



**VILLAGE OF GLENVIEW  
CONCEPT PLANNING STUDY  
FOR THE NAVY DISPOSITION PARCEL**

**SEPTEMBER 18, 2007**

**PREPARED BY:**



**WITH ASSISTANCE FROM:**

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# PLANNING INFLUENCES AND OPPORTUNITIES



**VILLAGE OF GLENVIEW: CONCEPT PLANNING STUDY FOR THE NAVY DISPOSITION PARCEL**  
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# PLANNING INFLUENCES AND OPPORTUNITIES

The Navy Disposition Parcel is well-positioned within The Glen and the larger community to accommodate new development while being sensitive to adjacent uses. The Study Area for the Navy Disposition Parcel is 44 acres and includes the 41 acres of land

that is planned to be purchased from the Navy, and 3 acres of adjacent Village-owned land. The Study Area does not include Morin Brothers Paving, or the Supportive Housing properties. The Study Area is located west of Shermer Road and north of West Lake Avenue. The 41 acres was originally part of the 93-acre Navy owned parcel that contained 400 housing units. As the Navy launched plans to privatize the development of the land, they determined that this "surplus" was not needed. The Navy will be reducing the number of military housing units in this area to 230 from 400 housing units. The Plan should strive to incorporate these units into the new development and overall community.

The development of the Navy Disposition Parcel should incorporate the Design Guidelines for The Glen to reinforce the Village's aesthetic and innovative approach to planning and development. By adhering to the Design Guidelines, the Navy Disposition Parcel will be developed seamlessly into the existing development.

opportunity as one of the last large development sites in The Glen. The location of this site in The Glen is clearly one of its greatest strengths and it will be important for the new development plan to take full advantage of this fact.

Several single-family developments were incorporated into the original plan for The Glen. Opportunities for additional single-family homes are limited in this parcel due to meeting the Village's goal of minimal impact on the School Districts.

The Glen is approximately 95% built-out and the entire redevelopment site is expected to be fully developed by 2010. The 44 acre Navy Disposition Parcel represents a tremendous

The Study Area is adjacent to a variety of uses including industrial, two golf courses, Naval Housing, a cemetery, Youth Service of Glenview/Northbrook, and Supportive Housing for Glenview. Within the study area a 1.56 acre detention pond is located between West Lake Terrace and Buccaneer Drive. Future land uses should be compatible with the surrounding uses.

The Navy Disposition Parcel is located within the northwestern portion of The Glen. The Glen is an award winning 1,121 acre mixed-use development that replaced the former Glenview Naval Air Station. When the U.S. Department of Defense recommended closing the base in 1993, the Village of Glenview accepted the designation of Local Redevelopment Authority and assumed the role of Master Developer for the land. The Village assembled a Redevelopment Team to refine the community's reuse plan, and developed Master Plan and Design Guidelines. Extensive community input lead to the final comprehensive plan for the area in 1998.

Today, The Glen contains an exciting mix of uses and building forms not seen in the region. Uses include residential, offices, retail space and public amenities such as Lake Glenview, Park Center, two golf courses, Air Station Prairie, Gallery Park, and a Metra Station.

FIGURE 1: NAVY DISPOSITION PARCEL

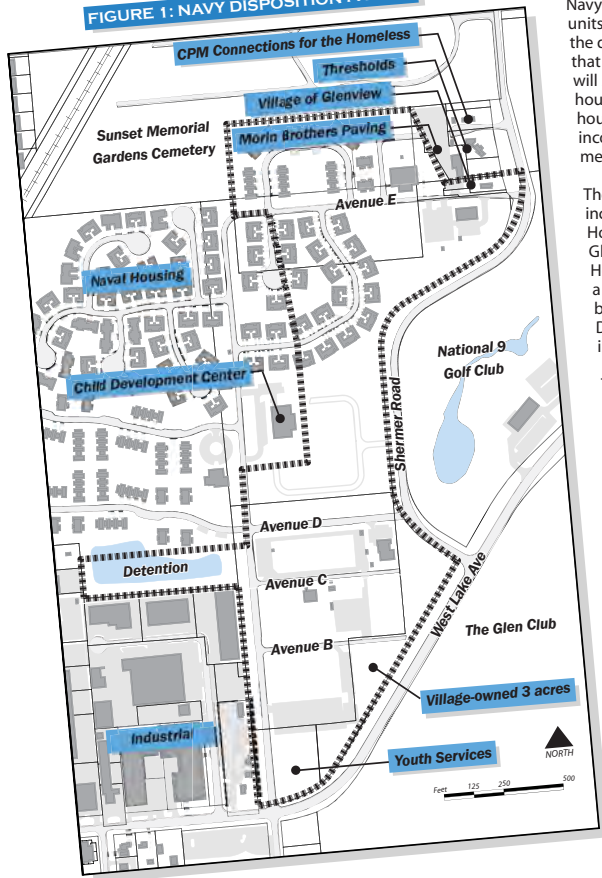
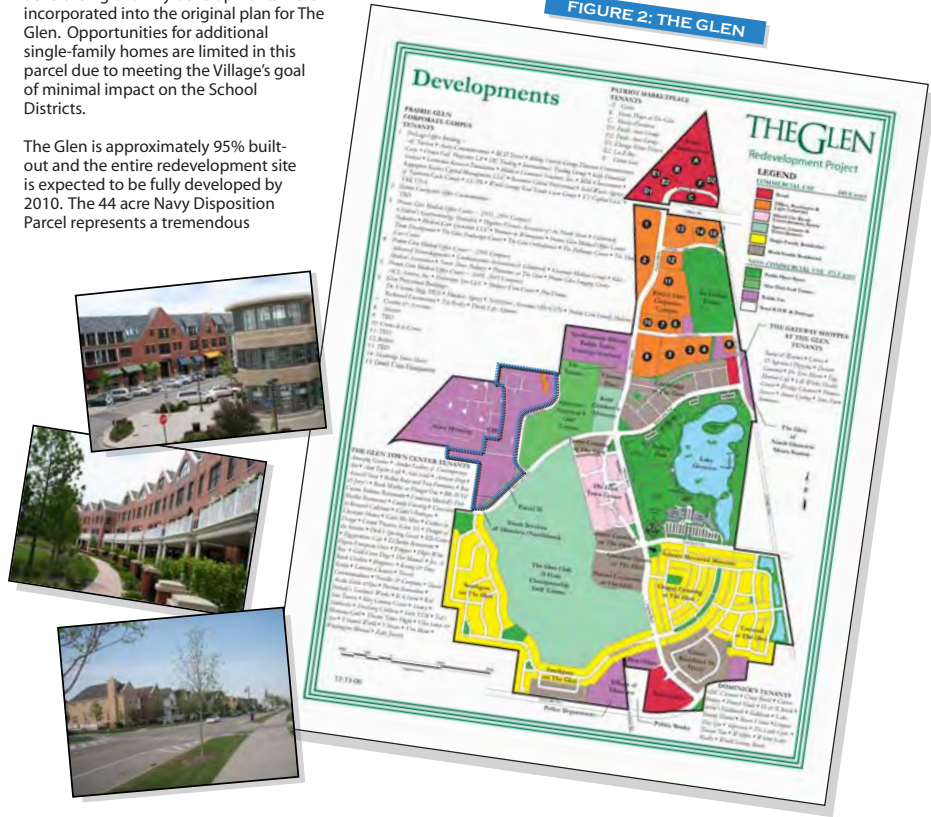


FIGURE 2: THE GLEN



# PLANNING INFLUENCES AND OPPORTUNITIES

There are land use restrictions for the development of the site as per the Purchase Sales Agreement (PSA) with the Navy. The Sales Agreement constraints are that the Village has to:

- (a) provide at least two access points (currently on Avenue E and Avenue D, but changeable to a north access and south access) to the retained housing area, and

(b) restrict industrial and commercial uses as shown on the site plan.

In addition to the above constraints, the agreement also allows residential uses and open space on the entire parcel.

The Navy's Conceptual Land Use Plan (dated June 23, 2006) is shown in Figure 4. According to the Navy's Plan there will be a total of 230 residential units in the area. The colored area represents 118 new units. In addition to these new units, the Navy will also keep 112 units to the south of the area on the Buccaneer Drive loop road.

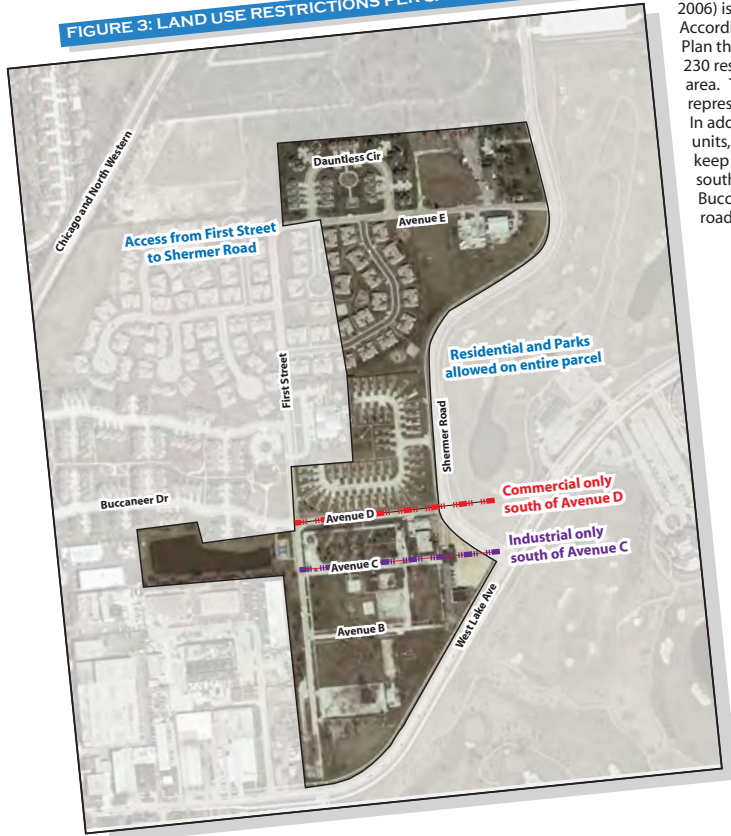
In addition to residential, the Navy's Conceptual Land Use Plan shows parks, open space, and the existing Child Development Center. The Disposition Parcel boundary shown in the graphic below does not include the current limits of the larger Study Area. The Navy's Conceptual Land Use Plan highlights the importance of providing a connection from Avenue E through the Disposition Parcel to Shermer Road.

Without this connection, residents would only have Avenue D for access. The Concept Plan for the Navy Disposition Parcel must follow the Navy's land use restrictions. The Concept Plan should also be designed to be sensitive to, and incorporate the adjacent Navy Housing.

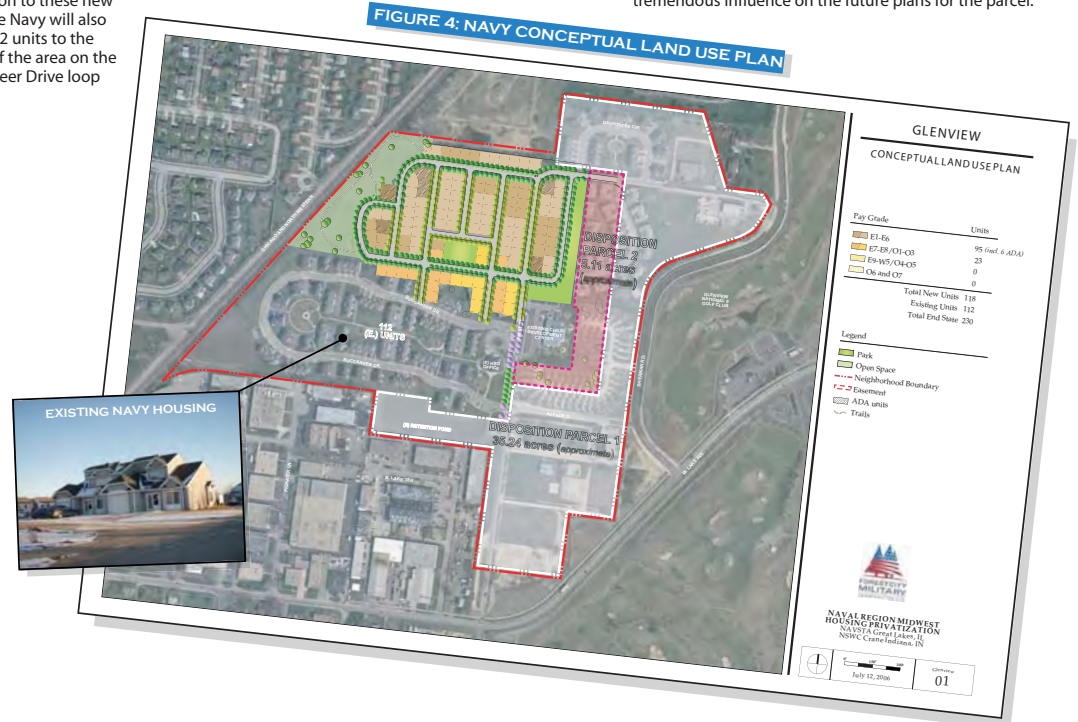
### Utility Issues

Future plans for the Parcel must be cognizant of existing and future utilities. Existing sanitary and water utilities run beneath Avenues D and E. These utilities are in need of upgrades and may have maintenance issues. In addition, future plans for a new storm sewer are currently in the planning process. A storm sewer and possible overflow swale are planned along the western portion of the Parcel. At this time, the exact location of the utilities are unknown except for two points; a northern point near the cemetery's planned mausoleum, and a southern point, at the southeast corner of the future Youth Services property. An easement is needed through the property and its width could range from 30' to 100' based upon final engineering. This easement has a tremendous influence on the future plans for the parcel.

**FIGURE 3: LAND USE RESTRICTIONS PER SALES AGREEMENT**



**FIGURE 4: NAVY CONCEPTUAL LAND USE PLAN**



# PLANNING INFLUENCES AND OPPORTUNITIES: MARKET CONDITIONS

## Introduction

The Village of Glenview is a prosperous north suburban community where residents value their family oriented lifestyles, the excellence of the schools, and a long history of quality commercial development clustered to serve its residents. Glenview's redevelopment of the former Naval Base, which began in 1998, offers a mixed-use environment of retail, office, open space, public uses, restaurants and residential.

This market review analyzes the market support for specific types of retail, residential, office, and mixed use projects that would be both appropriate and financially feasible on this navy disposition parcel. It will also create a "common set of market facts" to be used in building public consensus on the recommended development plan.

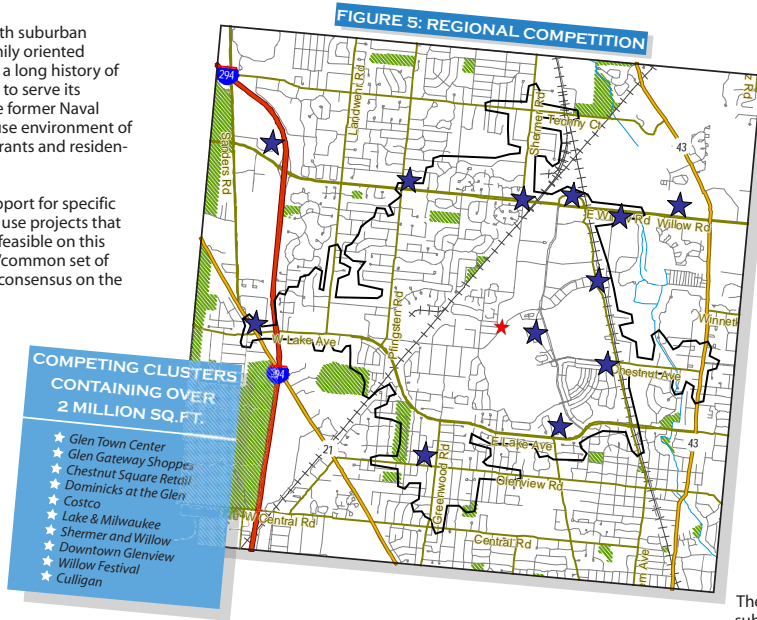
Glenview paid the Navy \$23.9 million (\$13.60/sf) for the project area property and entered into an agreement that restricts the land uses on much of the property. Following those restriction, the Village plans authorize a development that recovers the purchase price and prepares the property for development without allocating any external Village revenue to this project.

## Retail Potential

Because retail development provides both relatively high land values and offers sales tax revenue, it is a very desirable development option. Whether this property can attract retail development depends on the competitive environment, the buying power of nearby residents, the site's visibility, and site access. As Figure 5 reveals, there is a substantial number of nearby competition of retail clusters containing over two million square feet.

In addition to these existing centers, plans are underway to redevelop the Culligan office site with retail and residential use. None of this development precludes a retail business on the project site if a potential tenant finds this site ideally suited to its business format.

Convenience retailers look for average daily traffic over 20,000 cars and signalized access. Destination retailers seek to be in clusters that provide compatible adjacencies that cause customers to cross-shop. The project site meets none of these conditions. Traffic counts on West Lake Avenue and on Shermer are very low and there is no signalized intersection. The nearby residential population is limited by surrounding golf courses and commercial development. One seemingly logical use, a convenience store would need sales of approximately \$500,000 to support newly constructed space. With an average transaction of \$5, that is over 300 customers per day.



## Office/Industrial Potential

Commercial uses are appropriate to land facing both West Lake and Shermer because that is the dominate land use along roads adjacent to the project site. The office market is showing signs of recovery after nearly seven years of weakness.

New construction in the project area would compete in the "Class B" category and command net rents at the high end of that market due to nearby amenities like golf courses, recreation trails, and dining in the Glen Town Center. This table estimates the land value associated with these market conditions.

LAND VALUE ASSOCIATED WITH MARKET CONDITIONS	
Net Rent	\$13.96
Value per sf @ 8% rate	\$174.50
All in Cost	\$120.00
Land per buil sf	\$54.50
Land per sf @ .21 FAR	\$11.45

The project site would compete in the North suburban Chicago Submarket described in this First Quarter 2007 CBRE Market Research table:

TABLE 1: MARKET CONTEXT: OFFICE/INDUSTRIAL

Submarket	Rentable Area	Direct Vacant	Direct Vacancy Rate	Sublease Vacant	Overall Vacancy Rate	Net Absorption	Under Construction	Asking Lease Rates Net/SF
North Suburban	20,611,359	2,471,261	12.0%	379,931	12.0%	105,775	545,184	\$13.96
Class A	8,904,738	678,326	7.6%	241,304	7.6%	4,803	494,069	\$15.81
Class B	6,968,694	1,222,519	17.5%	44,400	18.1%	88,068	51,115	\$13.86
Class C	4,737,927	570,416	12.0%	94,227	12.0%	12,904		\$12.73

Recalling that the land was purchased at \$13.60 per square foot, this use fails to provide a high enough land value unless the buildings are multiple story or net rents increase to \$16.59. If the regional market continues to recover, higher rents may be achievable; however, numerous other office and light industrial development opportunities will compete with a project area development.

Nearby vacancies include: Prairie Glen Corporate Campus, Northshore Business Park, vintage West Lake single and multi tenant buildings and vintage Lehigh properties.



# PLANNING INFLUENCES AND OPPORTUNITIES: MARKET CONDITIONS

## Residential Potential

Glenview's residential real estate market is strong. This strength has led to school district concerns that development on the project site could exacerbate school overcrowding. Additionally, the nationally weakening residential market has led developers to be more cost conscious when acquiring property. These charts document the recent growth in available property.

The green line notes the point where experienced real estate agents believe the market tips from a seller's market to a buyer's market. These market conditions suggest that Glenview will be selling this land under different market conditions than existed during previous Glen residential sales. During the last 15 months, 42 new rowhomes and stacked flat condominiums were sold in The Glen. The average rowhome price was \$846,375 and the average condominium price was \$552,714. Those prices imply land values of \$110,000 and \$55,000 respectively. To recover the \$23.9 million land investment would require 217 rowhomes or 434 condominiums.

The annual Glen census provides information on students per unit that suggests the population that might result from new residential development in the project area.

Although there is no experience with stacked flat condominium population, throughout the Chicago suburbs those projects generate fewer children than other multi-family of single-family residential developments.

## Institutional Uses Potential

In addition to these products expected to provide land sales, Glenview residents have expressed interest in uses like museums, parks, playing fields, and affordable housing. To the extent that those uses are included in the project area, other uses will need to be intensified to cover the cost of those uses.

FIGURE 6: MONTHS OF RESIDENTIAL SUPPLY

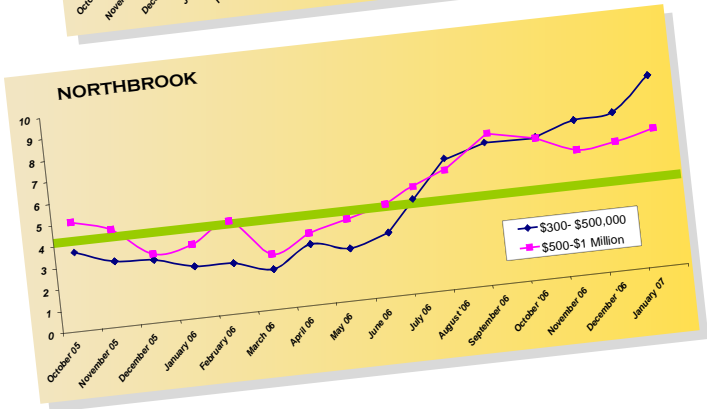
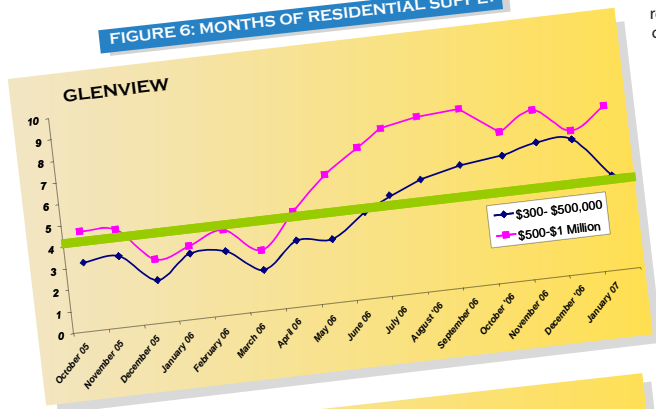


TABLE 2: SCHOOL CHILDREN

	Pre-school	Elementary	District 34	District 225
<b>Multi-Family kids per Unit</b>				
Tower Crossing Rowhomes	0.129	0.136	0.121	0.068
Cambridge Mixed Project	0.352	0.295	0.250	0.082
Navy Housing	0.798	0.298	0.277	TBD
<b>Single Family kids per Unit</b>				
Chapel Crossing	0.714	0.964	0.738	0.101
Concord	0.811	0.986	0.853	0.154
Southgate	0.535	0.799	0.512	0.094

Source: Annual Census Report for The Glen Redevelopment Project, September 5, 2006; BDI

- Tower Crossing Rowhomes Model**
  - 26 District 34 Students
  - 15 District 225 Students
- Cambridge Mixed Model**
  - 54 District 34 Students
  - 18 District 225 Students
- Assumes 217 Housing Units**

## RESIDENTIAL CONSIDERATIONS

**2006 to March 2007 Glen Property Sales**  
 Rowhome Average Price: \$846,375  
 Stacked Flat Condos Average Price: \$552,714

**Implied Land Values per Unit**  
 Rowhouses: \$110,000  
 Condos: \$55,000

**Minimum units to meet \$23.9 million price**  
 Rowhouses: 217 (5 units per acre)  
 Condos: 434 (10 units per acre)



## PLANNING INFLUENCES AND OPPORTUNITIES: TRANSPORTATION

West Lake Avenue is an important east-west collector street within The Glen as it has continuity from Lehigh Avenue on the east to Pfingsten Road on the west. West Lake Avenue has one travel lane in each direction. It has all-way stop control at its intersection with Greenwood Road just west of the parcel. At Shermer Road, West Lake widens to provide a separate eastbound left turn lane.

Shermer Road is a north-south collector street that has its southern terminus at West Lake Avenue. Its signalized intersection with Willow Road to the north provides regional route accessibility for this portion of The Glen and the Village of Glenview. Shermer has one travel lane in each direction, but widens at West Lake Avenue to provide separate southbound left and right turn lanes. Shermer traffic has stop control at West Lake Avenue. The Navy Disposition Parcel has access from Shermer at the Avenue D and E intersections.

Avenue E is currently closed to all but construction traffic. First Street provides internal north-south circulation, but was discontinued at West Lake Avenue.

### Existing Traffic Conditions

Gewalt Hamilton conducted weekday morning and evening peak period traffic counts in April 2007 at the West Lake Intersections with Greenwood and Shermer and the Shermer intersection with Avenue D. The peak hours occurred from 7:00 am to 8:00 am and from 4:45 to 5:45 pm. The predominant travel patterns are eastbound and northbound in the morning and westbound and southbound in the evening. Capacity analyses were conducted at the West Lake Avenue intersections with Greenwood and Shermer to test for current operating deficiencies. Per the Highway Capacity Manual (HCM), results are measured in terms

of delay (in seconds) and reported as Levels of Service (LOS) A (best) through F (worst). LOS D is usually considered the lower threshold of providing "acceptable" operations; LOS E and F have "unacceptable" delays. The West Lake/Greenwood intersection functions at the unacceptable LOS E during both the morning and evening peak hours. The primary capacity deficiency is the heavy westbound through and left turn volumes that are shared in one travel lane; LOS E in the morning and LOS F in the evening.

The Project Team understands that the Village has a plan to improve the West Lake Avenue/Greenwood intersection, including a third

traffic lane. This will significantly improve operations, by providing a separate lane for the heavy westbound left turn movement.

West Lake, which operates free-flow at Shermer, functions at LOS A. But southbound left turns on the Shermer approach functions at LOS F during both the morning and evening peak hours.

All-way stop control should be considered at the West Lake Avenue/Shermer intersection. This would provide "metered" operations for vehicles entering the intersection, so that southbound left turns from Shermer would always have safe entry into the eastbound West Lake traffic stream.



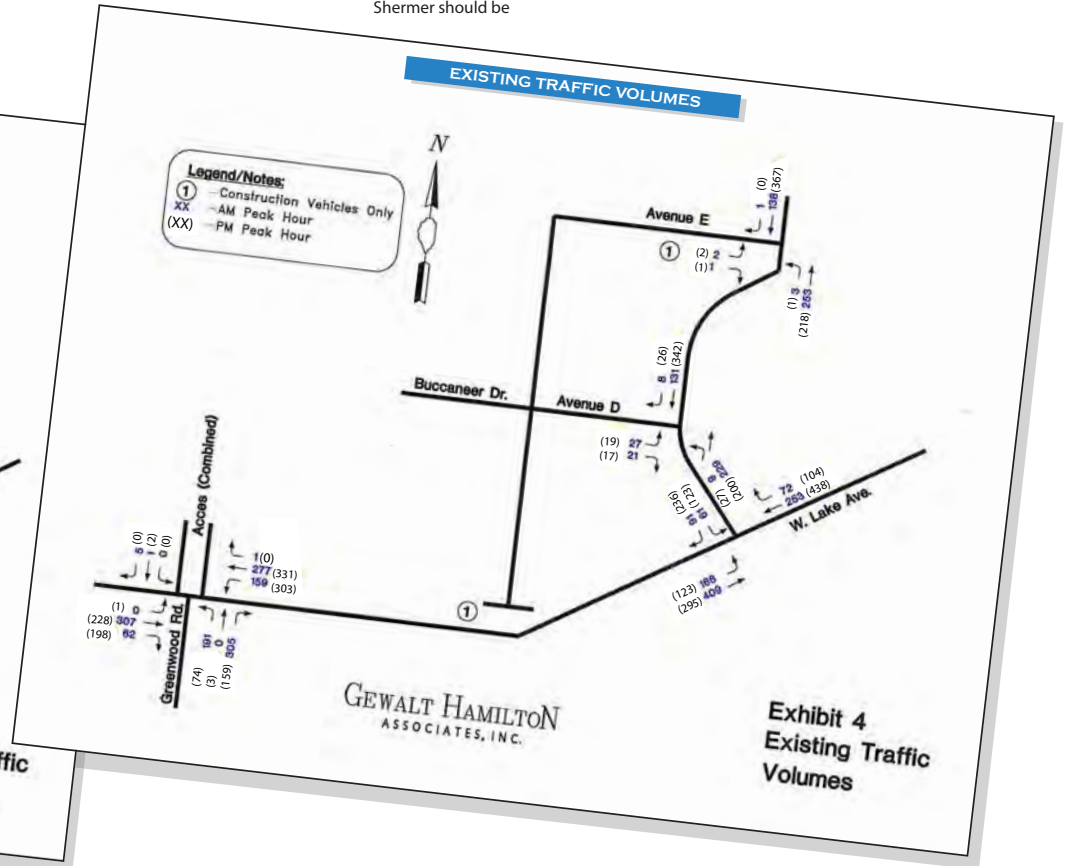
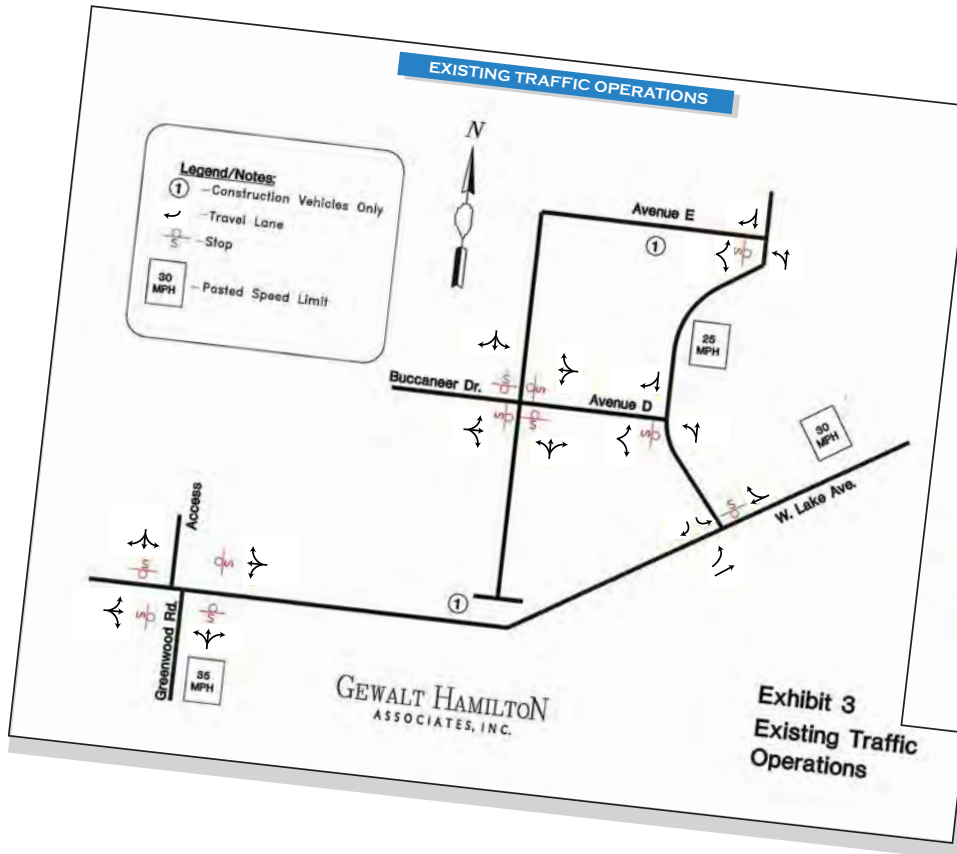
## PLANNING INFLUENCES AND OPPORTUNITIES: TRANSPORTATION

### Future Site Plan Traffic Considerations

The redevelopment plan will potentially have several institutional/ recreational uses with input from the School Districts, Park District, and Library. A townhome / condominium component is also contemplated on a portion of the site.

From a traffic impact standpoint, only the residential component would mirror the traditional weekday morning and evening peak periods. Schools tend to have their busiest times during the morning peak, but prior to the evening peak. Park uses tend to be busiest on weekends and libraries weekday evenings and weekends.

It is probable that any combination of the residential, institutional, and recreational uses could be accessed via the existing Avenue D and Avenue E intersections with Shermer. However, an additional and perhaps unnecessary traffic burden would be placed on the West Lake/Shermer intersection from vehicles oriented to the west and south. Thus, a connection to West Lake Avenue west of Shermer should be considered, whether it is a reopening of First Street or some other north-south access option.





## VISION, GOALS AND OBJECTIVES



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## PROJECT INITIATION MEETING AND WORKSHOP

As part of the process for completing the Concept Planning for the Navy Disposition Parcel, a Project Initiation Meeting and Workshop was held with members of the Multi-Jurisdictional Planning Committee (MJPC). The following organizations are represented on the MJPC:

- Village of Glenview
- School Districts 30, 34, and 225
- Glenview Park District
- Glenview Public Library
- Youth Services of Glenview/Northbrook

The Meeting was held on April 18, 2007 at the Glenview Police Department Community Meeting Room. Eighteen (18) members of the MJPC were in attendance. The meeting included a discussion of the planning process, proposed schedule, and the purpose and role of the MJPC in the process. A Workshop was also held to gather input from those in attendance. The results of the Workshop will assist the Project Team in better understanding the major issues and opportunities facing the future development of the Navy Disposition Parcel.

This report summarizes the results of the Project Initiation Workshop. The summary reflects the opinions and comments stated during the Workshop dialogue and includes a summary of responses to each question.

### **1. Identify five (5) issues or concerns confronting the future of the Navy Disposition Parcel.**

When asked to identify five issues or concerns confronting the future of the Study Area, the Committee generally cited issues that affected their particular organization. The responses to this question are not surprising based upon the nature of the project and the structure of the Committee. This initial list of issues and concerns will assist the group moving forward in the planning of this parcel. The issues can be classified into three common themes:

**I. Impact on Schools, social services, and agencies** – Due to the makeup of the Committee, these issues were mentioned most frequently. In general, new school-aged children that would be generated from the new development would be an issue. Negative effects on the Village, Library, and the Youth Services were also mentioned. There were also questions about how the Youth Services will fit into the new development and the future placement of the homeless housing.

**II. Type/Balance of Uses** – The type of uses proposed and their appearance were mentioned as being issues. The new development should contain a mix of uses that are balanced and appropriate for the area. Quality development is impor-

tant to fit into the rest of The Glen. Compatibility with The Glen, and the adjacent properties such as the Navy housing and Youth Services was also seen as being important issues. New development should not lessen the value of the Navy housing and should integrate the new uses with the Navy housing. Traffic and circulation were also discussed as being an issue dependent on the type and intensity of a new development on this parcel. There were specific questions regarding the current and future traffic control/design of the Shermer Road and West Lake intersection. Members also had questions regarding the current environmental status of the parcel and what effect new development would have on water reclamation.

**III. Economic Impact** – The Village's goal is to recover the purchase price of the property. Determining and developing the "highest and best use" for the property will allow for this recovery of costs and for additional public space. This public space will allow for uses and services to be located on a portion of the property. In this case, the "highest and best use" may not be purely financial but includes balancing the needs of the community and the organizations represented on the Committee. This will be much of the focus of the planning moving forward. The prioritization of land uses will be an important part of the process. There were also issues related to the Tax Increment Finance (TIF) District, and the effect that new development would have on the TIF District.

### **2. List in order of importance, the three (3) most important issues discussed thus far.**

The same three issues discussed in the first question were cited for this question, however, after discussing all of the issues with the group, more specific issues were mentioned for this question. The following are the top three issues provided by the Committee:

**I. Generating additional School-aged children** – In general, the impact of the School District, Village, Library, and other public agencies was cited as being a top issue.

**II. Economic Impact/Return on investment** – Future development on the parcel should result in the "highest and best" that will allow the Village to see a return on its purchase price for the land. Some members are interested in seeing how new development will affect the existing Tax Increment Finance (TIF) District. And in terms of new commercial and retail uses, there were questions on how new uses will affect downtown Glenview.

**III. Type/Balance of uses** – The Committee noted that the type of uses proposed for the property needs to be of appropriate scale and density, be of high-quality design and

appearance, and integrate well with The Glen, the Navy housing, and Youth Services. The future development needs to not only consider the Navy housing, but members added that it should integrate with the Navy housing. A suggestion that parks and open space in the new development could create a link with the Navy housing. A neighborhood park was discussed as being needed in the area for future and current residents within the neighborhood. A mix of uses was also seen as being more desirable than a single-use on the entire parcel. The new development should also be attractive and The Glen Design Guidelines should be followed. Members of the Committee also noted that they would like to see the effect that new development will have on traffic and circulation in the area.

### **Desirable and Undesirable Uses**

The following questions were designed to gather initial input regarding future uses for the property. It is clear from the answers provided during the Workshop that many of the uses desired by some members of the Committee are also seen by other members as being undesirable. As we move through the planning process it is important to work with the Committee on future development ideas and concepts that will require a discussion and potential negotiation about future uses to reach a consensus.

### **3. What uses/development do you want to see?**

When asked what uses and/or development they would want to see on the parcel the group identified several desirable uses that are categorized into the following five areas:

**I. Housing** – The Committee cited a number of specific housing types that they found to be desirable. In general, housing that is not expected to create a high number of student-aged children was most desirable. Other members cited the desire for senior housing or age-restricted housing. There was discussion about the type of senior housing that would be desirable, for instance, one story units were mentioned as being preferred. Some members noted in their responses that the senior housing should be high-end, while others noted that it should be more affordably priced. Other types of housing that would be desirable by some members of the Committee includes condominiums, rowhomes, and any other residential product that does not exist in the Village today.

**II. Public Space** – Overall, there was consensus that some of the parcel be used for public space. Ideas discussed included a museum, either indoor or outdoor, and a Hangar One Museum was specifically identified. Other public uses included general educational uses, social service needs space, and a joint Park District/School District use. Passive open

space was also listed as an appropriate use in the development

**III. Limited Commercial** – The Committee identified a desire for a limited amount of commercial and retail on the parcel. A number of the members questioned the market for retail on this property. Desirable commercial uses included service and neighborhood retail including a light dining restaurant.

**IV. Balance/Mix of Uses** – The Committee discussed the importance of providing not only a mix of uses, but that there be a balance of uses within the development. The development also needs to blend with adjacent properties such as the Youth Services building and the Navy housing.

### **4. What uses/development do you NOT want to see?**

When asked what uses and/or development they would NOT want to see occur on the Parcel the group identified the following four categories of undesirable uses or developments:

**I. Too much/Large Commercial** – The group discussed that a market study is an important part of the planning process and that the parcel may not be well suited for retail, especially larger, national commercial uses such as big box retail. Members also noted future development at the site should not be primarily retail. Other commercial uses mentioned as undesirable included hotels, gas stations, car washes, fast food restaurants (with drive-thru), and banks. Members also identified the importance of new commercial or retail not competing with the Downtown or The Glen Town Center, or if it is a private recreation facility that it not compete directly with the Park District.

**II. Traffic generating uses** – Members discussed that they did not want to see large traffic generating uses added to the site.

**III. Housing that generates a high number of school-aged children** – This issue was discussed throughout the meeting and therefore single-family housing was expected to be undesirable. It is interesting to note that when all of the results were added almost all types of housing were listed as undesirable including two-story townhomes, rental housing, senior housing, condominiums, high-end homes, and multi-family housing. An additional school was also undesirable for the property.

**IV. Industrial** – Industrial uses and factories were cited by most as being undesirable. Although industrial uses are located immediately to the west, members generally did not wish to see these uses expand to the Navy Disposition Parcel.

## VISIONING WORKSHOP



As part of the process for completing the Concept Planning Study for the Navy Disposition Parcel, a Visioning Workshop was held with members of the Multi-Jurisdictional Planning Committee (MJPC) and the public on May 9th 2007 at 7 p.m. at the Village of Glenview Police Department Community Meeting Room. Approximately forty (40) people attended and participated in the Workshop.

The purpose of the Workshop was to create a shared Vision for the parcel that will be used to develop preliminary goals and objectives for development of the property. The Workshop began with an overview of existing market and transportation conditions in the area. The presentation of existing conditions included specific parameters and site development considerations. Attendees were then separated into five smaller working groups and asked to illustrate their thoughts and ideas for the parcel.

The following provides a summary of the parameters, development considerations, the results of the group presentations, and the Vision Statement.

### Development Parameters

Attendees were given the following development patterns. The parameters are based upon several factors including existing site conditions and the restrictive covenants within the purchase agreement from the Navy.

- Commercial uses permitted south of Avenue D
- Industrial(Office) uses permitted south of Avenue C
- Access point to Shermer Road generally to Avenue E
- Access point to Shermer Road generally to Buccaneer Drive/Avenue D
- Existing industrial business, *Morin Brothers Paving*, is located at the north end
- *Youth Services of Glenview/Northbrook* is relocating to the southwestern portion of the site along West Lake Avenue (1.6 ac+/-)
- The *Glenview Supportive Housing Project* is located at the north end (2 ac+/-)
- The Navy plans for 230 units to remain west of the site

### Development Considerations

Also prior to the breakout visioning session, attendees were provided the following development considerations:

- Views to the National 9 Golf Course to the east is an opportunity for the site
- Traffic volumes are low for many retail opportunities on the site [6,500 average daily trips (ADT) on Shermer Avenue & 11,000 average daily trips (ADT) on West Lake Avenue]
- 2 million square feet plus within a five minute drive of the site
- Currently a buyers market (May 2007)
- Currently there are Commercial/Office and Senior Housing Vacancies in the area (May 2007)
- *Tower Crossing* in the The Glen is 4 stories (45' tall); *Chestnut Square* is 3 stories with a pitched roof (50' tall)
- With certain assumptions, 217 units of rowhomes generally will produce value needed (\$23.9 million)
- With certain assumptions, 434 units of stacked flat condos will produce value needed (\$23.9 million)

### Results of the Visioning Workshop

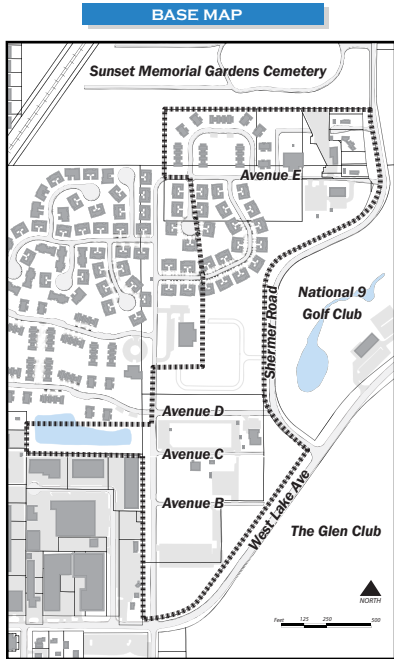
In general, the five groups shared many common themes. The following is a summary of the main themes discussed as part of the Visioning Workshop by the five groups. A more detailed summary of each group's concepts are provided on the following page.

1. The development should consist of land uses which generate high land sale value – higher density residential development (for sale) generate the required \$23.9 million, and maximize and retain the balance in open public space.
2. Overall, residential is preferable to industrial or commercial on this site. A variety of residential types were discussed, except for single-family detached homes. Housing types mentioned included senior one-level housing, senior assisted or convalescent care, townhomes/rowhomes (particularly with golf course views), stacked flat condominiums, multi-family housing, and affordable housing.
3. High density, high-rise multi-family on the north portion of the site, due to minimal neighbors to impact.

4. More moderate density, high quality residential uses further south on the parcel.
5. At least 15 acres of useable public area on the south – park use initially, with the potential for a school/park development in the future as demand arises. School District 34 will need at least one new site in the future, and this is both a good location and available, as well as central to the north part of the District. A Community Campus was also suggested that includes a museum or fine arts center, a park, and an elementary school.
6. The preservation of open space and public space should be a priority.
7. Depending on market studies, very limited neighborhood retail may be included.
8. Depending on market studies, little or no office space should be located on the site, but higher end if included.
9. Industrial space was not desirable, nor included on any concept plans.

### Vision Workshop Conclusion

From the five concept plans created, there are two general land use differences that separate the plans. The southern end of the site is where the different land uses are grouped. The two major land use differences conceived by the groups were that the plan show a Community Campus (park, school, museum) at the southern end; or, that the plan instead show retail or office space at the southern end.

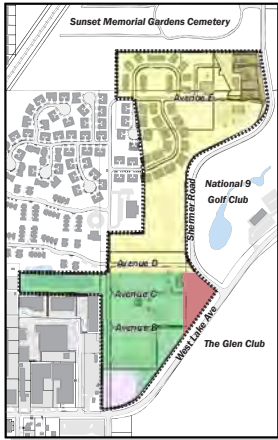


## VISION STATEMENT

*To create an extension of The Glen that is compatible with adjacent uses, consisting of a mix of high-quality housing types with the possibility of limited retail and office space, while providing public uses and connected open space, all in a development that recuperates the Village's purchase price, strengthens the Village's tax base, and enhances and contributes to Glenview's image and character.*

# VISIONING WORKSHOP: GROUP PLANS

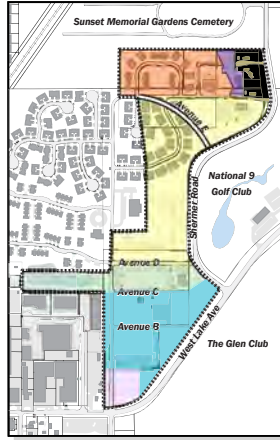
**GROUP 1 (RED GROUP)**



- Residential
- Civic Campus (School, Park, Museum)
- Office/Retail
- Youth Services
- Glenview Supportive Housing

- 20-25 acres of residential anywhere on the northern portion of the site
- 15 acres for school/park site with a fine arts center and/or museum creating a "Community Campus Area"
- Professional buildings/office/retail at southern end of the site

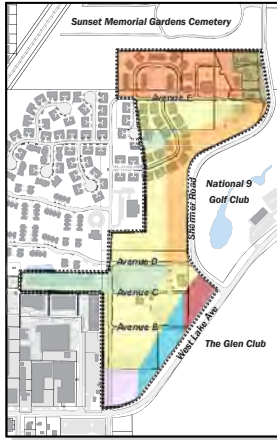
**GROUP 2 (GREEN GROUP)**



- Mix of Residential
- High Density Residential
- Open Space
- School or High-End Office
- Industrial
- Youth Services
- Glenview Supportive Housing

- Open Space abutting retention basin
- Use golf course views for housing
- Five story condos by paving company and near the cemetery
- Include other types of housing
- Public school site/high-end office near southern portion of the site
- Youth Services at southern end
- Realign Avenue E

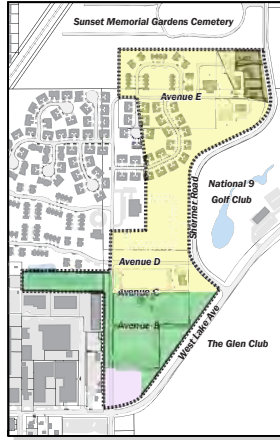
**GROUP 3 (YELLOW GROUP)**



- Senior Housing
- High Density Housing (nursing home)
- Townhomes/Rowhomes
- Open Space
- Office
- Retail
- Youth Services
- Glenview Supportive Housing

- Golf course used as an asset and focus residential views to open space
- High value property along the golf course including townhomes and/or rowhouses lining Shermer
- Small retail at the south end for conveniences, mini mart, possible gas station depending on market
- Offices along West Lake Avenue
- Senior housing (single story, maintenance free) and Assisted Living
- Taller buildings, nursing home near the cemetery at northern end of the site
- Boulevard with trees to separate uses
- Open space connections, including small parks near senior housing, and a park near the existing detention basin

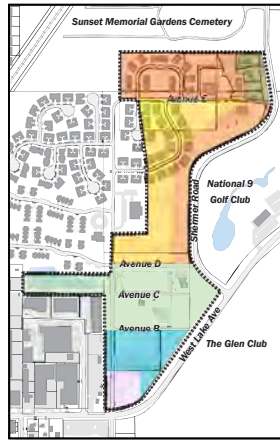
**GROUP 4 (BLUE GROUP)**



- Residential
- Civic Campus (School, Park, Museum)
- Youth Services
- Glenview Supportive Housing

- No retail at all due to concern of what types of uses would locate there
- Residential uses on the northern end of the site
- School, Park and Museum on the southern end of the site

**GROUP 5 (ORANGE GROUP)**



- High Density Residential
- Townhomes
- Single-level Senior Housing
- Affordable Senior Housing
- Open Space
- School
- Youth Services
- Glenview Supportive Housing

- Higher density housing on north side of site near cemetery
- 3 to 4 story townhomes along Shermer
- Single level senior housing west of townhomes
- Affordable senior housing (3 - 4 acres) west of townhomes
- Neighborhood Park, multi-use open space, playground, dog park
- School (6-8 acres) abutting park
- No retail

## GOALS AND OBJECTIVES

The *Concept Planning Study for the Navy Disposition Parcel* includes statements of goals and objectives, which provide the framework for planning recommendations, policies and future projects for the parcel:

1. **Goals** describe desired end situations toward which planning efforts should be directed. They are broad and long-range and represent the ends to be sought for the parcel.
2. **Objectives** describe more specific actions that should be undertaken in order to advance toward the overall goals. They provide more precise and measurable guidelines for planning action.

Together, the goals and objectives should be used as a framework for evaluating specific projects proposed for the Navy Disposition Parcel. In addition to zoning and other developmental controls already in place, these goals and objectives are an important tool that can assist the Village in evaluating future development proposals for the site.

The following goals and objectives are based upon: a) input from Village staff and the Multi-Jurisdictional Planning Committee (MJPC); and b) the Visioning Workshop.



### **Goal 1: Ensure that the Village of Glenview recaptures the \$23.9 million land purchase price.**

#### Objectives

1. Select and permit land uses that will generate sufficient revenues to recover the land purchase price.
2. Work towards a development plan that creates surplus land within the property, that can be used for public purposes, by intensifying density or areas not as desirable for public use.

### **Goal 2: Public uses should be provided if surplus land is available after meeting the revenue goal for the purchase price of the property.**

#### Objectives

1. Explore the possibility of a new 10-15 acre future school site on the property.
2. Create a portion of the site for public space and uses such as a museum, parks and open space, in a potential community campus setting. The Village should encourage public entities to work together and look for ways to efficiently and effectively use the property. A shared school/park site is an example.
3. Establish a new neighborhood park within the parcel that is easily accessible to residents of the Navy Housing and other adjacent residents. If a school site is created in the parcel, the park and school should be connected.
4. Reserve portions of the site for pedestrian connections and linkages to other public uses and open space.

### **Goal 3: Ensure that the site is developed with high quality, attractive design and development.**

#### Objectives

1. Require the development to work towards meeting the Design Guidelines for The Glen.
2. Develop the property to reflect the community's unique character, image and identity.

### **Goal 4: Create an opportunity to expand the community's tax base to benefit residents and mitigate impacts on local school districts.**

#### Objectives

1. Select a variety of residential uses for the site that includes rowhomes, townhomes, condominiums, multi-family units, and senior housing.
2. Develop the site to compliment the adjacent Youth Services of Glenview/Northbrook, CPM Connections for the Homeless, and Thresholds.

### **Goal 5: The Site should be developed with a mix and balance of uses that is responsive to the real estate market.**

#### Objectives

1. Select the type, location, and acreage of uses based upon the demand of the current real estate market.
2. Consider land uses that will bolster commercial properties in The Glen and elsewhere in Glenview.

### **Goal 6: The development should be an extension of The Glen and be compatible with, and benefit adjacent properties.**

#### Objectives

1. Provide street connections through the site from the Navy Housing to Shermer Road.
2. The development should be compatible with adjacent uses and appropriate buffering and screening should be installed where needed.
3. The property should be developed with an internal sidewalk or multi-use path system that connects the new development with adjacent uses and The Glen.

### **Goal 7: Conform with the land use restrictions noted in the Sales Agreement between the Village of Glenview and Midwest Family Housing, LLC.**

#### Objectives

1. Commercial uses are permitted south of Avenue D.
2. Industrial and Office uses are permitted south of Avenue C.
3. Access point to Shermer Road from Avenue E.
4. Access point to Shermer Road from Buccaneer Drive/Avenue D.



# SELECTION OF PREFERRED CONCEPT PLAN AND IMPLEMENTATION



VILLAGE OF GLENVIEW: CONCEPT PLANNING STUDY FOR THE NAVY DISPOSITION PARCEL  
SEPTEMBER 18, 2007

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## ALTERNATIVE CONCEPT PLANS

As part of the process for completing the Concept Planning Study for the Navy Disposition Parcel, Alternative Concept Plans were prepared by the Consultant Team for members of the Multi-Jurisdictional Planning Committee (MJPC) and the public to review on June 18th and July 30th, 2007, both at 7 p.m. at the Village of Glenview Police Department Community Meeting Room. Approximately forty (40) people attended each meeting. The purpose of the MJPC Meetings were to create a shared Goals and Objectives for the parcel, as well as, to select a preferred concept plan for the Village Board of Trustees to consider.

### MJPC Meeting - June 18, 2007

The first MJPC Meeting to discuss the alternative concepts began with an overview of the *Interim Report: Existing Conditions, Issues and Opportunities*. The presentation of existing conditions included a discussion of the preliminary goals and objectives that were crafted based upon previous meetings and input from the MJPC and the public. This discussion was then followed by a review of three preliminary concept plans, and comments from the public.

### Goals and Objectives

The Committee focused at the beginning of the meeting on discussing the Goals and Objectives. Many of the goals were re-ordered and new objectives were added to provide future direction for the development of the property.

### Alternative Concept Plans

After reviewing the initial three concept plans the Committee concluded that additional, more diverse plans were needed, that include new internal road patterns that vary from concept to concept. The Committee also requested that a concept be created illustrating a larger open space area. The open space area should include a Civic Campus consisting of a possible school, park, and/or museum. Members of the Committee also requested a concept that was designed for an active age-restricted neighborhood.

### Public Input and Comment

Public input and comment was given at the meeting regarding the concept plans. Attendees discussed the desire for a dog park to be located somewhere on this property. Other attendees commented that future development of the parcel include affordable housing. A representative of the Glenview Supportive Housing requested that their use remain in its current location, or if it is shown to be relocated, that a public transportation plan be put in place for its residents.

### MJPC Meeting - July 30, 2007

A second MJPC meeting was held to present and review the additional alternative concept plans as directed at the previous meeting. These six concept plans are shown on the next two pages. Following is a summary of the highlights of each concept plan.

### Concept 1

The first concept illustrates the civic campus on the northern portion of the parcel, with rowhomes through the center, and multi-family residential on the southern portion.

- Civic Campus (14 acres +/-) in the northern portion
- Rowhomes (11 acres +/-) lining Shermer Road
- Supportive Housing (8 to 10 townhomes) relocated to the area south of the existing Child Development Center
- Multi-Family residential (13 acres +/-)
- Existing industrial business is relocated

### Concept 2a

This concept illustrates a larger civic campus on the northern portion of the parcel with the current uses remaining, rowhomes through the center, and multi-family residential on the southern portion.

- Civic Campus (16 acres +/-) in the northern portion
- Open Space (2 acres +/-) south of the existing Child Development Center
- Rowhomes (4 acres +/-) lining Shermer Road
- Supportive Housing remains at its current location
- Multi-Family residential (13 acres +/-)
- Existing industrial business remains at its location

### Concept 2b

This concept illustrates a larger civic campus on the northern portion of the parcel with the existing uses relocated, with rowhomes through the center, and multi-family residential on the southern portion.

- Civic Campus (19 acres +/-) in the northern portion
- Rowhomes (7 acres +/-) lining Shermer Road
- Supportive Housing (8 to 10 townhomes) relocated
- Multi-Family residential (13 acres +/-)
- Existing industrial business relocated

### Concept 3

The third concept illustrates the civic campus on the southern portion of the parcel, with rowhomes through the center and in the north, townhomes along the west, and smaller open space areas throughout.

- Civic Campus (16 acres +/-) in the southern portion
- Rowhomes (10 acres +/-) lining Shermer Road and in the northern portion
- Townhomes (7 acres +/-) along the western portion
- Open space (8 acres +/-) in four locations
- Supportive Housing remains
- Existing industrial business remains

### Concept 4

This concept illustrates a larger civic campus on the southern portion of the parcel, with rowhomes and townhomes through the center, and multi-family residential on the northern portion.

- Civic Campus (20 acres +/-) in the southern portion
- Rowhomes (4 acres +/-) lining Shermer Road
- Townhomes (4 acres +/-) along the west
- Supportive Housing (8 to 10 townhomes) relocated
- Multi-Family residential (11 acres +/-) in the north
- Existing industrial business relocated

### Concept 5

This concept illustrates an active age-restricted development with a shared clubhouse (with the Park District Golf Course), and a realigned Shermer Road.

- Active Age-Restricted gated residential (31 acres +/-)
- Clubhouse, Golf Course addition (4.5 acres +/-)
- Open space (2.5 acres +/-)
- Existing industrial business relocated

### Preliminary Concept Comparisons

In addition to the illustrative concept plans, the following table was provided which provides preliminary comparisons for each concept. The table presents preliminary concept comparisons for estimated land value, dwelling units per acre, and school projections based upon the Naperville Model. The estimated land values in this table do not include carrying costs, relocation costs, and potential infrastructure improvements.

### PRELIMINARY CONCEPT COMPARISONS

OPTION	ESTIMATED LAND VALUE	ESTIMATED DU/ACRE				STUDENTS	
		ROW HOMES	TOWN HOMES	CONDOS	DUPLEX	ELEM.	HIGH SCHOOL
1	\$26,295,000	12		14		67	17
2A	\$21,015,000	12		14		49	14
2B	\$21,015,000	12		14		49	14
3	\$24,004,000	12	8			56	11
4	\$20,668,000	12	8	14		55	15
5	\$24,485,000			13	11	0	0

### Preferred Concept Selection

Before the Committee selected their preferred concept, members of the public in attendance provided additional input and comment.

Representatives (and family members) of *Morin Brothers Paving*, provided the Committee with the history behind their previous relocation (5 years ago). Representatives requested that their business not be relocated. They also requested that if a new use, such as multi-family residential, is introduced near their business that appropriate buffering and screening be part of any development plan. Other attendees echoed the need for keeping *Morin Brothers Paving* at its current location. Attendees also requested that a dog park be considered somewhere in the Civic Campus area. The need for affordable housing was also stated by those in attendance. A representative of the Supportive Housing also requested that they would prefer to remain at their current location.

After members of the MJPC, the Consultant Team, and the public in attendance provided their input, the workshop ended with the selection of a preferred concept. Each agency represented on the Committee were each given four (4) stickers. The agencies were instructed to place the stickers on their preferred concept from the six concepts displayed at the front of the room. Initially, the goal was to narrow the concepts down from six concepts to only two. Those two concepts would then be brought forth to the Village Board of Trustees to decide the single, preferred concept plan. This initial goal however was quickly surpassed, as the majority of stickers (all but one who chose Option 5) selected Option 3 as the Preferred Concept Plan.

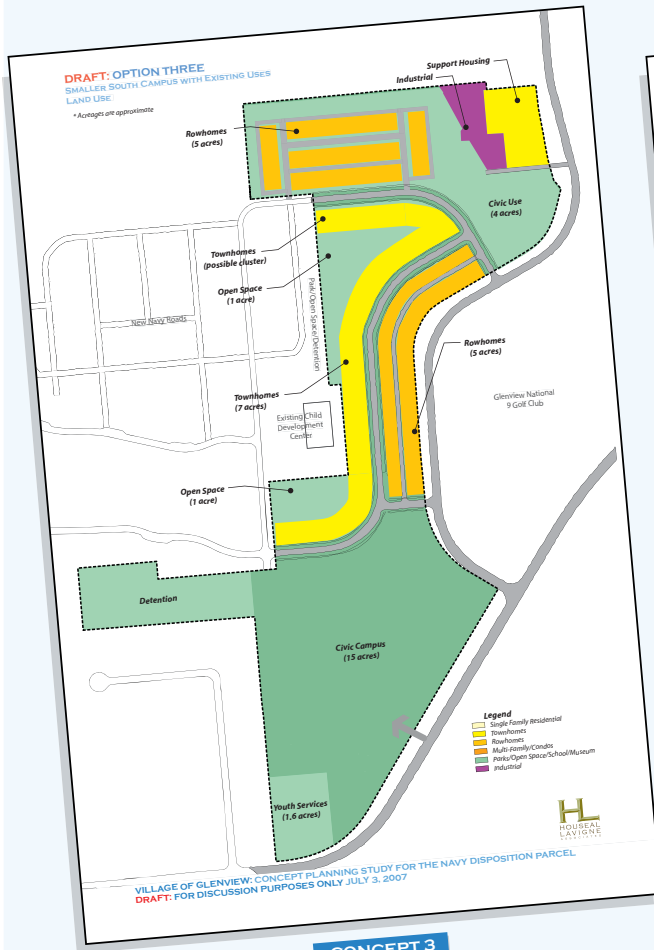
The meeting concluded with members of the MJPC stating their desire that it be clearly communicated to the Village Board of Trustees that the MJPC's preferred concept plan was almost unanimously chosen for the Board's review and consideration.

# ALTERNATIVE CONCEPT PLANS: OPTIONS 1 THROUGH 2B

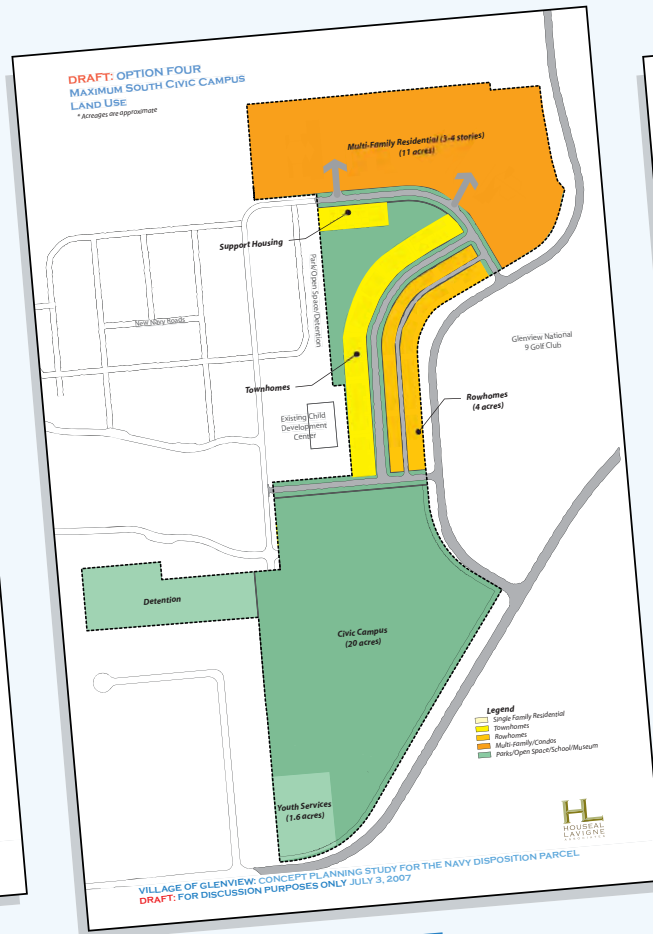




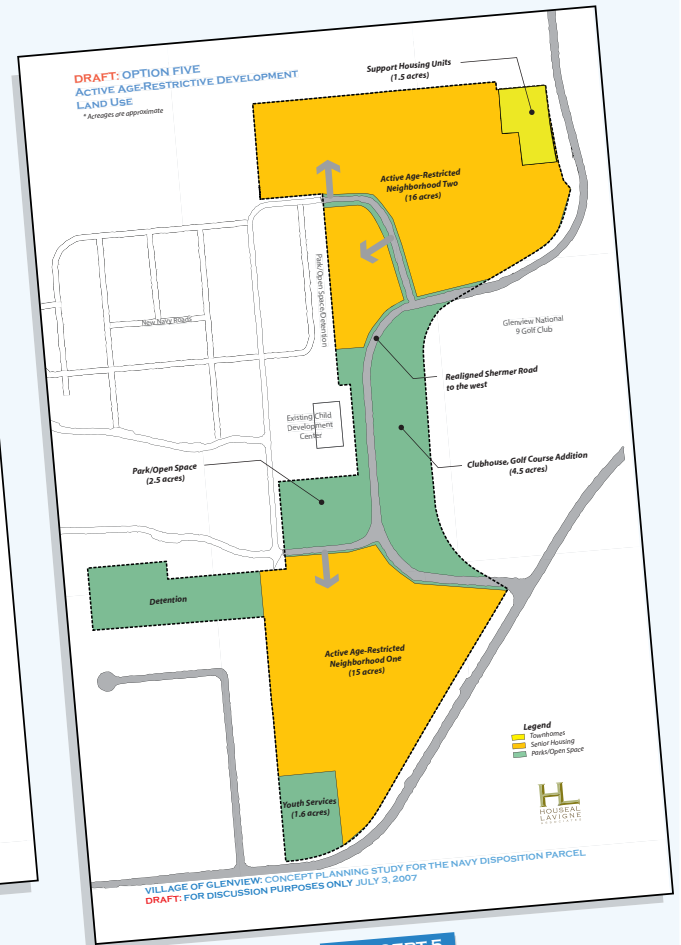
# ALTERNATIVE CONCEPT PLANS: OPTIONS 3 THROUGH 5



CONCEPT 3



CONCEPT 4



CONCEPT 5

# PREFERRED CONCEPT

At its July 30, 2007 meeting, the Multi-Jurisdictional Planning Committee for the Navy Disposition Parcel overwhelmingly selected Option 3 as its preferred alternative. The details of Option 3 are outlined on this page, however, there is still flexibility in the exact quantity and types of units that ultimately will be developed on this property. As part of the Request For Development Proposals process, the Village may choose to make different decisions in terms of product and type. Although this potential exists, the proposals should be reviewed based upon their ability to fulfill the same land uses, and the Goals and Objectives created for this site.

### Northern Portion (North of Avenue E)

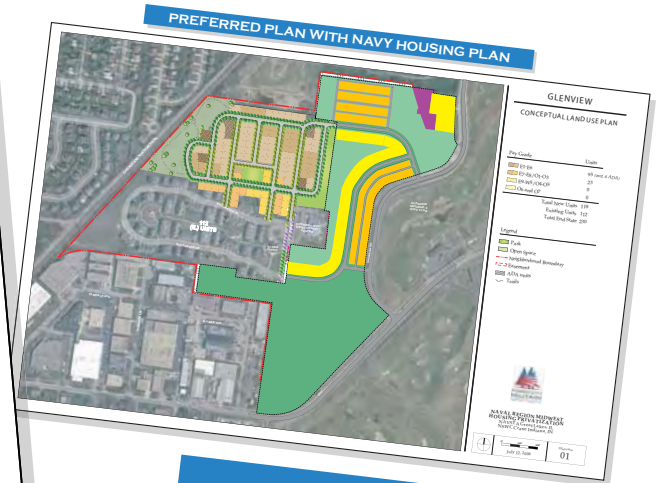
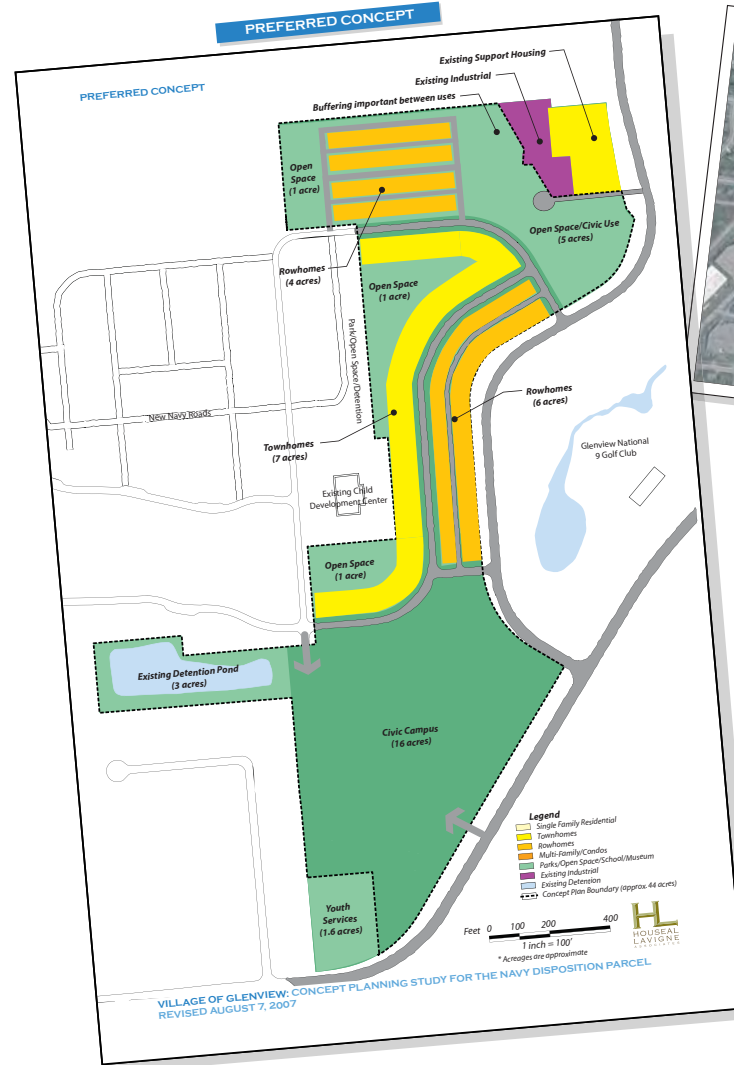
The Preferred Concept illustrates approximately 4 acres of Rowhomes located north of Avenue E. These rowhomes are rear loading, served by rear alleyways and surrounded by open space. A significant open space area is envisioned east of the rowhomes, fronting Shermer Road, which may provide additional Civic Uses, such as a museum. It is also important to emphasize the need for appropriate buffering and screening between the rowhomes and the existing industrial use. An alternative to the rowhomes may be multi-family condominium units. Three to four story buildings may increase the amount of open space in this northern portion of the property.

### Central Portion (South of Avenue E and North of Avenue D)

Townhomes, rowhomes, and open space are shown in this portion of the property. Approximately 6 acres of rowhomes are positioned to follow the pattern of Shermer Road. Rowhomes facing east will have excellent views of the National 9 Golf Club. Front-loading townhomes are located along the west of this area with open space areas created. Public access and views should be created between townhome developments into the open space areas. Townhome clustering may also work in this area, especially just south of Avenue E. As shown, the open space areas of this Plan are situated adjacent to the Child Development Center and the future Navy park/open space/detention areas. This creates a coordinated linear park combined with the Navy's future open space that will provide a greenspace connection through the development.

### Southern Portion (South of Avenue D)

This portion of the property is a large Civic Campus area, existing detention pond, and Youth Services. The Civic Campus area could include a combination of school, park, open space, and museum. Future decisions about the exact layout, uses, and configuration of the Civic Campus are needed. This Plan recommends the formation of a Committee (or the existing MJPC) to finalize this area.



- ### GOALS
- ✓ Goal 1: Ensure that the Village of Glenview recaptures the \$23.9 million land purchase price.
  - ✓ Goal 2: Public uses should be provided if surplus land is available after meeting the revenue goal for the purchase price of the property.
  - ✓ Goal 3: Ensure that the site is developed with high quality, attractive design and development.
  - ✓ Goal 4: Create an opportunity to expand the community's tax base to benefit residents and mitigate impacts on local school districts.
  - ✓ Goal 5: The Site should be developed with a mix and balance of uses that is responsive to the real estate market.
  - ✓ Goal 6: The development should be an extension of The Glen and be compatible with, and benefit adjacent properties.
  - ✓ Goal 7: Conform with the land use restrictions noted in the Sales Agreement between the Village of Glenview and Midwest Family Housing, LLC.

## COMPLIANCE WITH GOALS AND OBJECTIVES

### Market Analysis

The Village charged the Glenview Navy Disposition Parcel Land Use Planning Committee with choosing a site concept that will repay The Glen Tax Increment Financing District for the \$23.9 million cost of this parcel. The balance of this review examines how the market is likely to respond to the selected development option and considers development restrictions designed to improve the project's quality and fit with project goals.

### Residential Rowhome/Townhome Potential

Recent sales at Toll Brothers' nearby Patriot Commons development suggest that there is strong demand for housing in The Glen and that demand is supporting premium prices.

The Patriot Commons townhome product is most similar to the residential rowhome/townhome option selected for the Navy disposition parcel. Base prices for Patriot Commons townhomes range from \$575,000 to \$677,000 or approximately \$325 to \$370 per square foot. After accounting for the Navy disposition parcel's location at a farther distance from The Glen Club golf course and The Glen Town Center than the Patriot Commons development and using an approximately 2,100 square foot unit size, a model was used to estimate the potential value of the land. Based on the layout shown in Option 3 it is estimated sufficient development potential exists to generate the \$23.9 million land value goal.

### Preferred Concept Flexibility

The Preferred Concept Plan is flexible enough to allow for different combinations of residential product types and unit sizes, while still complying with the aforementioned goals and objectives of this planning study. The Village's forthcoming Request for Proposal (RFP) process for selling the property will examine ways to maximize the potential land value of the described land uses. The flexibility of the preferred concept allows the Village to evaluate private development proposals for the land by potentially including larger units, a re-configured site layout or the introduction of a different mix of rowhome, townhome, or condominium product types. Using the Plan as a guide, the RFP process will identify the specific parcels that will be offered for sale and designate the appropriate zoning parameters for their development. Following an evaluation of the numerous anticipated proposals, the Village will be choosing a purchaser(s) for the various offered parcels.

### Project Goal Fit

The following highlights how the Preferred Concept meets or exceeds the Goals created for this parcel.

#### **Goal 1: Ensure that the Village of Glenview recaptures the \$23.9 million land purchase price.**

As discussed above, this site concept meets this goal.

#### **Goal 2: Public uses should be provided if surplus land is available after meeting the revenue goal for the purchase price of the property.**

This concept reserves 26 of the site's 44 acres for open space or civic buildings.

#### **Goal 3: Ensure that the site is developed with high quality, attractive design and development.**

The project density and price points are consistent with the product quality in the balance of The Glen development.

#### **Goal 4: Create an opportunity to expand the community's tax base to benefit residents and mitigate impacts on local school districts.**

Using the Naperville Model to predict school enrollment, the 207 unit preferred concept projects to have 60 elementary school aged children and 12 high school aged children. The 320 combined condominium, rowhouse, and townhome concept projects to have 64 elementary age children and 17 high school aged children. Depending on future needs, either concept could provide a new school site in the Civic Campus.

#### **Goal 5: The Site should be developed with a mix and balance of uses that is responsive to the real estate market.**

In addition to the consultant's experience, developers expected to respond to a request for proposal on this property were given an opportunity to comment on how site design could optimize real estate market response. As was reported at MJPC meetings, developers were supportive of residential rather than mixed-use on this parcel. Developers preferred that development be concentrated on the south end of the parcel to take advantage of the Glen Club golf course views and quick access to The Glen Town Center. Because the committee chose to reserve this preferred southern acreage for the civic campus, product price estimates are lower than those of Patriot Commons. Lower prices raised the recommended densities in the selected concept.

#### **Goal 6: The development should be an extension of The Glen and be compatible with, and benefit adjacent properties.**

The design guidelines associated with future development will accomplish this goal.

#### **Goal 7: Conform with the land use restrictions noted in the Sales Agreement between the Village of Glenview and Midwest Family Housing, LLC.**

The concept plan conforms with the land use restrictions of the Sales Agreement.

### Market Analysis Summary

As this analysis explains, the Navy Disposition Parcel Concept Plan selected by the MJPC should be valued by the market at an amount sufficient to reimburse the TIF district for the \$23.9 million purchase price. This study reached that conclusion, based on current market conditions, after reviewing the options suggested by committee members and experienced Glen developers interested in undertaking development of this project.

### Other Considerations

Although nationally the residential real estate market is weak, sales in The Glen remain strong. This analysis primarily relied on recent sales experience at Patriot Commons; however, sales at Tower Crossing and resale of Cambridge at The Glen properties are consistent with the Patriot Commons results. The average price of Tower Crossing rowhouses sold in the last 18 months was \$846,375. The 10 most recent resale Cambridge townhomes and duplexes ranged from \$592,500 to \$706,500.

Allowing more units per acre but limiting the number of bedrooms per unit, could decrease the number of children generated by this development. If a developer builds 10% more two bedroom plus a den units (a total of 228), rather than 207 three bedroom units, the student projection for elementary age children declines from 60 to 31.

The cemetery includes undeveloped land directly west of the Navy disposition parcel. If this land adjacent where either rowhouses or condominiums are under consideration could be added to the project, it would create a larger neighborhood that better integrates with the new Navy housing via shared street pedestrian networks. Such a connection would increase the value of the north portion of the property.

### Transportation and Circulation

The Preferred Concept Plan, as shown, creates an internal street grid that is effective and efficient. Although, future development proposals will most likely have variations to the proposed street layout, it is important that adequate access be provided into the Navy Housing neighborhood, and that streets meet Shermer Road at a 90 degree angle to improve safety and circulation. Future streets should also be designed to discourage cut-through traffic.

### Next Steps

Once the Village Board of Trustees has reviewed and selected their preferred option, it is recommended that the Village begin to formulate a Request for Proposals (RFP) for future development of the property. As proposals from the development community are presented to the Village, these proposals should be reviewed based upon the Preferred Concept Plan and the Goals and Objectives presented in this report. It is also recommended that a Committee be formed (or the existing MJPC) to decide what future public uses should be located in the Civic Campus.

Using the recommendations of this document with the existing Design Guidelines for The Glen will greatly assist the Village in ensuring that future development meets the intention of this Plan.