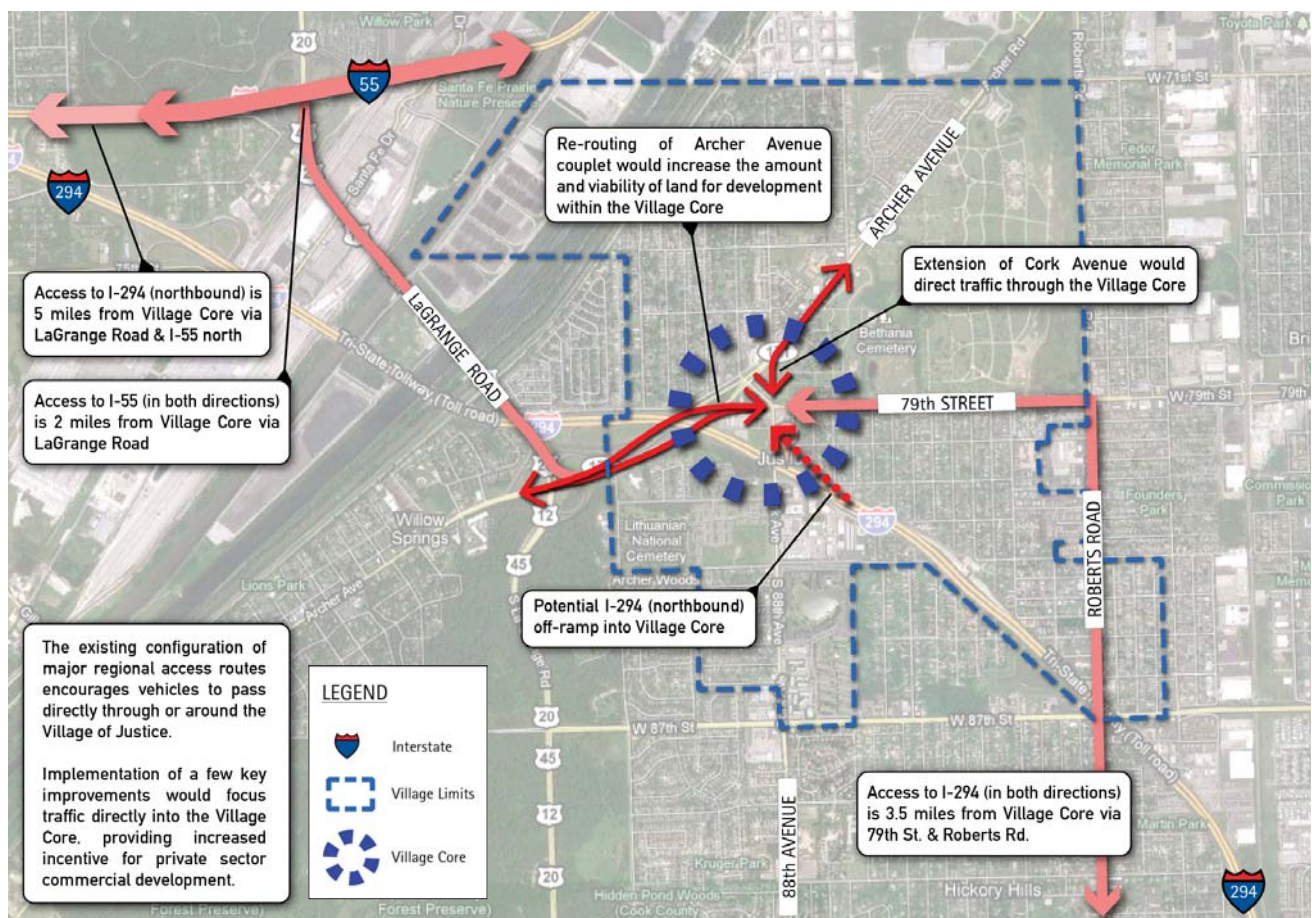


Figure 9: Regional Access Map

SECTION 9: VISION PLAN

SITE 4: BETHANIA CEMETERY / DAMAR KAMINSKI FUNERAL HOME

With the reconfiguration of the corner, the Bethania Cemetery/Damar Kaminski Funeral Home site shifts to the east, as a new Cork Avenue extension runs through the existing funeral home property. Concept B envisions that the funeral home could be rebuilt in this scenario at the corner, or in another location within the village. This site depicts a tall one-story or multi-story commercial building on the corner with a banquet facility fronting 79th Street further to the east, similar to Concept A. Parking and access would be shared between these commercial uses and the landscaped character of Bethania Cemetery would flow into this site. This concept would require additional cemetery land in order to meet parking standards for the amount of commercial space shown (approximately 30,000 square feet total). New sidewalks and streetscapes are also shown as part of this redevelopment.

SITE 5: VILLAGE OF JUSTICE CIVIC CAMPUS PROPERTY

As part of Concept B, what is currently the Village Hall site gets bisected by the realignment of Archer Avenue/I-294 Frontage Road. The concept envisions a new civic campus north of Archer between Oak Grove and Cork Avenues. This campus would consist of a grand Village Hall/police/fire facility and a new Park District building with an improved Commissioners Park linking these facilities to the Library. The site is envisioned as a cohesive campus with ample public green spaces and open space amenities.

Within this Vision Plan, multiple scenarios for relocating or rebuilding Village Hall are shown, providing flexibility and direction depending on how the plan ultimately plays out in the future. If it is determined that Village Hall be moved further south along 88th Avenue, as described later in this section for Focus Site 8, then the civic campus space shown in this concept would ideally become an expanded park space, offering additional amenities for residents of all ages.

SITE 6: TRIANGLE SITE

By eliminating Oak Grove Avenue, Concept B creates a larger, more viable development parcel. Part of this larger parcel includes the existing triangle site, which, as previously described, has multiple development constraints. The creation of a 90 degree intersection forms a highly visible and sizeable site for commercial development bounded by 79th Street,





Figure 10: Focus Sites 4 through 7 - Concept B

SECTION 9: VISION PLAN

the new Cork Avenue extension and Archer Avenue/I-294 Frontage Road. This street organization allows for commercial development to be located at the prime corner, as well as along the frontage, while also providing space to develop a potential pharmacy or small market. Ideally, this site would have options for family restaurants, as well as food and service uses that would normally be found in a successful downtown commercial district.

Also shown in this concept are the shared parking lots, controlled access points as opposed to multiple curb cuts and buffers between the street and parking.

SITE 7: 79TH STREET & CORK AVENUE SITE

For the area southwest of this intersection, Concept B takes a similar approach to redevelopment as Concept A. The primary exception is the redevelopment of the gas station with new commercial development at the prime intersection. The concept shows approximately 30,000 square feet of commercial space along the Cork Avenue and 79th Street frontages, as well as a motel/hotel development. Parking for these uses would be shared and located on the interior of the site. Concept B also extends new commercial development to the east with 9,500 square feet of commercial/retail space. This would complete the prime corner as the heart of the Village Core.

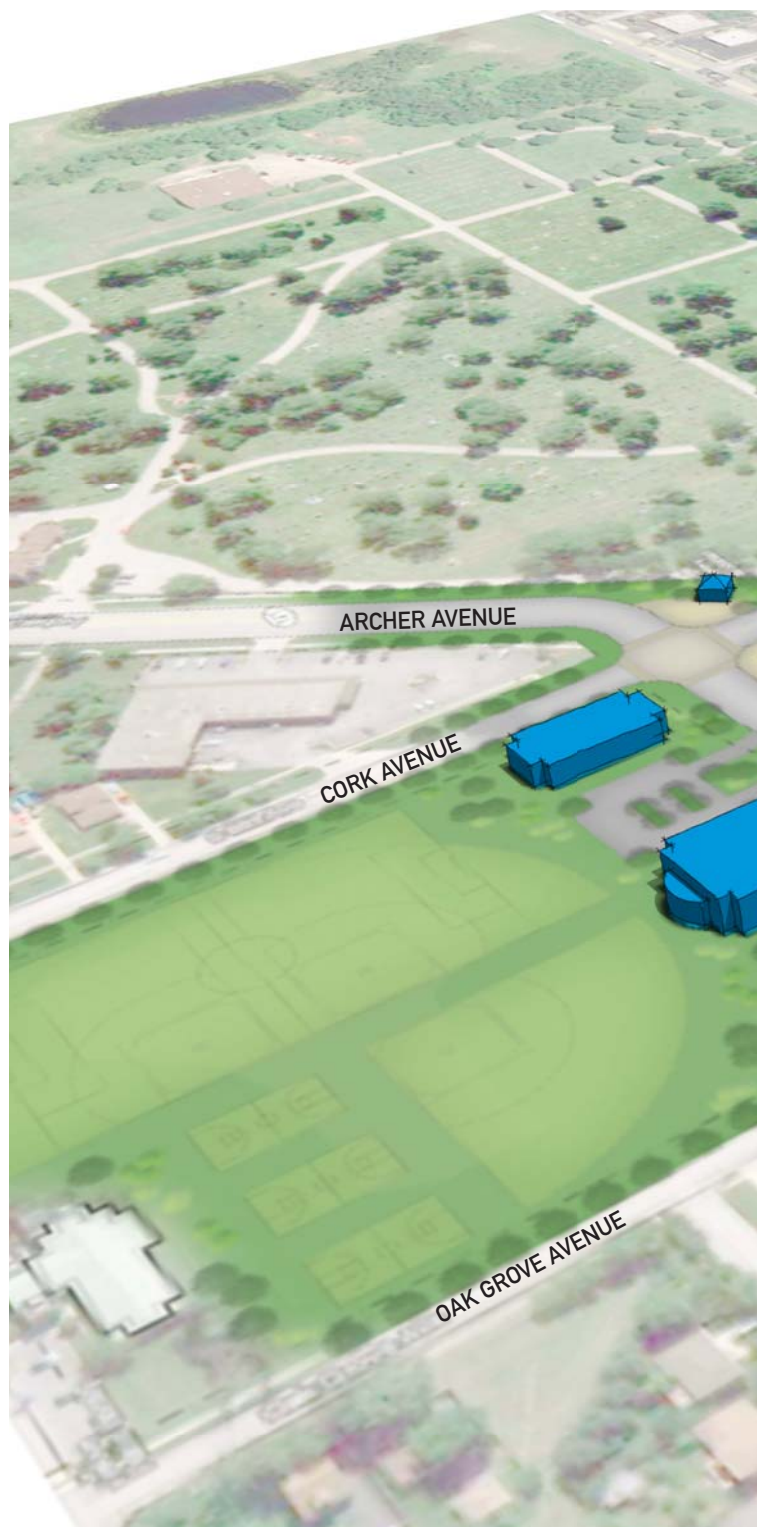
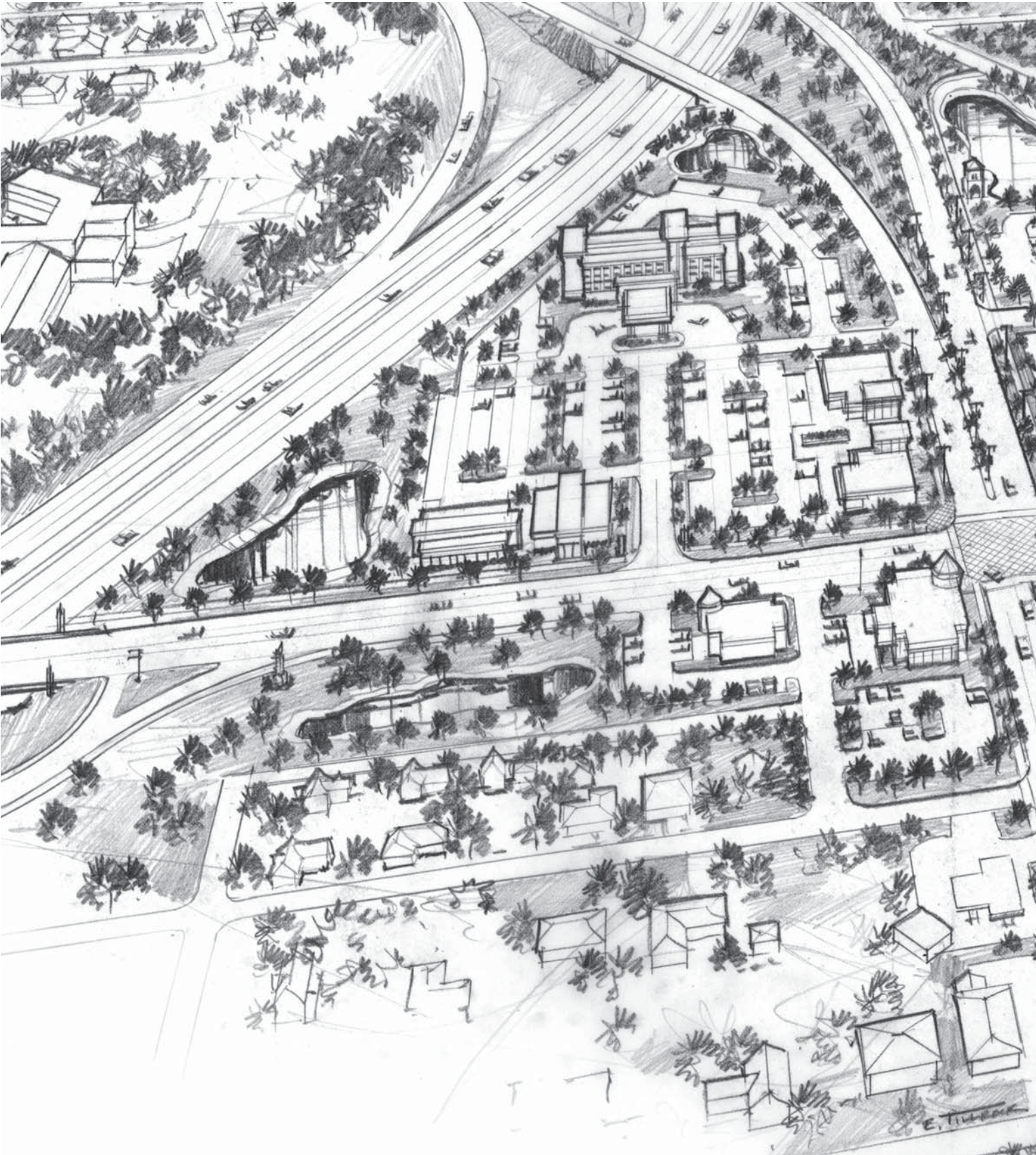




Figure 11: Bird's Eye Model View of the Village Core - Concept B. Commercial uses shown in red, Civic in blue. Image looking southeast.



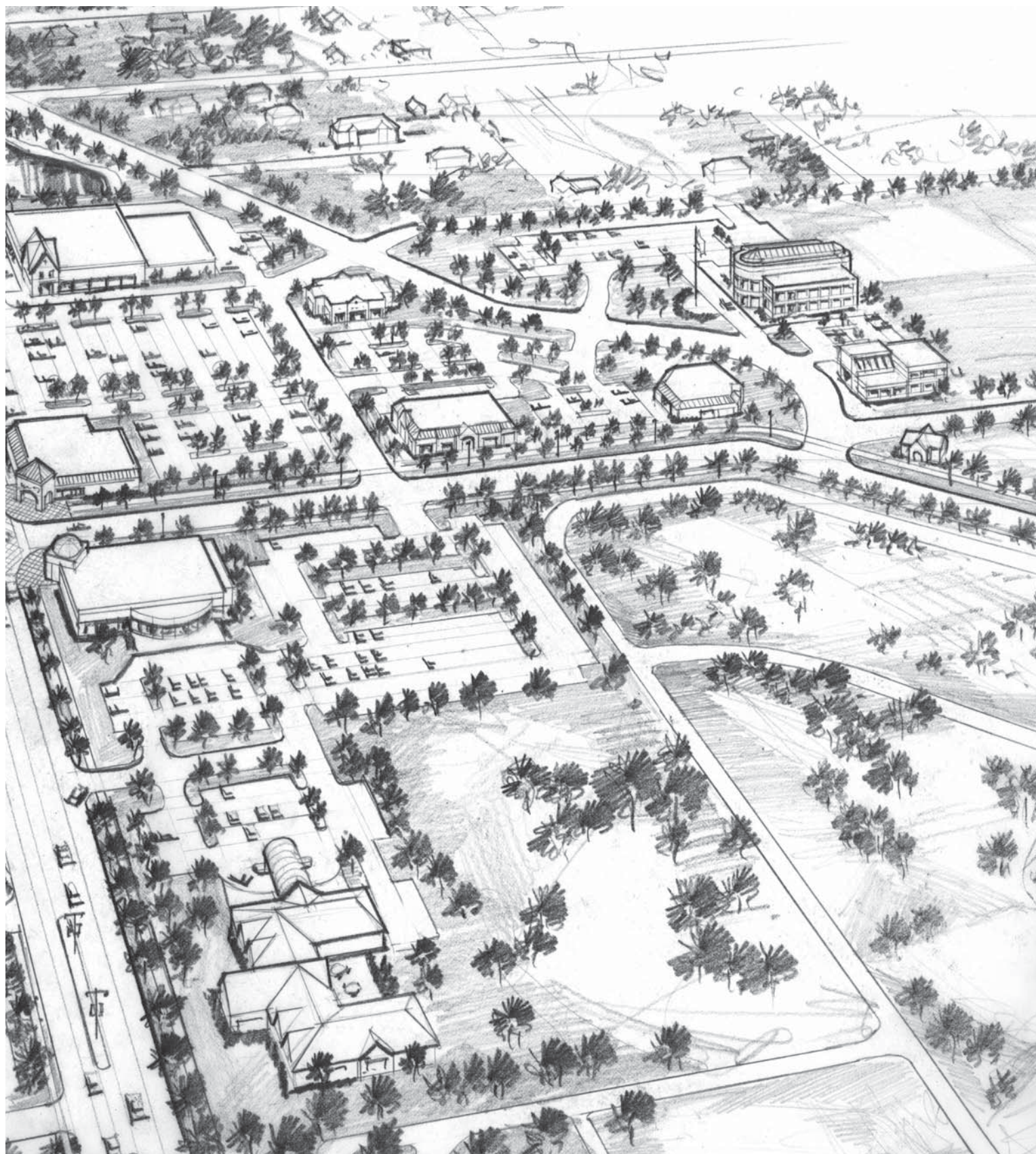


Figure 12: Bird's Eye Illustration of the Village Core - Concept B.
Image looking northwest.

88TH AVENUE VACANT PROPERTY

CONCEPT A

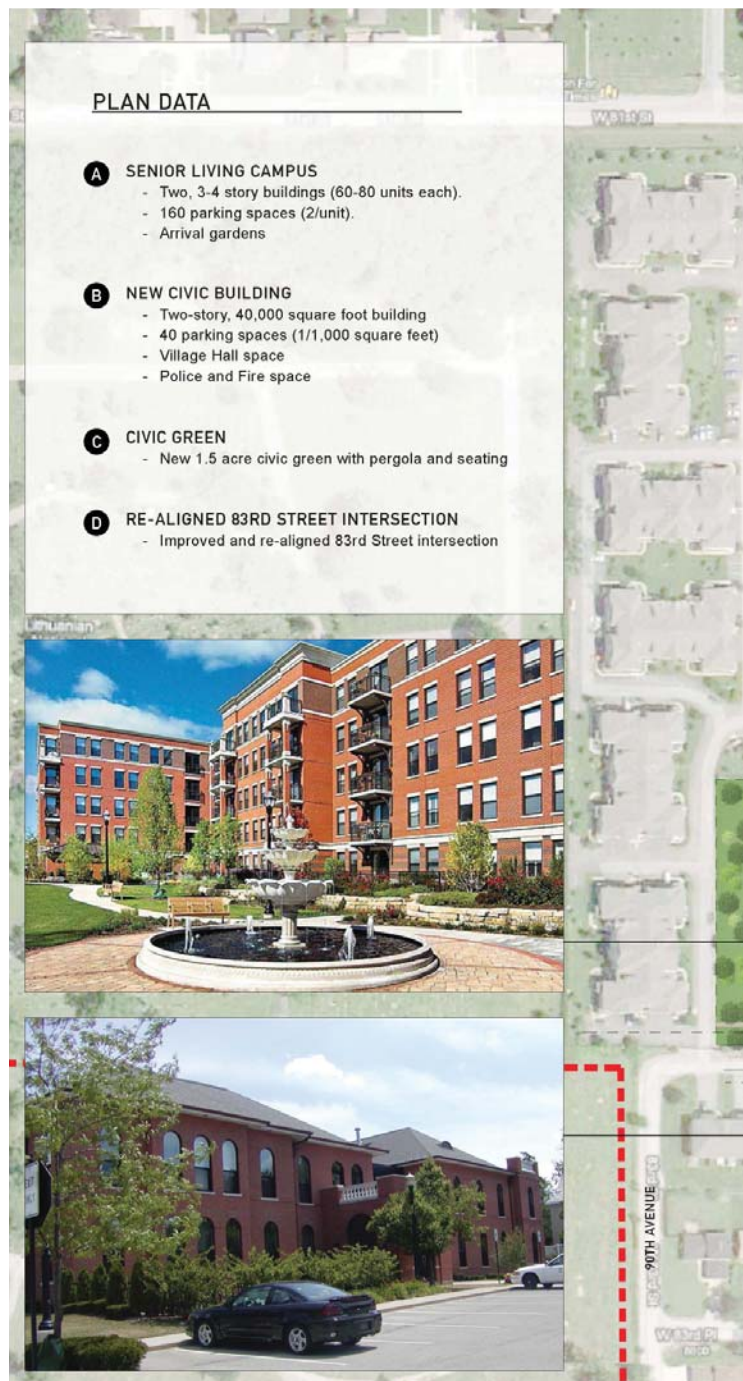
At roughly 14 acres, the vacant parcel at the northwest corner of 83rd Street and S. 88th Avenue is one of the largest remaining undeveloped properties owned by the Village. The property is therefore a significant strategic asset, and should be viewed accordingly by decision makers when considering Village-wide land use decisions. However, certain challenges do exist, with the most significant being the large stockpile of soil left on site as a result of the large, multi-family residential development recently built immediately north of the site.

At the time of the adjacent property's development, plans for this site included the creation of a new public park, which many residents and stakeholders have expressed interest in seeing built. Given the property's ownership by the Village, creation of a park and other civic amenities on this site is encouraged.

Concept A reflects the desire for a new open space, with a 1.5 acre civic green built in conjunction with a new Village Hall, which also holds the Police and Fire Departments. The potential benefits for relocating these civic uses from their current location near Archer Avenue and S. 88th Avenue have been discussed in the previous section on the Triangle Site/ Village Center opportunity sites.

In addition to new civic facilities, Concept A also depicts a new Senior Living Campus on roughly eight acres of the site, consisting of two 3-4 story residential buildings. These buildings represent approximately 120 to 160 units in total. A single-use, large-scale development of this nature is highly encouraged as a way to capitalize on the site's high economic potential. Senior living facilities were identified in the Market Section of the State of the Community Report as a particular opportunity, and are one of the few residential development types shown to excel under current market conditions. Developments of this nature, with ample landscaping and limited noise and traffic issues, have an added benefit of being an ideal use relative to the neighboring community.

Finally, Concept A also highlights an opportunity to improve the existing street network, by re-aligning 83rd Street on the west side of S. 88th Avenue. The apron for aligning the intersection already exists in this location.



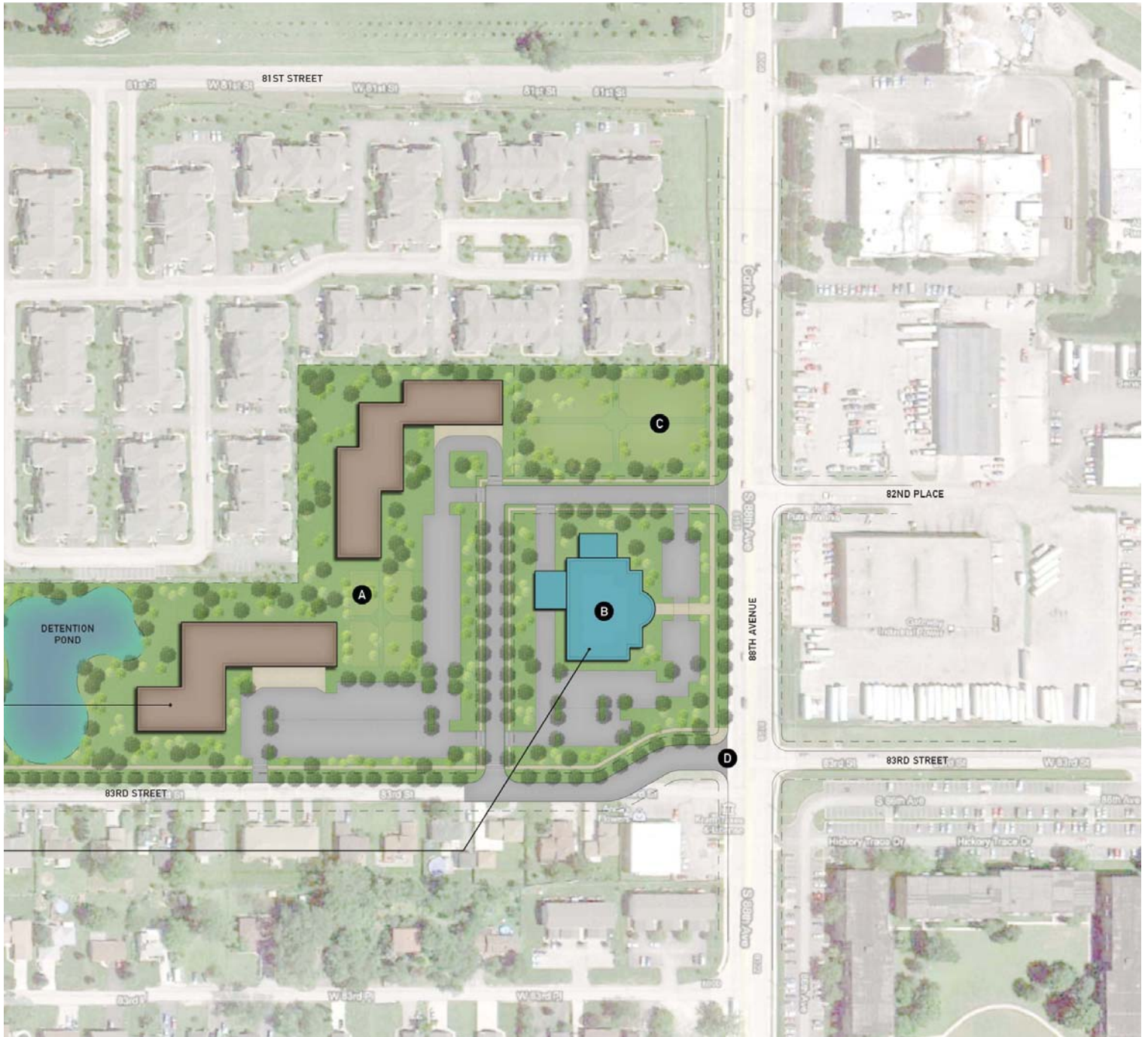


Figure 13: 88th Avenue Vacant Property Site - Concept A



88TH AVENUE VACANT PROPERTY

CONCEPT B

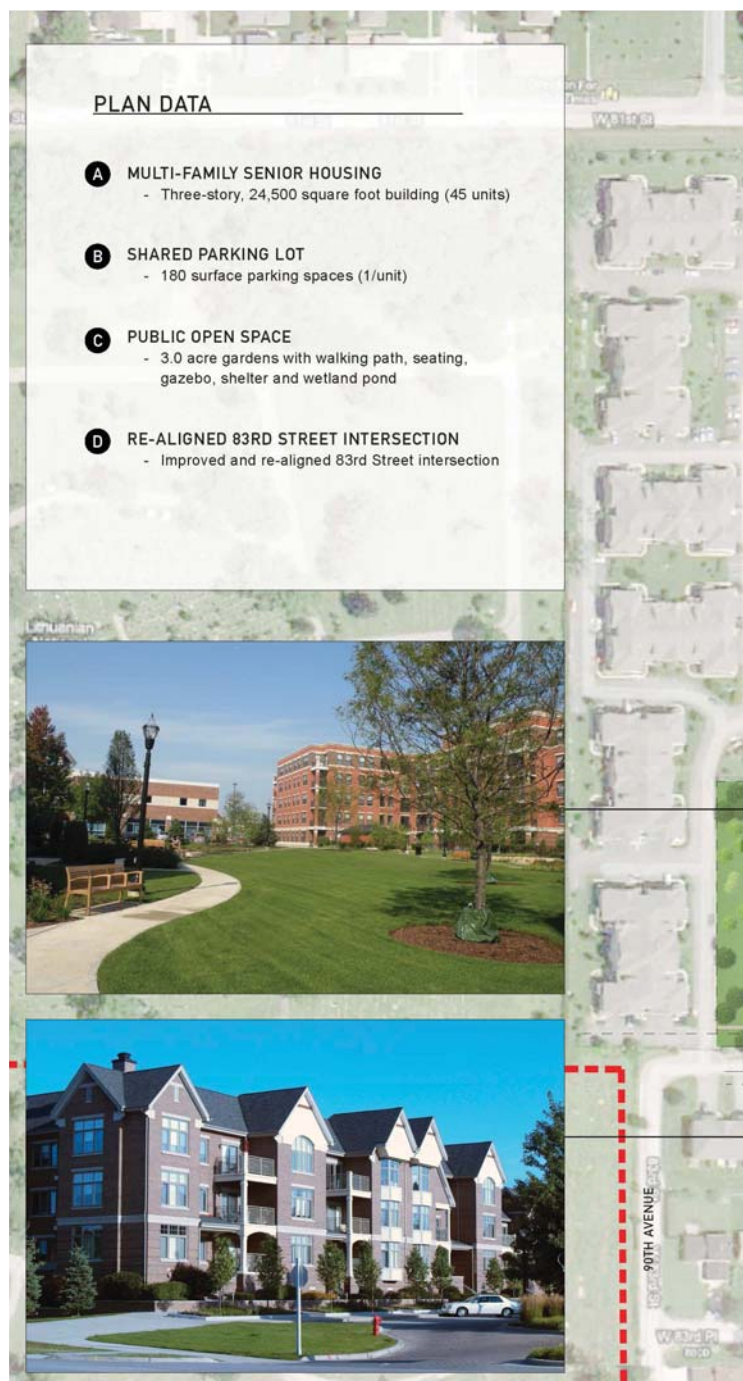
Depending on the cost of remediating the significant grading and infrastructure issues that exist on the site, and the economic potential of developing a non-civic use, sale of the land for private development may be within the Village's best interest. Should this be the case, it is recommended that the Village work to ensure the highest possible value for the land at the point of sale, while still ensuring that future development is well suited to the surrounding neighborhoods. As described in Concept A, it is likely that a senior housing facility will be the best potential option.

Concept B attempts to maximize the potential value of the site with an expanded multi-family, senior housing campus. In the plan shown to the right, new buildings are located closer to the intersection of 83rd Street and S. 88th Avenue, resulting in better pedestrian environment along the public right-of-ways and a more efficient use of land. Urban design elements such as distinct building entry and corner features, appropriately scaled setbacks and high quality architectural and landscape materials will ensure that the site fits well within the surrounding context. Shared parking areas and access drives – with limited external entrances – will also prove beneficial for the surrounding areas.

This concept shows four 3-story multi-family buildings, which would represent approximately 180 to 220 residential units, depending on the size of the units.

A major advantage of the site layout pursued in Concept B, is that significant areas of the property are able to be left free of development. This is highlighted by three acres of gardens, recreation amenities, outdoor gathering places and an extensive walking path network. Locating these facilities in the west and northwest areas of the site enables shared use with neighboring homes, satisfying the desire for a new park expressed by the community, while also providing an open space shelter.

As recommended in Concept A, a basic realignment of 83rd Street should take place. When coupled with architectural building elements as shown in the Concept B plan, the resulting curve will create a dramatic landmark opportunity for cars travelling north on S. 88th Avenue - emphasizing one's arrival into the Village.



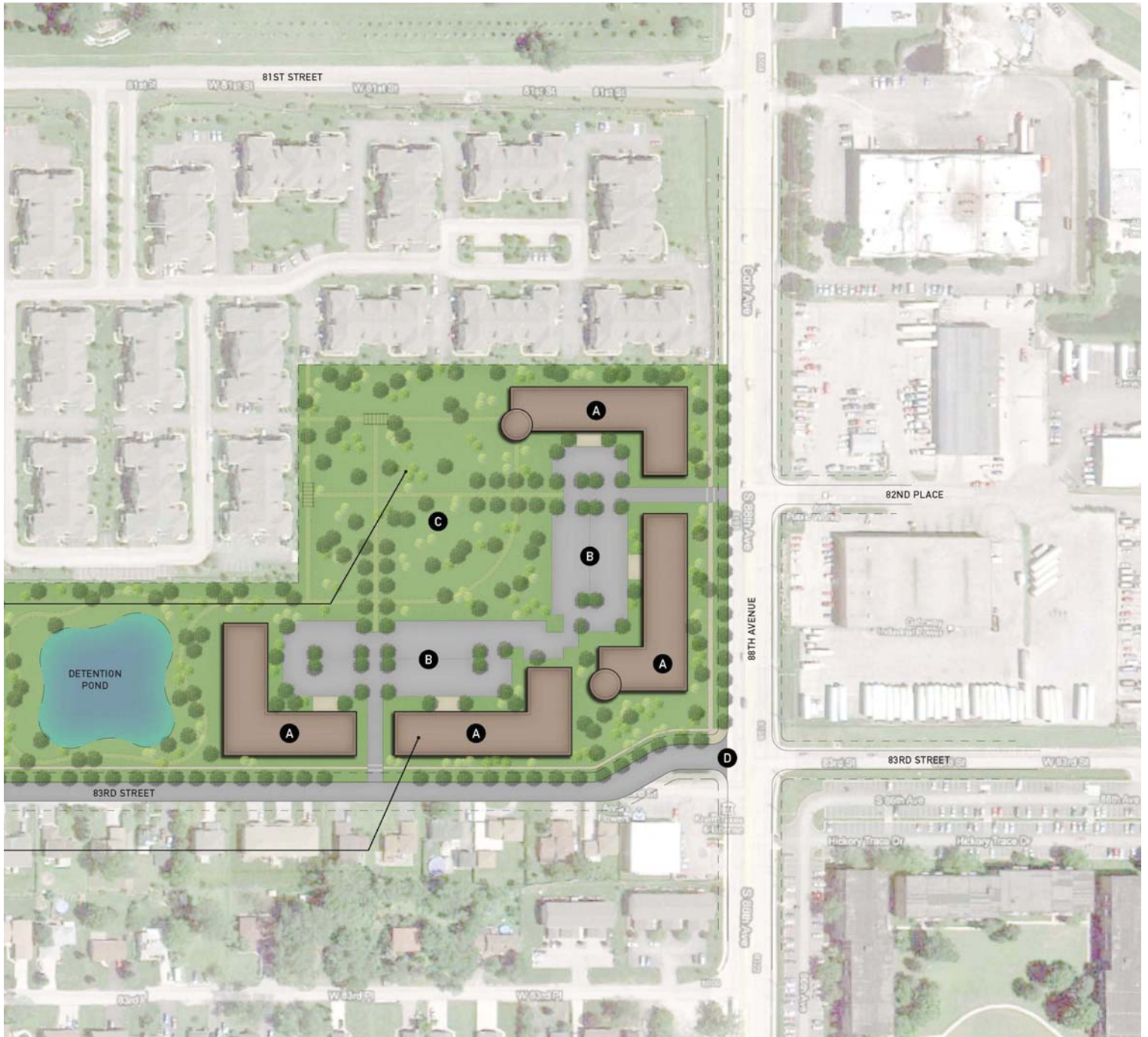


Figure 14: 88th Avenue Vacant Property Site - Concept B



ARCHER AVENUE / MAPLEWOOD DRIVE FRONTAGE

CONCEPT A

The final opportunity site, examined is an under-utilized area located just north of the intersection of Archer Avenue and Maplewood Drive. In whole, the site is three acres and comprised of a handful of commercial properties, and two single-family homes. The site’s location also has some geographical significance as it is situated halfway between Archer Avenue’s closest major intersecting streets – Roberts Road to the northeast and Oak Grove Avenue (Cork Avenue) to the southwest.

Based on current market conditions, there are two distinct land use alternatives prevailing for the site – residential or commercial. Concept A, (described below) depicts residential development, while Concept B on the following pages emphasizes commercial development. Though a mixed-use development – featuring ground floor commercial use, with residential units above – is theoretically possibly on the site, a realistic market assessment does not indicate support for such a product type at this time.

Concept A, seen to the right, reflects the character of the surrounding neighborhood by depicting residential land uses on the site. However, the concept differs from the surrounding area in that it calls for a higher density development, in accordance with the Land Use Framework’s stated goal of achieving greater intensities of use along major corridors. The concept’s emphasis on mid-rise, multi-family housing units in this location will also allow for greater flexibility in reaction to shifting market trends and preferences.

Maintaining a typical front yard setback distance of twenty feet will ensure continuity with neighboring buildings, while also staying close enough to the public right of way to foster a feeling of security when walking along Archer Avenue. Shared, rear parking areas and access drives allow for increased landscaping, and establish important buffer areas from smaller single-family units located nearby.

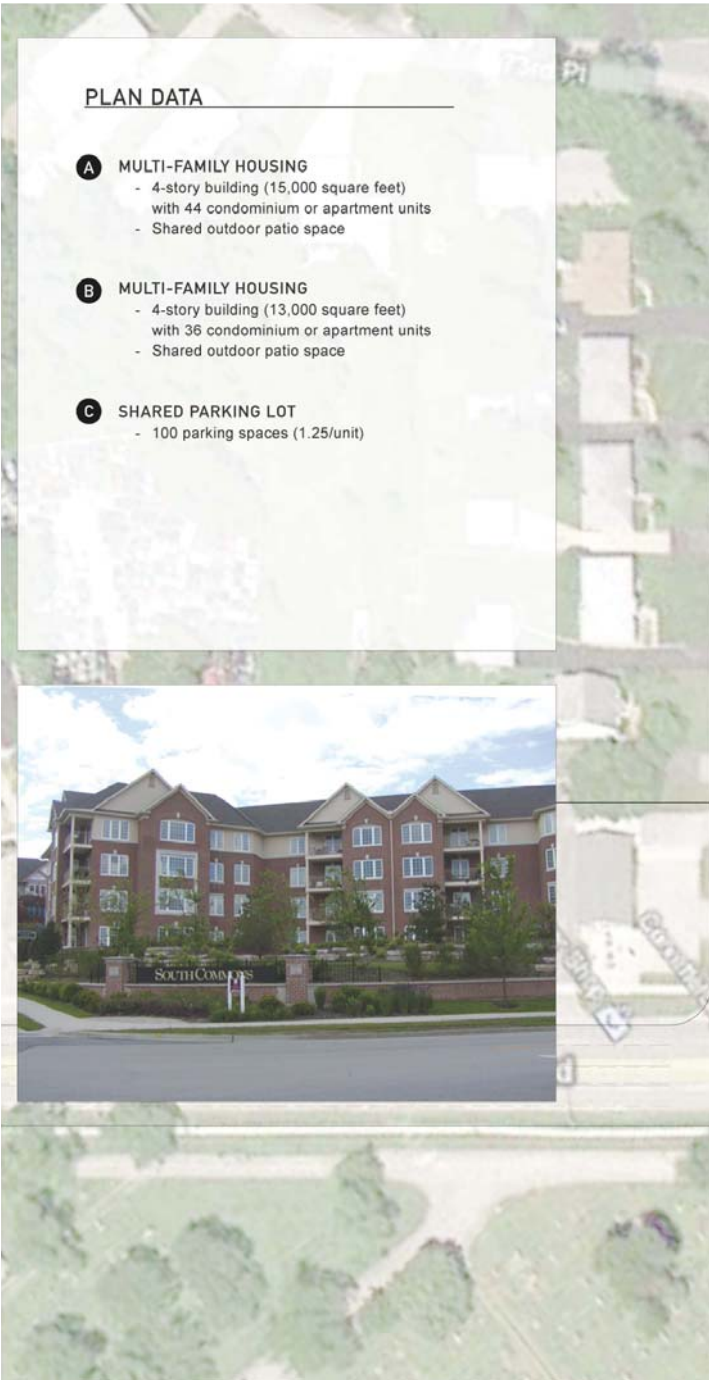




Figure 15: Archer Avenue / Maplewood Drive Frontage Site - Concept A



ARCHER AVENUE / MAPLEWOOD DRIVE FRONTAGE

CONCEPT B

The second land use alternative for this site focuses on retail development. Concept B draws on the importance of Maplewood Drive as a connection point, where several neighborhoods north of Archer converge. It should also be noted that Maplewood Drive is over a quarter-mile away – in both directions – from the nearest intersecting street with Archer Avenue. As stated earlier in the Land Use Framework, this is the preferred spacing of commercial nodes when trying to promote walkable urbanism.

If this alternative is preferred, the Village should work closely with the private sector to develop the site as a neighborhood-serving commercial hub. Concept B shows freestanding buildings – generally 10,000 to 15,000 square feet – with active retail or service uses (i.e. cafes/restaurants, small independent retailers, etc.). The open areas adjacent to these buildings should feature amenities that further encourage active usage, such as outdoor dining patios and well-maintained landscaping, among others.

Creating a pleasant pedestrian environment along Archer Avenue is also of critical importance to the site’s success. Minimized curb-cuts, street trees, adequate lighting and appropriately scaled and designed signage all play an important part in drawing people from the surrounding neighborhoods. Once again, shared parking lots will allow for flexibility in each businesses parking needs, and the location of these areas at the back of the site will provide a needed buffer from surrounding homes.

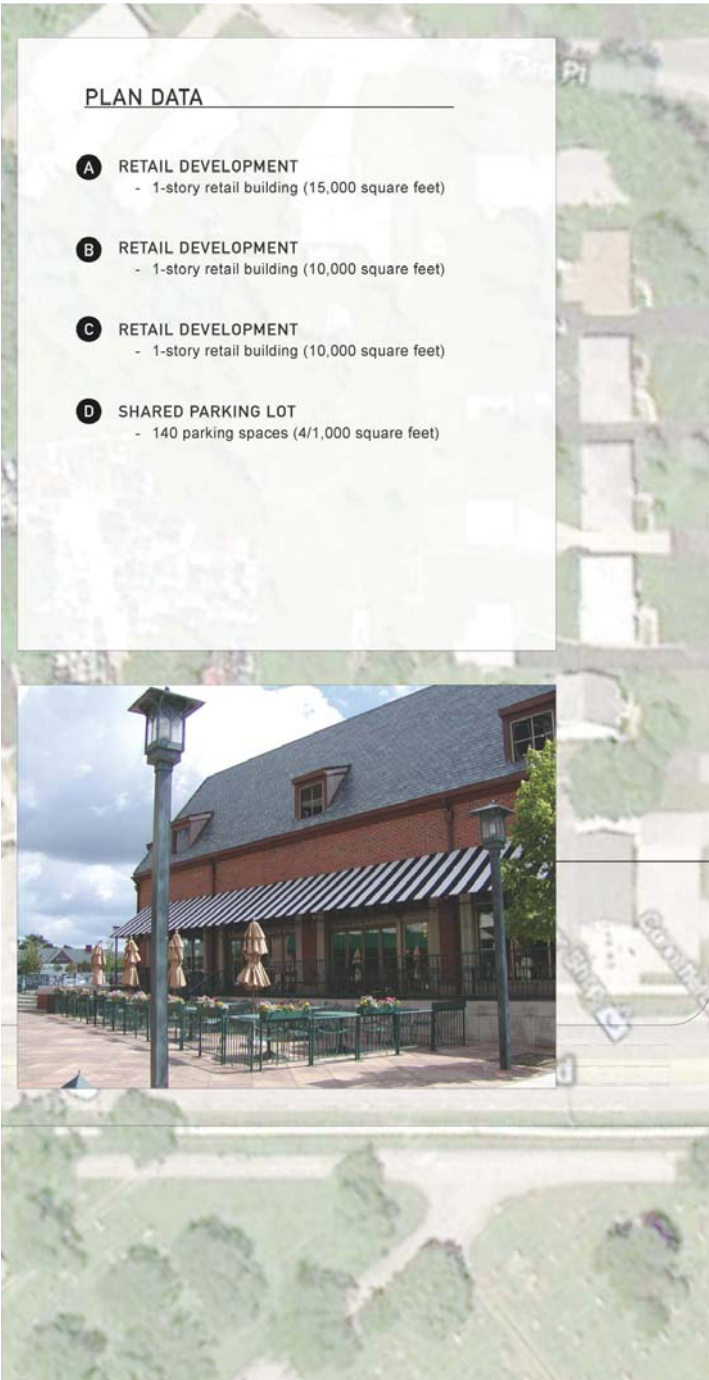




Figure 16: Archer Avenue / Maplewood Drive Frontage Site - Concept D

0' 40' 80' NORTH

DECEMBER 17, 2012

STREETSCAPE IMPROVEMENTS

As outlined and described previously in Section 8, the Village should follow the Core Planning Principles as a way to make decisions and foster an improved aesthetic and character for Justice. Principle 5 states that the Village should “develop unified and cohesive streetscapes.” Since streets link the community and provide the main source of travel throughout the Village, they are often the most visible public element of Justice. As a result, streetscapes affect property values, community health and the overall perceptions of the Village.

Within the redevelopment concepts for the focus sites, streetscape improvements are shown at a broader scale. The concepts that follow show more specifically how Archer Avenue and 79th Street can be enhanced. However, many of the ideas and elements described can be applied to the other key corridors in the Village, including Roberts Road and 88th Avenue, as a way to unify the appearance of the “curb appeal” of Justice.

ARCHER AVENUE

Archer Avenue currently consists of two travel lanes in each direction with a 5-foot sidewalk on the cemetery side. The sidewalk is sporadic on the north side of the street, with areas that essentially cut through parking lots for businesses. Also on the north side, the parking areas of many businesses have multiple curb cuts, or a continuous depressed curb for the length of the property. This creates conflicts between pedestrians and vehicles – giving precedence to automobiles – as well as an overabundance of paving. Archer is a truck route and funeral procession route, so the lane widths and number of lanes are justified to minimize backups. However, some improvements to the street are possible and should be considered.

The streetscape concept for Archer Avenue focuses on creating a better pedestrian realm, while decreasing the amount of impermeable surfaces (primarily asphalt). The concept envisions reconfiguring parking on the north side of the street to add in landscape buffers, as well as other screening elements such as ornamental fences; incorporating pedestrian scaled lighting in between the taller roadway lights; adding street trees on both sides of the street within the lawn parkways; and incorporating a 10-foot wide multi-use path for pedestrians and bicyclists on the south adjacent to the cemeteries.



The two images above show improved landscape buffers with screening elements adjacent to parking areas.



Important components of a successful streetscape include decorative paving, street trees, pedestrian scaled lighting, site furnishings and branding / identity elements, among others.

EXISTING



PROPOSED

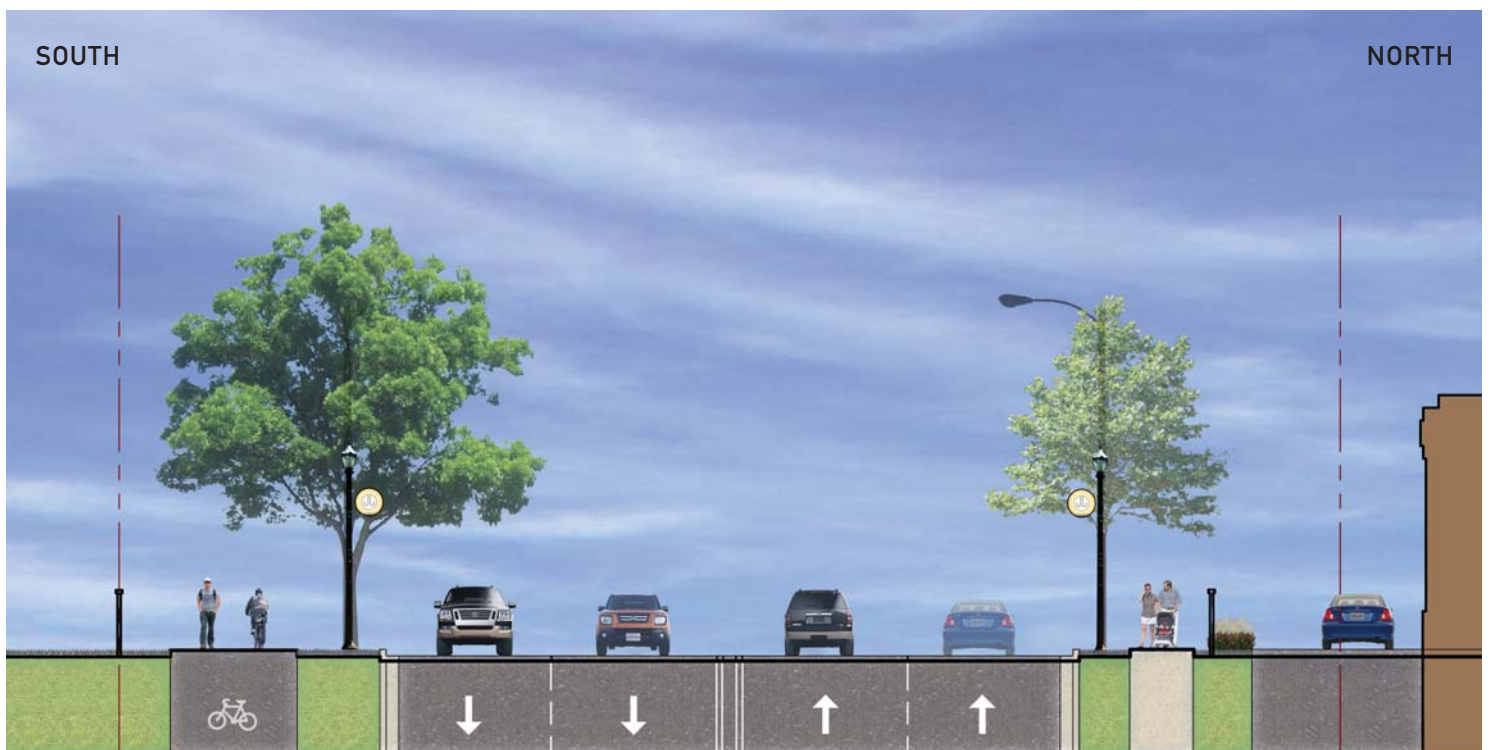


Figure 17: Envisioned Archer Avenue Streetscape
Image looking southwest.

79TH STREET

As previously noted, 79th Street is the busiest roadway in the Village. It consists of a five-lane cross section with two travel lanes in each direction and a bi-directional turn lane. Although there is a continuous sidewalk on the south side of the street, the north side lacks sidewalks, despite the presence of bus stops, which consist of unsheltered benches in the parkway. During stakeholder interviews, residents noted the difficulty of making turns from local streets to 79th Street due to the amount of traffic.

The concept for the 79th Street streetscape proposes to convert the shared turn lane into a raised planted median. The median will allow controlled access to local streets, while also providing opportunities for landscaping. The plan also envisions a continuous multi-use bike/pedestrian path on the north side of the road that completes a circuit around the cemeteries. In addition, bus stop shelters are shown, as well as accessible paved paths at the bus shelters for transit users. Other elements include consistent street trees on both sides of the street, pedestrian-scaled lighting and the incorporation of Village of Justice branding elements (as described later in this report).

Many of the ideas and elements shown in the streetscape concepts can be applied to other Village streets and roadways and should be encouraged throughout Justice. Streetscape concepts shown for roadways under Illinois Department of Transportation (IDOT) jurisdiction would need to be coordinated with IDOT engineers. The concepts depicted are intended to be a starting point for this dialogue and to guide more detailed study and design.



Even basic streetscape improvements can result in a pedestrian-friendly environment



Raised planted medians help calm traffic and provide landscaping opportunities



A multi-use bike/pedestrian path

EXISTING



PROPOSED



Figure 18: Envisioned 79th Street Streetscape
Image looking west.

BIKE NETWORK

As noted in the State of the Community report, the Southwest Conference of Mayors (SCM) recently approved a regional bike plan. The goals of this plan were to create a safe network of bicycle facilities that will connect residents to parks, schools and other regional destinations. As part of the Justice 2030 Vision Plan process, the Lakota Team focused on how the bike plan can be implemented within the Village for improved community health, multi-modal access and linkages throughout the Village and beyond.

The regional plan proposed by the SCM determined that Roberts Road and Archer Avenue to 75th Street within Justice are high priority routes. In terms of implementation, this means that a high value is placed on these routes due to the amenities and facilities to which they connect. As such, the implementation of these connections should be pursued by the Village and coordinated with the SCM.

As part of the streetscape concepts, the Justice Vision Plan proposes that the connections made through the Village be a combination of off-street multi-use paths and on-street bike lanes. Where these connections are adjacent to the cemetery, the plan proposes that the multi-use paths are implemented off the road since there is ample right-of-way and this would provide safer routes. For Roberts Road, the path would transition to an on-street lane as it moves south. Similarly, the Archer Avenue multi-use path would cross at 75th Street to an on-street lane ultimately connecting to the I & M Canal. The plan also envisions that a complete 4-mile loop is made around the cemeteries as part of a local connection. These multi-use path cross sections are depicted in the streetscape concepts on the preceding pages.

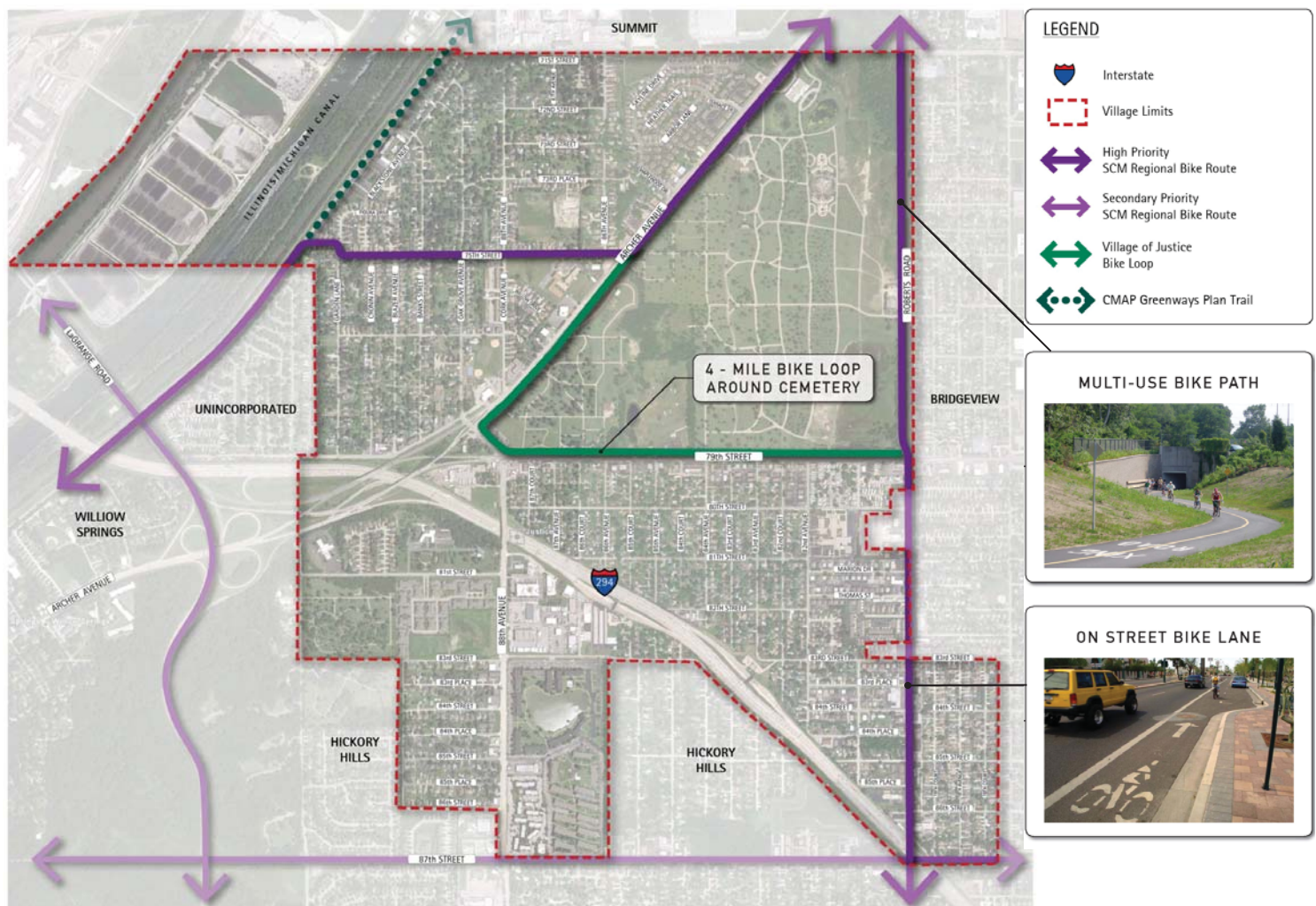


Figure 19: Envisioned Village Bike Network

BRANDING

OVERVIEW

During the planning process, ideas and concepts for a Village-wide brand and logo were created to generate thought and discussion, as well as gauge residents' and Village leaders' opinions about community identity. Early in this planning process, many residents noted the lack of identity or identifiable image for Justice, especially at a regional level.

The Lakota Team developed two separate concepts for branding the Village and creating an updated, fresh and recognizable landmark to which the area could become associated. Potentially, one of the first implementation steps from this planning process is to integrate the landmark into an overall wayfinding and signage program for the Village. This could include banners on light poles, gateway signs or elements, billboards, bus stop shelters and other Village promotional materials. The following describes two different branding strategies that were developed.

CONCEPT A

The first landmark concept builds off of the existing logo that shows the Scales of Justice, but takes a subtler and more abstract approach to represent this form. The concept creates the scales from the "J" and mirrors this within a pure circle to create a symmetrical and simple landmark. Various iterations of this landmark are shown, including options to include the tagline "Justice for All," which plays upon the well-known saying, as well as applying the scales to form the "J" and "U" in the word Justice as a powerful, stand-alone brand.

To further extend this idea, a sample branding campaign has been shown that takes the well-known saying "Justice for All" and manipulates it to highlight important aspects that make villages successful, such as "Recreation," "Entertainment," "Community," "Opportunity" and "Accessibility." This concept highlights the idea that Justice is a desirable place to live and do business within the region, and can provide a person with all of the aspects of a happy and fulfilling life.



Figure 20: Branding Concept A

CONCEPT B

The second concept combines the themes of transportation and the cemeteries’ open space into an abstract landmark. The idea forms a scene in which the a “J” is made by the a curving road that forms the horizon and also resembles a gas pump. Below the horizon is the green of the cemeteries, which encompass such a large portion of Village land and features prominently within the Village’s history. The scene is completed with the yellow sky representing the setting (or rising) of the sun. This concept combines the ironic beauty between nature and made-made, as well as life and death.



Figure 21: Branding Concept B



Figure 22: Examples of Possible Applications for the Village of Justice’s Brandmark

An aerial photograph of a residential neighborhood, likely a suburban area. The image shows several large, dark red rectangular shapes overlaid on the map, representing building footprints or construction sites. These shapes are scattered across the landscape, which includes green spaces, trees, and roads. A prominent road runs horizontally across the middle of the image. In the bottom left corner, a highway with a blue and red shield is visible. The overall scene suggests a planning or development project.

IMPLEMENTATION

SECTION 10

OVERVIEW

A major and sustained commitment will be needed by the Village and business/property owners to implement the Justice 2030 Vision Plan strategies and recommendations. Because not all elements of the Plan can be implemented at once, setting priorities based on budgets and resources should be the first focus of the implementation phase. An implementation strategy should include the following components:

- Communication and coordination
- Redevelopment timing and approach
- Priority projects
- Financing plan

COMMUNICATION AND COORDINATION

Key participants in implementing the strategies and recommendations will need to include the following entities:

Village of Justice

The Village will have the key leadership role with continued participation in promoting, coordinating and facilitating public improvements and redevelopment. The Village will also need to provide or identify technical and financial resources. Key roles and responsibilities will include:

- Coordinate with other public agencies, property owners and developers.
- Ensure that ordinances that govern development, including zoning, stormwater management, subdivision regulations, building codes and design standards, support the public improvements and development recommended in this report.
- Provide technical assistance to businesses, property owners and developers.
- Assist with relocation of businesses, where appropriate, to other locations within the Village to allow for redevelopment of key sites.
- Assemble sites for infrastructure and new development where necessary.
- Initiate studies and plans for local transportation and infrastructure improvements.
- Seek grants and funding sources for public improvements and property consolidations.
- Recruit developers and businesses to Village's primary corridors and business districts.



Village Hall

Illinois Department of Transportation

To incorporate and implement many of the concepts and ideas for both redevelopment and streetscape enhancements, the Village will need to continue to coordinate with Illinois Department of Transportation officials regarding local access and intersections, signalization, potential for shared stormwater management, streetscape enhancements, curb cut consolidation and realignment or reconfiguration of roadways.

Illinois Tollway

The Village will also need to continue to coordinate with the Illinois Tollway regarding gaining potential access from I-294, including the design of new ramps into the Village.

Southwest Conference of Mayors

The Village will need to continue to coordinate with the Southwest Conference of Mayors on regional issues, including implementing bike connections and regional roadway improvements, especially as they relate to the immediate neighbors, Bridgeview, Hickory Hills and Bedford Park.

Pace

The Village will need to continue to coordinate with the region's bus transit service regarding the improvement of the amenities and facilities at bus stops, as well as planning for future transit services.



An existing pace bus stop and route sign

REDEVELOPMENT TIMING AND APPROACH

Redevelopment of the Justice will occur over a period of 10 to 20 years due to the need to assemble multiple small parcels, the current state of the economy and timing of regional transportation improvements. Private, developer-driven redevelopment is unlikely to happen until the economy improves. The development initiatives recommended in this report are likely to occur based on one or more of the following scenarios:

- The Village initiates redevelopment of municipally owned property through strategic land acquisition, site preparation, “gap financing” and/or a request-for-proposals from developers.
- Individual property owners redevelop their own properties or sell to developers or businesses that then develop the sites.
- Developer initiated redevelopment on larger portions of the Village involving assembly of properties by the developer.

The three options reflect various levels of public involvement and investment. Complexities inherent in infill redevelopment typically require higher levels of public involvement, especially associated with land acquisition and bridging of financial gaps. The economics of market-rate redevelopment in Chicago suburban downtowns and villages in the recent past have been driven primarily by for-sale residential uses. However, current economic conditions have changed this dynamic. It is highly likely that public investment in land acquisition, site preparation and “gap financing” will be necessary to facilitate the types of changes recommended in this report.

The Village could initially limit its involvement in the redevelopment process to actively marketing the development opportunities in Justice to businesses and developers, while revising the appropriate development codes. However, the Village may need to take a more active role to initiate redevelopment since it already owns significant parcels that were noted as focus sites.

PRIORITY PROJECTS

An important early step toward implementation should be identification of priority or catalytic projects. These are projects that are expected to spur the most investment and redevelopment in the area because of their high visibility and strategic location. In addition, these projects appear to be the most feasible given land ownership and private sector development interest.

PUBLIC PROJECTS

The following should be considered the Village's priority or first-phase projects for implementation:

I-294 Tollway Ramp

In the past, the Village has had discussions with Tollway representatives about providing a new off-ramp from I-294 to Justice's Village Core. Village leaders should revisit this concept and use the Vision Plan as a guide for initiating the conversation. Many of the ideas and concepts shown in the plan depend on better access to the Village, or in the least would be more viable provided a new ramp was implemented.

Archer Avenue Reconfiguration

A more detailed study for the potential reconfiguration of Archer Avenue to create a four-way intersection with 79th Street should also be considered a priority project. This roadway reorganization and subsequent improvements would create better circulation within the Village, as well as more value for the development parcels found within the Village Core. The Village should coordinate with private property owners and IDOT to further study this plan.

79th Street/Archer Avenue/Roberts Road Streetscapes

While the Village has made enhancements to the major arterial roadways over the past year, continued improvements should be pursued for the key streetscapes, particularly 79th Street, Archer Avenue and Roberts Road. Village leaders should coordinate with IDOT regarding access and beautification improvements for these streets in order to upgrade the aesthetic and character of the Village. Funding sources and grant opportunities should be explored for each initiative.

88th Avenue Vacant Property

Redevelopment of the vacant lot at the corner of 88th Avenue and 83rd Street should be a priority project since the Village currently owns the vacant parcel at this intersection. Consideration should be given to the potential uses shown in the Vision Plan and the feasibility of relocating Village Hall to create a civic campus at this location.



Location of former I-294 ramp



Recent streetscape/intersection improvements in the Village.

Financing Strategy

The Village should further investigate options for funding key Village development and property enhancement projects.

Business Recruitment/Retention Strategy

The Village should develop a marketing and business retention/recruitment strategy, which depending on the timing of larger scale infrastructure and transportation improvements, could possibly include the larger-scale concepts shown for the Village Core and the intersection of 79th Street and Roberts Road. Current inventories of businesses and vacant storefronts/buildings and marketing pieces that contain demographic and market data from this study should be part of the strategy.

Design Guidelines

The Village should consider developing a detailed set of design guidelines to define key elements of the public realm or streetscape and to provide a blueprint that articulates standards for development. These should include recommended guidelines for street, building, parking, site, landscape, streetscape and signage design. These guidelines would not only encourage higher quality projects, but would help facilitate a streamlined, predictable review process for all development and reinvestment within the Village.

Building/Site Improvement Strategy

The Village should work with existing businesses to upgrade their properties. The strategy could include grant, loan and/or design assistance for buildings, parking lots and service/loading areas.

Branding/Wayfinding Plan/Signage System

As discussed earlier, Justice has struggled with its identity and promotion within the region and should develop a comprehensive area branding and marketing strategy to publicize its development potential to developers, commercial and retail tenants and future residents.

PRIVATE PROJECTS

While new development will occur over time when property and business owners decide to change use, ownership or building size or function, there are some properties that should be considered priorities for change. To accomplish change at the sites listed below, the Village and property owners should begin working together to facilitate the concepts envisioned in the report.

Chiefs Mobile Home Park/79th Street Corner

As one of the key “gateway” sites into Justice, the Chiefs Mobile Home Park/79th Street Corner site has the ability to draw additional visitors into the Village and get them out of their vehicles. The plan envisions a significant retail redevelopment. The buildings should be set close to the corner and along the frontage of 79th Street. The plan shows a consolidated parking lot that would require coordination between property owners, as well as new controlled access points and a park space associated with Wilkins Elementary School. The larger plan shows the potential for developing more retail on Resurrection Cemetery property as part of a land lease. The Village should reach out to property owners, school leaders and Resurrection Cemetery to gauge interest in the project.

Damar Kaminski/Bethania Cemetery

Bethania Cemetery has shown interest in exploring redevelopment opportunities for a portion of their property along the frontage of 79th Street. The plan shows a banquet/restaurant facility in conjunction with the funeral home. The Village should continue the dialogue with Bethania Cemetery leaders, as well as the funeral home owners to discuss the concept and develop a more detailed site plan with specific list of land uses.

79th Street and Cork Avenue Site

Multiple property owners have a stake in the ultimate redevelopment of the site at the southwest corner of 79th Street and Cork Avenue. The plan envisions a cleaner, higher-quality character with land uses that contribute to making Justice a more active, vibrant Village. More than other parcels, this opportunity site relies upon access from the Tollway for its success. However, more detailed planning and design for this site should continue to be conducted and coordinated by the Village and should remain a key area of focus.

FINANCING PLAN

As noted, most of the recommended improvements and projects will require financial assistance to be implemented. Where possible, local, state and federal funding sources should be used to leverage private sector dollars. The following are key financing tools, programs, and potential funding sources to be considered:

LOCAL FUNDING SOURCES

Capital Improvement Plan

Probably the most common means the Village can use to tackle public improvements is to fold these projects into the regularly evaluated and updated Capital Improvement Planning and Programming. Capital improvement funding could be used to support various projects outlined in the Plan, including:

- Road and Street Improvements
- Pedestrian Safety Enhancements
- Streetscape Implementation
- Parks and Plazas
- Public Parking Improvements
- Signage and Wayfinding Programs
- Public Building Interior and Exterior Improvements

Recognizing that public budgets are shrinking, and therefore limited in the current economy, the Village should investigate shared improvements and funding opportunities with other municipal taxing bodies or public/private partnerships.

General Revenue Bonds

Depending upon the Village's bond rating and current bond/debt load and retirement, the Village may investigate the ability of long-term bonds for specific portions of the Vision Plan in order to jump start redevelopment activities. Bonding for public infrastructure, open space or streetscape improvements, site acquisition, clearing or remediation are some of the key catalytic components of the Plan that should be considered. The Village should consult their finance expertise to evaluate these opportunities.

Property Tax Abatement

Another option for the Village to consider to spur redevelopment, particularly for the privately held redevelopment sites, is the use of property tax abatement. In order to entice new retail and commercial development or redevelopment, the Village could structure a reasonable property tax abatement program tied to those key development opportunities.

The tax advantage may be justified in the additional redevelopment costs necessary to develop within the Village as opposed to the other "more greenfield" commercial developments in surrounding communities. This structure may provide a competitive advantage to Justice from competing interests in neighboring downtowns and surrounding regional malls and retail centers. More information can be found at www.cookcountyassessor.com/forms/cls8b.pdf

Tax Increment Financing (TIF)

Tax Increment Financing (TIF) is a program that allocates future increases in property taxes from a designated area to pay for improvements only within that area. The Village has a history of utilizing TIF and has the ability to make public improvements to meet some goals of the Vision Plan.

Under TIF, the increases in taxes from new development and redevelopment of existing structures, or increases in taxes due to equalization or rate changes are all allocated to the Village. The other districts continue to share the taxes that were being paid prior to creation of the district. All properties in the district are assessed in the same manner as all other properties and are taxed at the same rate. TIF is not an increase in taxes; it is only a re-allocation of how they are used. Increases in property taxes are due to reassessment and rate increases, not TIF.

There are three general categories of activities that may be supported by tax increment funds:

- Public Improvements
 - Provision or rehabilitation of public improvements and facilities
 - Streets and other infrastructure
 - Streetscape
 - Parking

■ Development/Redevelopment/Rehabilitation

- Site assembly/acquisition/demolition/preparation, including engineered barriers addressing ground level (or below) contamination.
- Rehabilitation, reconstruction or repair or remodeling of existing public or private buildings or fixtures.
- Relocation costs to the extent that a municipality determines that relocation costs shall be paid or is required to make payment of relocation costs by federal or state law.
- Environmental remediation.
- Interest costs incurred related to the construction, renovation or rehabilitation (generally up to 30 percent of interest, but up to 75 percent of interest costs incurred for rehabilitated or new housing units for low and very low-income households).
- Costs of the construction of low-income housing (up to 50 percent).

■ Administrative Support and Financing

- Job training, “Welfare to Work” and related educational programs.
- Costs of studies, surveys, plans, specifications and implementation/administration of the TIF Redevelopment Plan.
- Financing costs related to the issuance of obligations.
- Payments in lieu of taxes.

TIF is one of the few funding mechanisms available to local governments and has proven to be very effective in spurring redevelopment and public improvements within communities.

Special Service Areas (SSA)

An SSA is a taxing mechanism that can be used to fund a wide range of special or additional services and/or physical improvements within a designated geographic boundary. Funding is obtained through an additional property tax levied on properties within the designated boundary. An SSA can provide support services (i.e., maintenance of public improvements), infrastructure upgrades and/or land and building improvements (generally exterior).

To establish an SSA, a majority of the property owners and registered voters within the proposed boundary must not object to the additional taxation required to fund programs and services. An SSA may be particularly suited to maintaining

infrastructure improvements and providing additional marketing and other special services in Downtown. An SSA can provide a tailored set of services and/or infrastructure upgrades that provide concrete benefits to its property owners.

The common services and activities provided by SSAs are:

■ Infrastructure Improvements

- Streetscape/landscaping
- Lighting
- Benches
- Trash receptacles
- Alley repaving
- Curbs
- Sidewalk paving
- Street improvements
- Storm sewers
- Sanitary sewers
- Parking lots or garages

■ Land and Building Improvements

- Redevelopment
- Store front improvements, grants or loans

■ Support Services

- Marketing
- Special events
- Seasonal decorations
- Promotion/advertising
- Tenant search/leasing support
- Transportation (i.e. a trolley)
- Snow and trash removal services
- Security improvements/services
- Parking enforcement services
- Maintenance staff/activities
- Planning/marketing consulting
- Program administration
- Membership services
- Public relations activities
- Store window display assistance
- Seasonal decorations
- Promotion/advertising

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STATE AND FEDERAL FUNDING SOURCES

Illinois Transportation Enhancement Program (ITEP)

Administered by the Illinois Department of Transportation and funded through the Federal Highway Administration, the Illinois Transportation Enhancement Program (ITEP) provides grant funds to underwrite a variety of projects that expand transportation choices and enhance the overall physical environment and transportation experience. Eligible projects under the ITEP program include streetscape improvements, the provision of pedestrian and bicycle facilities, environmental mitigation due to highway run-off or pollution, the control and removal of outdoor advertising and the rehabilitation and operation of historic transportation buildings and facilities. Proposed projects may receive up to 80 percent reimbursement for project engineering and design costs with the remaining 20 percent to be paid for by the local government or sponsoring agency. Average grant awards range from \$700,000 to \$900,000. Applications for the ITEP program are taken yearly and are awarded on a competitive basis.

Illinois Safe Routes to School Program (SRTS)

The Illinois Safe Routes to School Program provides financial support for various initiatives that encourage children, including those with disabilities, to walk or bicycle to school. Eligible initiatives include the planning, development and implementation of projects that will improve safety and reduce traffic such as sidewalk and pedestrian crossing improvements, traffic calming and diversion mechanisms, as well as the installation of new bicycle amenities. The program will also underwrite educational activities to promote pedestrian and bicycle safety. Projects are funded at a 100 percent level with no local match required, although a School Travel Plan developed

by the local school community is required to receive funding. The program is administered by the Illinois Department of Transportation with funding through the Federal Highway Administration.

Illinois Tomorrow Corridor Planning Grant

IDOT administers this program to support planning activities that promote the integration of land use with transportation and infrastructure facilities in transportation corridors. The types of projects funded include TOD plans, intergovernmental land use agreements, zoning amendments and multi-municipal corridor plans, economic plans and congestion reduction plans.

Open Space and Land Acquisition and Development Program (OSLAD), and Land & Water Conservation Fund (LWCF)

The Open Space and Land Acquisition and Development Program (OSLAD) provides grants to local municipalities for the acquisition and development of land for open space, parks and bike paths. Funding assistance is awarded on a 50 percent matching basis with grant awards up to \$750,000 for land acquisition and \$400,000 for development and renovation initiatives. The Illinois Department of Natural Resources administers the program.

The Land and Water Conservation Fund is a federally funded program which also supports a 50% matching basis. Both grants look at park and open space initiatives that provide for a variety of community open space and recreation needs with an eye towards Best Management Practices and sustainability.

Congestion Mitigation and Air Quality Improvement Program (CMAQ)

The Congestion Mitigation and Air Quality Improvement Program finances projects that will contribute to improving air quality and reducing congestion in regions that do not meet federal air quality standards. It is apportioned to states on a formula basis. The CMAP CMAQ Project Selection Committee recommends a proposed program to be implemented from among the submitted proposals. The committee retains the prerogative to select the best projects in each year. The CMAP MPO Policy Committee programs the region's CMAQ funds. The four criteria for ranking projects are: reduction in nitrogen oxides; reduction in vehicle miles of travel; trips eliminated; and reduction in volatile organic compounds.

Transportation, Community and System Preservation Program (TCSP)

This federal pilot program has the goal of developing strategies that use transportation investments to build livable communities. The program provides funding for a comprehensive initiative including planning grants, implementation grants and research to investigate and address the relationships between transportation, community and system preservation and to identify private sector based initiatives. States, metropolitan planning organizations and local governments are eligible for TCSP Program discretionary grants to plan and implement strategies which: improve the efficiency of the transportation system; reduce environmental impacts; reduce the need for costly future public infrastructure investments; ensure efficient access to jobs, services and centers of trade; examine development patterns; and identify strategies to encourage private sector development patterns which achieve these goals.

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