

# *Chapter 1*

## *Introduction*

### **Purpose of the Plan**

The purpose of the Comprehensive Development Plan and Policies (the Plan) is to shape and guide the type, intensity, rate and quality of growth, so that new development achieves the objectives of the Village of Fox Lake with available resources. Chapter 2 provides an overview of existing conditions. Chapter 3 contains the goals, objectives, plans and policies for the Village. Chapter 4 contains the implementation strategy and steps for putting the Plan into effective action.

### **What is a Comprehensive Plan?**

The power for a community to plan is established by procedures contained in the Illinois State Statutes. A municipality is empowered to plan future land uses within a one and one-half mile radius of their actual municipal boundaries, known as the *planning jurisdiction*. Where multiple municipal jurisdictions overlap, the authority is generally split at the half-way point between both municipal boundaries. However, municipalities often plan to the one and one-half mile limit even if there is an overlap. This is to indicate their desired land use pattern as a basis for boundary agreements, review of plans for unincorporated areas, and the reservation of public sites and open space corridors.

A key component of the Plan is the future land use map. This graphic shows the type and intensity of land use for all of the land area within a municipality's planning jurisdiction. Text is used to explain the type of land uses which are desired within each of the categories shown on the future land use map. The Text also describes the municipality's intentions concerning the quality, timing, and other conditions of development.

The land use categories in the Plan are more general than those within the *zoning ordinance*. This provides needed flexibility at the policy level. Zoning, on the other hand, is applicable only within municipal boundaries and is very specific in terms of the land uses allowed within the boundaries of each zone. Zoning establishes bulk regulations which must be followed. Bulk regulations refer to specific requirements, such as minimum lot area, front, rear and side yards, and building height. One implementation strategy for a Plan is to amend the zoning district boundaries or uses and standards to better relate them to the long term proposals of the plan. Similarly, the subdivision ordinance, which establishes standards for public facilities, such as roads and sidewalks, may be amended to more closely reflect the policy direction established by the plan.

The overall plan itself is twofold. First, it serves as an illustration of the desired future land use pattern for the community. Second, it serves as a statement of public policy which guides annexation, subdivision review and development proposals, assignment of appropriate zoning classifications for newly annexed lands, allocation of resources and capital budgeting, and the identification of sites, areas, and corridors for future public uses, including roads, schools, and municipal facilities. A comprehensive plan which is widely understood and consistently applied by elected and appointed officials can be a strong marketing tool to attract development and capital investment consistent with the desires of the community.

## **Planning Sub-areas**

In each community there are areas whose future will have a disproportionate impact on the future of the community. This significance may be related to a large block of land under single ownership, a location under pressure for development or redevelopment warranting evaluation of alternative plans, or, more detailed planning and design guidelines. *Three major sub-areas* were identified in Fox Lake for more detailed study. These are the downtown, the north gateway and the Illinois Route 12 corridor. Policy statements or specific planning and design concepts and guidelines related to the selected land uses are presented in Chapter 3. Guidelines relate to not only the type and density of land use but also to issues such as access, building setbacks, landscape and architectural design, preservation of unique natural features and the timing or conditions of development.

The Plan also identifies the type of land use and any design considerations for major parcels planned to be converted from vacant or agricultural uses to other categories. These are referred to *as key development areas*.

## **Transportation**

A key component of the plan for future land uses is an appropriate network of roadways to serve these uses at full development. The Plan assures that rights-of-way are set aside for arterial and collector roadways within new development. The transportation component of the Plan also considers commuter rail access and pedestrian and bicycle networks and linkages.

## **Why is the Plan Important?**

Ultimately, the Plan helps solve and avoid problems, meet the needs of the future, and realize new opportunities for the overall benefit of the entire community. The Plan helps to achieve the vision of the future in accord with local priorities and resources. Many of the opportunities of the future may be beyond the current resources of the Village or require conditions which do not exist at the time the Plan is created. The Plan provides a framework for public and private decision making so that the total is truly greater than the sum of the parts. A good Plan is valid regardless of the exact rate or extent of growth. The Plan can play a significant role in determining:

- The quality of life in the residential neighborhoods;
- The character, health, and accessibility of open space and natural resources;
- The tax revenues available to the Village of support capital improvements and public services;
- The employment, housing, recreational, and shopping opportunities in convenient proximity to your home;
- The amount of traffic and congestion on major streets and short cutting traffic on local streets;
- The identity of the community and its ability to attract public and private investment, business activity, and responsible citizens, new residents and to instill pride in its citizens; and;
- The compatibility of land uses, particularly those adjacent to residential land uses.

## Plan Update Process

This Plan updates a Master Plan adopted by the Village in 1991. ~~That Plan focused on the older historic neighborhoods within the Village.~~ Since 2000, significant changes have occurred in the Village and the region. Urban growth pressures are now being felt on what were once the outer edges of the metropolitan area. Both Lake and McHenry counties are experiencing growth, and impacts associated with more people, more cars and less open space. **The Village of Fox Lake has also experienced growth in population that has changed the demographics and created a need to re-evaluate the entire Plan. Many of the goals and objectives remain the same, but the maps need to be updated and the policies for each sub-area reviewed in detail based on current conditions. This Plan focuses on the commercial opportunities for business development in the downtown and Route 12 corridor sub-areas as well as the vast areas of large parcels of vacant, agricultural and mined lands within the planning jurisdiction, which extends far beyond the northern limits of the Village in 1991.**

## Plan Update Procedures

- A: Plan Commission to review and discuss Comprehensive Plan chapter by chapter
  1. Capture changes in electronic file and distribute to Plan Commission members prior to next meeting.
  2. Review and approve changes.
  3. Distribute to Village Board, Zoning Board and Director of Community Development, asking for feedback and input by the Plan Commission next meeting.
  4. Plan Commission review and discuss feedback from Village. Approve Plan Commission draft.
  5. Post Plan Commission draft on website.
- B: Plan Commission to compile completed draft of Comprehensive Plan and repeat steps A3-A5 listed above.
- C: Public hearing.
- D: Village Board approval and adoption.

### *Members of the Plan Advisory Committee*

### **Members of the Village of Fox Lake Plan Commission**

To guide the Plan update, **the Village Board assigned the task to the Plan Commission.** ~~appointed the following persons to serve on a special ad hoc Plan Advisory Committee (PAC). They worked with the selected consultant, Planning Resources Inc. of Wheaton, Illinois over a one year period to produce the adopted Plan. A supplemental resource file available at the Village Hall, contains minutes of each meeting and background materials noted following the list of figures in the table of contents.~~ **The process will include chapter revisions that will be posted for public and Village Board review and comments on the Village website ([www.foxlake.org](http://www.foxlake.org)).**

**Members of the Plan Commission AC were:**

David Gauger, Chairman  
Jeff Bell  
Chris Polark  
Valerie Griseta (Through May 2009)  
Michael Lescher  
Nancy Koske, Trustee – Village Board Plan Committee Chair  
Bill Hart, Building Commissioner

~~James Pappas, Village President  
Cindy Irwin  
Stephanie Vermillion  
Ron Stoehl  
Chip Lidiaker  
Lex Provenzano  
Bobbie Berger~~

~~Consultant—Planning Resources Inc.  
Nathan Parch, project planner  
Jennifer Mowen, landscape architect  
Pete Pointer, project manager, independent consultant to Planning Resources Inc. Vice president of Corporate Services Inc. of Wheaton, Illinois~~

*Trustees of the Village*

Ed Bender, President  
Jack Kiesgen  
John Mumford  
Valerie Griseta  
Kevin Burt  
Nancy Koske  
Greg Murrey

~~Steve Moulis  
Cindy Irwin  
Ted Beskow  
Dona Shearer  
Greg Murrey  
Kevin Hunter~~

A public open house hearing was held on July 25, 2000 (date pending). A public hearing before a joint meeting of the Village Board, Zoning Board and Plan Commission was held August 22<sup>nd</sup>, 2000. The Plan was adopted on September 5, 2000 by Ordinance # 2000—43 (date pending).

## *Chapter 2*

### *Community Profile*

#### **Character of Fox Lake**

Located approximately 40 miles northwest of Chicago in northwestern Lake County, the Village of Fox Lake is situated at the heart of the Chain O'Lakes resort/recreation area. **See Figures 2-1 and 2-1B.** U.S. Route 12 runs through the Village and connects commuters to State Route 53 and on to I-90 near O'Hare International Airport. State route 59 runs through Fox Lake on the east, providing traveler's access to Wisconsin (north) and the western suburbs (south). In addition, commuters may reach Chicago's Union Station via Metra's Milwaukee District/North line in about an hour and twenty minutes.

Early European explorers first embarked upon the Chain O'Lakes region in the mid-1600's while venturing along the Fox River during their Illinois explorations. It wasn't until the later portion of the 1800's that the area known today as the "**Heart Capital** of the Chain O'Lakes", or Fox Lake, saw its first sampling of farmers and trappers. During this time, Fox Lake was quite a desolate destination accessible by only river boats from McHenry or the Wisconsin Central railroad. Due to its remote location, the area became an attractive getaway to wealthy sportsmen from the city of Chicago.

By 1900, the extension of the Chicago, Milwaukee, St. Paul and Pacific Railroad north with a stop in Fox Lake opened the gates to increased levels of tourism and new development in the Village. With the convenience of rail transit, and in an effort to escape the noise and heat of the city, every summer Fox Lake welcomed thousands of people from Chicago who occupied over 2,000 rental cottages and 35 hotels. By 1903, the Mineola Hotel, originally built in 1884 by members of the Chicago Board of Trade, was expanded and renovated for public use as a luxurious 100-room hotel. The Howard's Mineola Hotel was the summer "play-haven" for some of Chicago's most elite families. The Mineola, constructed four years before construction of the Grand Hotel of Mackinac Island, was designed by the same architect and these two structures share many similar details and characteristics. The Mineola was officially listed on the National Register of Historic Places in 1979.

Fox Lake was officially incorporated as a Village 1907. As new retailers, shop owners, and restaurateurs set up shop in the area to support the tourism trade, the Village gradually increased in permanent population. By the end of World War II, new single-family housing developments and schools were constructed to accommodate the evolving year-round community. Such growth has continued to this day as new residents find the natural surroundings and affordable homes in the new and old neighborhoods appealing.

Today, the Village of Fox Lake features a unique mix of year-round residents, summer vacationers, and recreational enthusiasts. **The Chain O'Lake's** Fox Lake's 6,500 acres of water and 488 miles of shoreline provide the setting for a host of year-round outdoor activities including swimming, boating, water skiing, ice fishing, snowmobiling, and sightseeing (to name a few). Additionally, the 2,793 acre Chain O'Lakes State Park and 3,230 acre conservation area is located in the northern portion of the Village, providing recreational opportunities to area residents and vacationers alike.

The future appears bright for the Village of Fox Lake in terms of attracting new residents, vacationers, and industry. Through public and private annexations, the Village has expanded its territory for future growth west into McHenry County and north to the Illinois-Wisconsin line. With its colorful heritage and natural setting, the Village of Fox Lake will continue to be a desirable destination or home for many ~~years to come.~~ ~~well into the new millennium.~~

## **Existing Land Use**

A comprehensive inventory of existing land uses was conducted. **Table 2-1A** presents the acreage and percent of the total for land uses within the Village limits, between the Village limits and the boundary of the planning jurisdiction, and, for the total planning jurisdiction. **Table 2-1B** contains the same information minus the area of the planning jurisdiction it is more difficult to see the proportion of existing land uses in other categories. The distribution of various land uses in these two tables can be compared against the distribution which is shown on the Future Land Use Plan where vacant and agricultural land is converted to various uses. While the Village recognizes the importance of agricultural preservation, no land is proposed to be preserved solely for agricultural uses within the planning jurisdiction. This is based on the topography, existing development patterns and municipal boundaries, soil suitability and the recognition that planning development contiguous to existing communities, utilizing municipal sewer and water, prevents sprawl and contributes to preservation of more suitable agricultural lands within the region.

The following are descriptions of the land use categories used for the Existing Land Use graphic, **Figure 2-2**, and for the Future Land Use Plan illustrated in Chapter 3.

**Estate Residential** - Single- family detached dwellings on lots over one acre.

**Low-Density Residential** – Single- family detached dwellings.

**Medium-Density Residential** – Medium density, attached residences such as, Duplexes, Triplexes, Quadraplexes and Townhomes.

**High-Density Residential** – Multiple-family residential structures, whether rental or condominium.

**Commercial** – Land use primarily for the sale of goods and /or services.

**Office** – Property used primarily for managerial, supervisory, clerical or administrative office purposes.

**Business Park** – This is a new category of land use not utilized on the existing inventory but proposed for currently vacant or agricultural land in the Future Land Use Plan. A draft ordinance for this category, suitable for inclusion in the Zoning Ordinance, is contained in the supplemental resource materials reviewed by the Planning Advisory Committee.

**Municipal** – Property owned by the Village of Fox Lake used for municipal and/or public uses including the municipal center, wastewater treatment plants, and public works facilities.

**Institutional** – Public non-profit or quasi-public uses including religious, educational, and library facilities.

**Industrial/Warehouse/Manufacturing** – Land used for manufacturing, warehousing, wholesale trade, mining, construction, and utilities.

**Agricultural** – Any property used for the production, keeping or maintenance, sale, lease, or personnel use, of plants and animals, including but not limited to: sod crops; grains and seed crops; dairy animals and dairy products; and livestock.

**Vacant** – Land which is primarily without structures and not in active use within any of the other categories.

**Parks and Recreation** – Public or private land used for active and passive recreation, including neighborhood, city, and regional parks.

**Natural Areas** – Systems of land, water, plant and animal resources, including, but not limited to areas surrounding waterways, lakes, streams, wetlands, floodplains, forests, and prairies, which generally have serious constraints to development.

**Surface Water** – Surface water such as rivers, lakes, and streams.

**Major Transportation Corridors** – Includes the railroad right-of-way- and the following major and secondary arterials: Route 12, Route 59, Grand Avenue, Main Street, State Park Road, Rollins Road, Wilmot Road, Route 173 and Route 134.

**Resort/Marina** – Property used for tourism related activities including marinas, hotels and resorts.

## Population

The population of **the Village of Fox Lake** has experienced modest growth since the 1980's. **In April of 1997, the U.S. Census Bureau conducted a special census that found an official** ~~According to the 2000 census the official~~ total population of ~~The Village of Fox Lake was 9,178~~ **8,690** persons, representing a population increase of approximately ~~27~~ **34** percent during the years of 1980-~~1997~~ **2000**. As the Village experienced population growth during the 80's and 90's, its racial composition increased as well, but not at the same rate as the white population. To illustrate, in 1980, **the Village of Fox Lake's** total population was 98.7 percent white, while ~~1997~~ **2000** figures show that whites accounted for ~~96.8~~ **96.6** percent. In analyzing the minority populations of **the Village of Fox Lake**, it is apparent that nearly every population subcategory increased between the years of 1980 and ~~1997~~ **2000**.

In 1980, 1990 and 1997, the largest age group in the Village of Fox Lake consisted of persons ranging in age from 25 to 34 years. In referencing **Table 2-2, the largest age group in the year 200 was 35-44 years.**

Interestingly, in 1990 and in 1997, persons in the 25 to 54 age bracket accounted for 43 percent and 47 percent, respectively, of the Village's total population. In both 1990 and 1997, the median age for the population of the Village of Fox Lake was 35 years, but in 2000 the median age increased to 37.3 years. (refer to **Table 2-3**). It is also important to note the significance of the age bracket representing persons 65 years and over. This age category has consistently accounted for 15-17 percent of the Village's total population between the years of 1980 and 1997., but this percentage dropped to 14% in 2000, (refer to **Table 2-2**).

In analyzing the social characteristics of the Village of Fox Lake residents (refer to **Table 2-4**), 84.5 percent of the population were high school graduates in 1990 2000. In addition, approximately 43-49 percent of the population had completed one or more years of college in 2000.1990.

## Employment

The lakes and natural resources that comprise the Village of Fox Lake have made the community a favorable vacation/resort destination. According to **Table 2-5**, which illustrates the breakdown of employment by industry in the Village of Fox Lake, retail/trade accounted for nearly 20 percent of the Village's total workforce in 1990. Finance/insurance/real estate accounted for approximately 10 percent of the Village's total industry. In addition to retail, the construction and manufacturing industries represent a sizable portion of the Village's total workforce, comprising approximately 34 percent.

## Housing

The housing stock in the Village of Fox Lake is quite diverse in terms of both multiple family and single family housing units. As shown in **Table 2-5 6**, 64-65.5 percent of all housing units were owner occupied, while 36 34.5 percent were renter occupied in 1997 2000 . In 1990, 369 of the total housing units in the Village were for seasonal, recreational, or occasional use. Additionally, as of the 1990 2000 Census, approximately nearly 50 percent of all housing units were constructed between the years of 1970 and March 1990 2000. Also significant, in 1990 2000, 46 11 percent of total housing units in the Village of Fox Lake were constructed in or prior to 1939. **Table 2-3** shows persons per household have decreased from 2.40 in 1980 to 2.22 in 1997 2.27 in 2000.

## Future Population

**Table 2-6 7** shows the percent change in population since 1980 and the projected population of the Village of Fox Lake in the year 2020 as 14,484, a 66.67 percent increase over the 1997 population of 8,690 as determined by a special census. This provides an indication of the amount of land which will be required in the year 2020 to serve the projected population. The 2020 population projection of 14,484 persons shows that growth in the Village seems to be more or less on track as of this update (2009)..

## **Public Facilities**

**Figure 2-3** shows municipal limits of the **Village of** Fox Lake and surrounding communities and the extent of the **Village of** Fox Lake planning jurisdiction. The ridges which define drainage basins as well as the sewer treatment plants, police and fire facilities, fire protection districts, post office, library, Metra station, water towers, Village Hall and public works facilities are located on this figure.

## **Schools**

The elementary school districts are defined and named on **Figure 2-4**. Nine separate districts provide service to the Fox Lake planning jurisdiction. **Figure 2-5** shows the five high school districts which provide service to the Fox Lake Planning jurisdiction.

## **Parks, Recreation and Public Open Space**

No other feature of Fox Lake is more distinctive than its intimate relationship with the Chain O'Lakes and numerous State, County and local parks. **One major goal of this Plan is to upgrade and introduce a connected system of bike/walking trails that will allow residents and visitors to access the lakefront, parks, and public open spaces.** These are illustrated on **Figure 2-6**.

## **Transportation**

The existing transportation system is illustrated on **Figure 2-7**.

## ***Chapter 3***

### ***Land Use Plan and Development Policies***

This chapter presents a vision for the future of Fox Lake when it reaches full maturity. It also includes policies, plans and guidelines to shape that vision. The Plan is a general and long term view which provides a policy framework within which to make decisions on land use and development within the Village's planning jurisdiction. Short term decisions for specific properties and projects will then positively relate to each and contribute to achieving the long term vision for the overall community.

#### **Vision Statement**

The Village of Fox Lake will be pro-active in planning for growth and change for the benefit of its citizens based on the following principles:

1. Build on the friendly small town character and sense of community and volunteerism;
2. Celebrate the unique natural character and water resources of the region as a distinctive feature upon which to visually and functionally relate new development;
3. Incorporate a diversity of housing in terms of size, density and architectural design to serve a diversity of households;
4. Add value to properties and increase economic viability and opportunities for employment and shopping, building upon the area's unique tourism potential;
5. Revitalize and expand the Town Center as a focal point of community life;
6. Develop a comprehensive transportation network to serve the needs of mobility and accessibility including bicycle and pedestrian systems linking residential neighborhoods to recreational, employment, shopping and cultural facilities and activity areas; and,
7. Create a balance of land uses which will provide the tax base necessary to provide high quality public services and facilities.
8. Provide, establish, and maintain more public/commercial access to water resources.

## Policies – Goals and Objectives

The development policies of the Village are stated in terms of goals and objectives. Goals are long-term qualitative statements of desirable conditions and ultimate growth. Objectives are more specific steps that can be scheduled, budgeted and accomplished as a means of trying to achieve long-term goals. They also indicate Village policy relative to development questions and therefore serve as criteria for evaluating development proposals and programs.

### *Growth Management and Annexation*

**Goal:** To plan a balance of land uses within the Village’s planning jurisdiction which will: relate growth to the efficient and cost effective provision of public facilities and services; ~~relate jobs and housing so as to reduce the need to travel long distances to daily needs;~~ and annex land within the planning jurisdiction as opportunities arise.

#### **Objectives:**

- ~~1. Encourage development contiguous to existing public facilities and services and avoid leap frog development patterns.~~
- ~~2.~~ **1.** Plan for approximately 15 percent of the developed area within the Village’s planning jurisdiction to be in commercial non-residential uses in order to maintain a viable tax base for municipal services.
- ~~3.~~ **2.** Encourage new development to be served by municipal sewer and discourage additional individual septic systems.
- ~~4.~~ **3.** Manage growth so that new development pays its own way in terms of public infrastructure unless there are other long term benefits to the village.
- ~~5.~~ **4.** Residential development should consider **the character of the** neighborhood principles and incorporate the Planning and Design Guidelines of this Comprehensive Plan.

### *Community Character and Identity*

**Goal:** To protect and enhance the link between the Village and the areas natural resources, scenic and historic character and to beautify the public rights-of-way to attract new investment and civic pride and identity.

#### **Objectives:**

1. Create public spaces for access to and from the waterfront within walking distance of the downtown.

2. Protect wooded hill tops from lights or structures which diminish the view of the natural skyline, **and encourage developers of ridge tops to leave trees so that the skyline remains one of irregular tree tops and not buildings and lights on a cleared pad.**
3. Preserve, expand and connect environmental corridors including rivers, streams, wetland, flood plains and areas of high quality plant communities such as hardwood forests.
4. Highlight the water based recreational resources and tourism of the region as a theme for public design and the basis of new economic development- **using blue as the village standard.**
5. Plan for approximately 20 percent (including environmental corridors) of the developed area within the Village's planning jurisdiction to be in open space and recreation.
- ~~6. Encourage developers of ridge tops to leave trees so that the skyline remains one of irregular tree tops and not buildings and lights on a cleared pad.~~
7. ~~6. Develop a program for~~ **Encourage** the identification, preservation and interpretation of historic resources.
8. **7.** Follow the Planning and Design Guidelines contained in this chapter of the Comprehensive Plan in the review of specific development plans.

### ***Housing***

**Goal:** To provide a diversity of housing in terms of size, price and design of dwelling units.

#### **Objectives:**

1. Plan new subdivisions in terms of the neighborhood concept with open space, recreation, convenience shopping and an elementary school ~~wherever possible~~ **necessary**, and consider pedestrian and vehicular linkages to these and other public facilities.
2. Encourage home ownership.
- ~~3. Maintain multiple family units including rental and for sale dwellings (condominiums) at no more than the percent of the total land area as of the date of adoption of this Comprehensive Plan.~~
4. ~~3. Locate medium and higher density housing in walking distance proximity to downtown, shopping, employment and/or public open space opportunities, with direct access to a collector or arterial street without access solely through single family detached residential areas.~~ **Locate higher density housing within a reasonable walking distance to the downtown business district.**

5. 4. Provide a transition and buffer between residences and more intensive uses.
6. ~~Update the planned unit development section of the Village's Zoning Ordinance with particular emphasis on incorporation of open space and recreational criteria.~~
7. 5. Follow the Planning and Design Guidelines contained in this chapter of the Comprehensive Plan in the review of specific development plans.

### *Economic Development*

**Goal:** To retain and recruit quality businesses which will expand the Village's tax base and increase opportunities for employment, shopping and services.

#### **Objectives:**

1. Revitalize the **Town Center** ~~downtown~~ and expand its retail base.
2. Recruit new businesses which relate to the unique natural resources and tourism potential of the region.
3. **Encourage commercial recreation and tourism which takes advantage of the regional parks, lakes, rivers for recreational opportunities.**
4. **Recruit more year round businesses to serve residents' needs and to attract more visitors during the offseason.**
5. ~~3-~~Develop a center of commerce at the intersection of Wilmot Rd. and along IL Route 173 in accord with the Sub-area Plan described in this chapter. ~~Encourage commercial recreation and tourism which takes advantage of the regional parks, lakes, rivers and recreational facilities and opportunities.~~
6. ~~4. Discourage~~ **Encourage** strip commercial development ~~of commercial properties one lot deep along roadways and encourage development~~ in centers of unified layout and design.
7. ~~5.~~ Permit neighborhood centers on sites of 3 acres or more in proximity to new residential growth with direct access to an arterial or major collector street ~~and process the plan as a Special Use~~ to serve the daily needs of nearby residents.
8. ~~6. Process all shopping centers as Special Use~~ **Create a review process for all new commercial development** to afford the Village an opportunity to consider circulation, landscaping and design. ~~in the review and approval process.~~

9. ~~7. Prepare a new~~ **Modify the** Planned **Unit** Development section of the Zoning Ordinance with standards for commercial and industrial projects.
10. ~~8.~~ New industrial development should be designed and planned in centers, creating employment opportunities in a campus like setting with direct access to the arterial system.
11. ~~9.~~ New commercial and industrial development should be designed to accommodate bus stops and pedestrian and bicycle linkages to residential areas.
12. ~~10.~~ Mined land should be reclaimed to assure environmental quality and to re-establish the character of the natural landscape, or redeveloped for appropriate new uses when mining operations are completed.
13. ~~11.~~ Follow the Planning and Design Guidelines contained in this chapter of the Comprehensive Plan in the review of specific development plans.

### ***Transportation***

**Goal:** To create an efficient system of roadways, bicycle and pedestrian network, and public transportation services to meet the needs of both area-wide mobility and property access with a minimum of congestion, pollution and impacts on existing land uses and environmental resources.

### **Objectives:**

1. Adopt and apply a functional classification system throughout the planning jurisdiction.
2. Maintain the scenic character and views from and along transportation rights-of-ways.
3. Implement the Route 12 Sub-area plan.
4. Avoid creating through traffic on local streets.
5. Work with Metra to expand service and enhance parking to serve the downtown commuter station and evaluate other public transportation options to serve the needs of the residents and businesses.
6. Create a bikeway system which links residential neighborhoods with parks, schools, jobs, shopping and regional systems. **Figure 2-6**
7. Require sidewalks **and streetlights** along all public streets and discourage carriage walks (sidewalks immediately adjacent to the curb) for all new development.
8. Preserve rights-of-way for arterial and collector connections and improvements to serve new development **and discourage development of private streets.**

9. Create distinctive landscaped gateway treatments at the entries of the Village along the major arterial roadways, considering locations which will provide visual impact regardless of where the specific municipal boundary occurs.
10. **Follow the Planning and Design Guidelines contained in this chapter of the Comprehensive Plan in the review of specific development plans.**

### ***Public Facilities***

**Goal:** To assure that public services and facilities are provided in a timely and cost effective manner to serve existing and planned land uses.

#### **Objectives:**

1. Continue to evaluate alternatives for providing sewer service to support planned development and encourage residential densities which will support such service while discouraging new housing on septic and well.
2. Identify and set aside sites for wells and water storage towers to meet the needs of planned development.
3. Cooperate with school districts in the setting aside of land for future school sites and in the collection of applicable development fees.
4. Reserve sites to meet the future needs of the Village.

### **Future Land Use Plan**

The Future Land Use Plan is shown in **Figure 3-1**. The land use categories are described in Chapter 2. **Table 3-1A** summarizes the acreage and percent of the total for future land uses within the Village limits, between the Village limits and the boundary of the planning jurisdiction, and, for the total planning jurisdiction. **Table 3-1B** contains the same information minus the area of surface water. The distribution of various land uses in these two tables can be compared against the distribution of existing land uses from Chapter 2.

### **Sub-area Plans**

**Figure 3-2** illustrates the extent of the limits of sub-areas for which more detailed planning was carried out. Also shown are key development areas, large tracts of vacant or agricultural land for which future land uses are planned.

### ***Town Center Sub-Area***

The ~~downtown~~ **Town Center** is defined as the contiguous commercial area along Grand Avenue and US 12 with an extension to Nippersink Lake along Nippersink Boulevard as shown on the Downtown Sub-Area Plan.

The center of the town is the focus of interest and concern for people throughout Fox Lake and the planning jurisdiction. The Town Center is the only location which serves people from every neighborhood. For this reason, it can be called, “everybody’s neighborhood”. The Town Center provides identity and a source of pride for the citizens of Fox Lake regardless of where they live.

Therefore, the Town Center plan is a key component of the **Comprehensive** Plan and has its own set of objectives and proposals. **See Figure 3-3.**

#### Objectives:

1. Make ~~downtown~~ **Town Center** a focus of the community, and a center of activity, instilling pride and creating a sense of identity with the Village of Fox Lake.
2. Stimulate private investment and economic activity through selective public improvements and programs.
3. Create a pedestrian oriented ~~downtown~~ **Town Center** with linkages to the waterfront with small parks, overlooks and plazas for meeting, socializing, resting and enjoying the amenities of the downtown and waterfront connections.
4. Beautify ~~downtown~~ **Town Center** by enhancing the public rights-of-way, creating distinctive entry/gateways and adding thematic lighting, buffering of utilitarian views and introduction of landscaping, special pavements and street furniture.
5. Encourage façade improvements to private properties which respect the original character of the building and which enhance and are compatible with the more distinctive older structures, particularly the turn of the century commercial brick architecture.
6. Revitalize vacant or under-utilized properties through adaptive reuse or redevelopment.

Recommendations for achieving the objectives:

**Figure 3-3** depicts the overall plan for the Town Center.

1. **Vehicle parking within the Town Center Sub-Area**
  - Designate specific parking area (Permit Parking) for business owners, business employees and residents.
  - Coordinate all current Village parking signage to help visitors identify and find Village parking.
  - Re-configure parking in Town Center area.
  - Acquire underdeveloped lots within the Town Center and re-develop into municipal surface parking or multi-story parking lots on both East and West side of Route 12 and Grand Ave.
  - Alert visitors of availability of Metra parking spaces to be used during non-commuter periods.
  - Conduct feasibility study for multi-level parking structure in cooperation with Metra.
  
2. **Municipal / Village Improvements**
  - Complete pedestrian/bike path down to Lakefront Park.
  - Acquire additional property to add to Lakefront Park for development of additional amenities (band shell, transient boat slips, etc.) .
  - Initiate a multi-phase plan to enhance the end of Grand Avenue at the lakefront to include:
    - Overlook w/benches
    - Municipal pier with transient boat slips
    - Streetscape enhancements
    - Access to municipal surface lot
  - Encourage cooperation / coordination with Fox Waterway Agency for the island /park concept North of Lakefront park.
  - Improved (coordinated) signage for lakefront and Town Center. Adopt current Comprehensive plan recommendations -Figure 3-3, 3-4.1, 3-4.2,3-4.3, 3-5.1,3-5.2.
  - Improve and upgrade streetscape throughout Town Center.
  
3. **Zoning and Planning Changes for Town Center**
  - Create redevelopment recommendations for the Town Center Sub-Area to include relationships between building height and density, setbacks and lot size, residential/commercial mix and preservation of historical facades as already outlined in the Comprehensive Plan.
  - Add “Fee in Lieu of on-site parking” language to help develop central parking area.

- Determine percentages for residential occupancy types ( i.e., studio, 1-bedroom, 2-bedroom, more than 2-bedroom).
  - Create distinctive architectural standards for entire Town Center.
4. Encourage Village cooperation/coordination with:
- Fox Lake groups
    - Promote Fox Lake.
    - Fox Lake in Bloom
    - Downtown Businesses
    - Chamber of Commerce
  - Enhance the marketing of Fox Lake to residents and non-residents.
5. Create two primary entry/gateway features, identifying main entry points along Route 12, the major access route and commercial corridor. **Figures 3-4.1, 3-4.2 and 3-4.3** depict concepts for these primary gateway features. They include:
- Utilize the Village's ~~new~~ logo and consistent color and theme
  - Incorporate water front theme, decorative flags or metal banners on mast arms, curvilinear forms, etc.; ~~and,~~
  - Signs with weathered ~~grey sandblasted wood or metal.~~
6. Create secondary gateways. **Figures 3-5.1, 3-5.2 and 3-5.3** depict concepts for these secondary gateway features. These include:
- Identify locations on Rollins Road, Grand and Holly Avenues as secondary gateways for traffic from south and east.
  - Use same logo but smaller sign.
7. Create a distinctive streetscape along the two main roadways which will impart identity, be attractive to shoppers and stimulate private investment. Start with the public right-of-way where the Village has control or can cooperate with the State DOT for improvements. See **Figures 3-6.1, 3-6.2, 3-6.3**. Features include:
- Trees to define and enhance the pedestrian corridor with texture, color, movement and shade;
  - Lighting to define the pedestrian corridors and enhance the ~~downtown~~ Town Center at night, reinforcing a feeling of security and linkage to the waterfront;
  - Banners and or flags to identify seasons and events, which provide information, a sense of identity and place and add a festive character with movement and color. Metal banners are one conceptual alternative as illustrated from historic Route 66 in Albuquerque's downtown;
  - Masonry pavers to add color and texture and define the pedestrian ways and to link the downtown to the water front and to provide a psychological separation from roadway traffic;

- ~~Pedestrian peninsulas (street narrowing enhancements at selected intersections) to introduce trees which will add additional visual impact and psychologically slow and calm the traffic as well as reduce the walking distance across traffic lanes;~~
  - Benches between trees and lights for pedestrians to rest and talk while enjoying the character of downtown **Town Center**. There are many styles to choose from which tie to other “street furniture” in design, material and color; and’
  - Round movable planters to add a decorative touch, identify and define corners, introduce color and texture.
  - **Create small public spaces with seating areas and landscaping.**
8. Beautify Route 12 recognizing that its primary character is as a highway oriented versus pedestrian commercial corridor with higher traffic speeds. **See Figure 3-7.1 and 3-7.2.** See additional detail under IL Route 12 Sub-area plan policies.
- Utilize the same elements as along Grand Avenue and the other streets downtown but the spacing, location and arrangement will vary based upon the available parkway, curb cuts, signs etc.;
  - Consolidate curb cuts;
  - ~~Reduce the number and size of signs and establish guidelines for private signs which could eventually be codified into the Zoning Code;~~
  - Buffer utilitarian views of outdoor storage areas, parking, transformers etc;
  - Plan for the long term under-grounding of overhead utility wires; and,
  - Apply the design guidelines for downtown to façade improvements of commercial properties.
9. ~~Create park/overlook facilities at the terminus of Grand Avenue onto Pistakee Lake and at the terminus of Nippersink Avenue at Nippersink Lake. **See Figures 3-8.1, 3-8.2, 3-8.3 and 3-8.4.** Incorporate a curving overlook with circular focal point with fountain or sculpture, with cluster of decorative flags with mast head, feature lighting and bollards (possibly lighted) benches and planters with open railing to optimize views of the water. Create public dock to tap the huge boating population and bring them into downtown.~~
10. ~~Create small public spaces with seating areas and landscaping. Key feature areas were illustrated.~~
- ~~An interpretive pathway leading from downtown up to the community center and water tower with a cantilevered overlook and upgraded hill side landscaping, using elements similar to the overlook at the end of Grand Avenue at Pistakee Lake. **See Figures 3-9.1 and 3-9.2;**~~
  - ~~A “pocket park/plaza” along Grand Avenue with several tiers of seating and a raised platform with possible mural or art/sculpture to depict and interpret the history of Fox Lake and to provide an area for displays, craft shows, and small performances and story telling tied into events within the downtown. **See Figures 3-10.1 and 3-10.2;**~~
  - ~~Millennium Park and gazebo to provide a visual highlight for passengers on the Metra train entering and leaving the downtown; and,~~

- ~~Visitor's center along Route 12.~~

9. Create a link to the regional bicycle and pedestrian systems and public areas. Extend the recreational pathway north along the Nippersink shoreline adjacent to Route 12 up to Chain O'Lakes State Park and its system which continues north into Wisconsin. **Figure 2-6.**

11. ~~Create a new Nippersink Lake park adjacent to the recreational pathway noted in item 7, building on the concept from the 1980 plan and report by the State.~~

12. 10. Redevelop areas with problems or unrealized potentials including:

- The area north of Grand Avenue between Route 12 and the commuter rail line, considering the importance of parking, bus/shuttle interface and pedestrian linkages between parking, shopping and commuter rail facilities;
- The shopping center with consideration of new or niche markets, parking needs and esthetic enhancements which will make the site a positive and integral part of the downtown;
- Vacant or under-utilized sites along the Nippersink Avenue corridor; and,
- Implement plans for façade improvement plans for the commuter station and privately owned structures.

13. 11. Work with IDOT for enhancement of the IDOT Bridge on Route 12 guard rail to increase visibility of the water.

14. 12. Reconfigure and buffer parking and outdoor storage and utilities.

The **design process** begins with broad concepts as with those prepared for the **Town Center** ~~downtown~~ sub-area. During the next phase of work, after the conceptual plan and policies have been adopted, preliminary and final design will occur. Preliminary design will: refine the concepts including specific selections of materials, color and design; locate and estimate costs of all elements; and, develop an implementation program including funding over various time frames. Final design is when construction documents are prepared for bidding by contractors, selection of contractors and implementation.

### ***North Gateway Sub-Area***

This sub-area contains more than ~~400~~ **1200** acres of developable land and is focused on the intersection of Wilmot Road and IL Route 173. It is gateway for traffic heading north into southern Wisconsin with the state line less than one mile from the intersection. The Wilmot and Gander Mountain recreational areas are in the immediate vicinity and Wilmot road feeds into Wisconsin Route 50 which links Lake Geneva and Lake Michigan. This intersection is also a key entry for southbound traffic into Fox Lake whose municipal boundaries extend to the Wisconsin border.

This sub-area, and key development areas 1 through 6 described below, represent a northern half of town where the future of Fox Lake will be significantly defined. On one hand, there is a concern that this new growth is not so separated physically and functionally from the historic Fox Lake that it has no sense of identity and relationship. On the other hand, this northern section represents an opportunity for achieving many of the goals and objectives of the Village including diversity of residential housing and expansion of the economic base of Fox Lake which mean jobs, shopping and recreational opportunities as well as a tax base upon which to expand improve Village facilities and services.

The Plan contains a number of recommendations to link the old and the new sections of Fox Lake and to provide a sense of identity for all residents at full development. First of all, there is a tie to the theme of a Village in the landscape, of a community developed in harmony with lakes, wetlands, flood plains and open space. The designation of environmental corridors and enhancement of the character of major highway corridors is a planning and design technique intended to create an identity for both old and new sections of town. Secondly, the revitalization of the Town Center and expansion of activities will make it a place where the entire community

comes together for social, economic and public service functions. It will provide a common area for gathering, interaction and service imparting an identity with Fox Lake. (See Town Center sub-area plan description.)

A third proposal of the Plan is to incorporate recreational uses, employment and shopping opportunities which will attract people from throughout the planning jurisdiction to this area of future development. A fourth proposal is the creation of a true system of bicycle and pedestrian linkages from south to north, tying together the Town Center with three new waterfront parks, the Chain O' Lakes State Park and other recreational areas and employment concentrations.

There are four major recommended land uses for this sub-area. First, a shopping center of 20 or more acres in one quadrant of the intersection of IL 173 and Wilmot Road. This would include typical commercial and service uses to meet the needs of future residential development in the northern half of Fox Lake and communities to the east, north and west with access from the two main roads.

Secondly, a major portion of the sub-area should be developed for commercial recreation and tourism, building on the resort history, recreational opportunities and natural resources of the region. Such uses could be incorporated into the center previously described, developed on the reclaimed mining areas or on other properties with direct access to IL 173 and/or Wilmot Road. Such uses might include: hotel, motel or resort accommodations; restaurants; art, craft and antique sales; boat and marine sales and service; bicycle, snow mobile and recreational sales and service; hunting and fishing and sporting goods sales; outdoor wear and specialty shops; golf courses including practice, sales and instructional areas; ski and snow board course; indoor skating rink; and, water park.

Third, a major part of the sub-area is planned for business park uses. A business park would incorporate the standards referenced in the implementation section of this Plan. Large scale development of a business park would permit introduction of low or medium density residential. The business park portion should be at least 50 percent of the development but not less than 30 acres as a

guideline. The Village may permit a different scale or proportion if the overall development affords the intended benefits of the Planned Unit Development process and helps to achieve the other policies of the Plan.

Fourth, low density residential would be planned adjacent to the public recreation areas and in proximity to existing low density development. Such development should be served by municipal sewer and water if feasible. Residential development in this sub-area would provide a unique opportunity to create pedestrian and bicycle linkages between residential neighborhoods and the commercial, employment and recreational opportunities focused on IL 173 and Wilmot Roads as well as the nearby parks and open space. If municipal sewer and water are not feasible at the time of development, larger lot estate residential could be considered. Clustering of the developed portion of the property is strongly encouraged to reduce the cost of public services

and to enhance the sense of a Residential neighborhood while featuring consolidated areas of common open space for the enjoyment of the residents.

One key to distinguishing this gateway from typical commercial areas found literally anywhere along arterial roads throughout the country, and to make it a place with a unique identity tied to the landscape, is the preservation of an outdoor character along the two major roadways. This requires unique standards to create a unique and memorable character. The character should also project one of quality development which will attract tourists and shoppers to the commercial opportunities. A 50 foot setback to any parking, parallel access aisle or building should be created along the ultimate right-of-way of IL 173 and Wilmot Roads for commercial development. In order to accommodate the ultimate right-of-way for these two roads, the setback should be considered 120 feet from the centerline unless a petitioner can demonstrate that the ultimate right-of-way would be less than 120 feet in which case the 50 foot setback would apply. The setback from residential development should be 100 feet for residential development from the right-of-way limits or 160 feet from the center line. Within the setback, regardless of the adjacent use, a meandering landscaped berm or extensive landscaping incorporating many evergreen trees and shrubs should be developed. An eight foot recreational path should connect the commercial development with recreational and open space areas and regional pathway system and link to residential neighborhoods in the area.

Access points should be separated from the intersection of IL 173 and Wilmot Roads at least 250 feet and access points separated by a minimum of 400 feet.

The Thelen Sand and Gravel property is the largest component of this sub-area and was annexed and zoned under the M-2 Reclamation Overlay District (ROD). In addition to the Thelen property there are several large parcels, which are adjacent to the ROD, and should be planned to continue in a similar and compatible fashion.

This sub-area represents a northern half of town where the future of Fox Lake will be significantly defined. On one hand, there is a concern that this new growth is so separated physically and functionally from the historic Fox Lake that it has no sense of identity and relationship. On the other hand, this Northern section represents an opportunity for achieving many of the goals and objectives of the Village including diversity of residential housing and expansion of the economic base of Fox Lake which mean jobs, shopping and recreational

opportunities as well as a tax base upon which to expand and improve Village facilities and services.

One key to distinguishing this gateway from typical commercial areas found literally anywhere along arterial roads throughout the country, and to make it a place with a unique identity tied to the landscape, is the preservation of an outdoor character along the two major roadways. This requires unique standards to create a unique and memorable character. The character should also project one of quality development which will attract tourists and shoppers to the commercial opportunities. A 50 foot setback to any parking, parallel access aisle or building should be created along the ultimate right-of-way of IL 173 and Wilmot Roads for commercial development. In order to accommodate the ultimate right-of-way for these two roads, the setback should be considered 120 feet from the centerline unless a petitioner can demonstrate that the ultimate right-of-way would be less than 120 feet in which case the 50 foot setback would apply. The setback from residential development should be 100 feet for residential development from the right-of-way limits or 160 feet from the center line. Within the setback, regardless of the adjacent use, a meandering landscaped berm or extensive landscaping incorporating many evergreen trees and shrubs should be developed. An eight foot recreational path should connect the commercial development with recreational and open space areas and regional pathway system and link to residential neighborhoods in the area. Access points should be separated from the intersection of IL 173 and Wilmot Roads at least 250 feet and access points separated by a minimum of 400 feet.

### ***Illinois Route 12 Corridor Sub-area***

The character of this major US highway will convey an image to the thousands of motorists who use it each day and in particular to the tourist traffic which Fox Lake hopes to tap as one basis of economic development. There is a need to make this driving experience impart a unique identity and pleasurable viewing experience. Consistency of treatment of the right-of-way will help to achieve these two goals. The key **objectives variables** are:

1. Consolidate and define driveways and access points to adjacent properties, taking advantage of alternative means of access such as secondary roads, service drives, cross access easements and other techniques to minimize interruptions to the through traffic and increase safety for turning movements;
2. Incorporate setbacks which provide room for consistent landscape treatments, buffering of parking and storage areas and a sidewalk on the west side. A 50 foot setback is recommended for development in the currently undeveloped portions of the corridor;
3. Buffer outdoor storage and utilitarian areas such as utility transformers and sub-stations with landscaping, attractive fencing and berms. New areas of outdoor storage or utilitarian industrial or warehouse uses should not be located on this key section of IL 12;

4. Adopt an overlay corridor design standard for signs which maintains a maximum height of 24 feet and maximum sign area of 100 square feet with landscaping and sign design to relate to the business and, where appropriate, to the architecture of the principal; structure; and,
5. As vacant or under-utilized parcels are developed, or redeveloped, the uses, architecture and landscaping should reflect the importance of this corridor as both a gateway to the community and as Fox Lake's major opportunity to attract tourists passing through the Village to recreational destinations in the region.

***Definition of Route 12 Corridor Sub Area*** - 4 distinct sub-areas will be used for definition of the entire planning area:

- 1) North – Starting at the North edge of the Village Planning jurisdiction and extending to the South end of the Route 12 bridge.
- 2) North Central – South from the South end of the Route 12 bridge to Eagle Point Road.
- 3) South Central – South from Eagle Point Road to the Route 12/59 split.
- 4) South – South from the Route 12/59 split to the southern edge of the Village Planning jurisdiction.

#### **A) North Route 12 Corridor Planning Sub-Area**

- 1) All development or redevelopment, fronting Route 12 or immediately accessible to Route 12, shall be developed under B-3, B-4, or B-5 zoning only.
- 2) Install, improve or upgrade all infrastructures.
  - a. Sidewalks both sides of Route 12
  - b. All utilities to be underground
  - c. Street/Sidewalk lighting where appropriate
- 3) Create bike path for connection to State Park.
- 4) Pursue annexation to increase open space areas.
- 5) Install additional Street Lighting.
- 6) Improve (coordinated) signage for lakefront and downtown destinations. Implement current Comprehensive Plan recommendations (Figure 3-3, 3-4.1, 3-4.2, 3-4.3, 3-5.1 and 3-5.2).

**B) North Central Route 12 Downtown Planning Sub-Area**

- 1) All development or redevelopment, fronting Route 12 or immediately accessible to Route 12, shall be developed under B-3, B-4, or B-5 zoning only.
- 2) Install, improve or upgrade all infrastructures.
  - a. Sidewalks both sides of Route 12
  - b. All utilities to be underground
  - c. Street/Sidewalk lighting where appropriate
- 3) Resume Façade Program.
- 4) Implement Streetscape Plans as specified in Figure **3-7.1 and 3-7.2**
- 5) Improve (coordinated) signage for lakefront and downtown destinations. Implement recommendations Figure **3-3, 3-4.1, 3-4.2, 3-4.3, 3-5.1 and 3-5.2.**

**C) South Central Route 12 Planning Sub-Area**

- 1) All development or redevelopment, fronting Route 12 or immediately accessible to Route 12, shall be developed under B-3, B-4, or B-5 zoning only.
- 2) Install, improve or upgrade all infrastructures.
  - a. Sidewalks both sides of Route 12
  - b. All utilities to be underground
  - c. Street/Sidewalk lighting where appropriate
- 3) Implement Streetscape Plans as specified in Figure **3-7.1 and 3-7.2**
- 4) Develop Enhanced Landscaping Requirement per zoning classification.
- 5) Improve (coordinated) signage for lakefront and downtown destinations. Implement recommendations -Figure **3-3, 3-4.1, 3-4.2, 3-4.3, 3-5.1 and 3-5.2.**

**D) South Route 12 Planning Sub-Area**

- 1) All development or redevelopment, fronting Route 12 or immediately accessible to Route 12, shall be developed under B-3, B-4, or B-5 zoning only.

- 2) Install, improve or upgrade all infrastructures.
  - a. Sidewalks both sides of Route 12
  - b. All utilities to be underground
  - c. Street/Sidewalk lighting where appropriate
- 3) Enforce minimum 120' set-backs from Route 12.
- 4) Install additional Street Lighting.
- 5) Develop Enhanced Landscaping Requirement per zoning classification.
- 6) Improve (coordinated) signage for lakefront and downtown destinations.  
Implement recommendations - Figure 3-3, 3-4.1, 3-4.2, 3-4.3, 3-5.1 and 3-5.2.

~~The section of IL 12 through the Town Center is described and illustrated in association with the Town Center sub-area section~~

## Key Development Areas

Throughout the Fox Lake planning jurisdiction there is nearly 5,000 acres of agricultural or vacant land comprising approximately 18 percent of the land area within the planning jurisdiction. There are also 3,900 acres of natural areas, which are incorporated into environmental corridors on the future land use plan and shown as parks and open space in the tabulation of future land uses. There are also sand and gravel extraction areas which may be reclaimed for alternative uses after mining operations are concluded. Within the areas available for development or redevelopment there are ~~13~~ 11 areas identified as *key development areas*. Each of these represents a uniquely important development or redevelopment opportunity due to a combination of planning factors which include large parcels in single ownership, location, access and visibility. For each of these key development areas, the Plan identifies recommended uses, goals and objectives for the various uses, and the Planning and Design Guidelines which follow at the end of this chapter. Although the development of small individual parcels is also uniquely important to the future of Fox Lake, the type, intensity and quality of development is adequately governed by the general policies and guidelines applied as each parcel is reviewed by the Village. Therefore, projects proposed within any key development area are to be processed as a Planned Unit Development.

~~Thirteen~~ Eleven key development areas have been identified and are shown on **Figure 3-2**. The north gateway sub-area encompasses key development areas 1 through 6. A brief summary of the recommended uses and development conditions of each area are as follows.

**Development Area #1** – The boundaries of this area are south of the Wisconsin border and west of Wilmot Road and the Gander Mountain Forest Preserve. A mixed-use development ~~consisting of a~~

~~business park and residential uses is recommended.~~ incorporating commercial at the northwest corner of Route 173 and Wilmot road with an adjacent higher density residential component including detached single-family residential, medium density residential, and multi-family residential.

**Development Area #2** – This area includes a portion of land located directly south of the Gander Mountain Forest Preserve. ~~Medium density residential uses, such as townhomes and cluster single family homes are recommended. A higher density housing component would be appropriate for this area because of its proximity to the commercial uses discussed in development area #4. The possibility of a ski/snow boarding recreational element is an alternative which could capitalize on the existing terrain and natural elements of this site. Another alternative would be low density residential for all or part of the area. Low density in all cases would reflect the desire for sewer service and would include lots up to one acre in size.~~ A mixed-use development incorporating detached single-family residential for the areas adjacent to the forest preserve with medium density residential and multi-family residential appropriately placed next to the commercial areas.

**Development Area #3** – This is the northeast corner of the key intersection of IL 173 and Wilmot Road. It is planned to be a future retail commercial center serving the northern half of Fox Lake and the rural communities to the north, east and west.

**Development Area #4** – The boundaries of this area are south of Route 173 and east of Siedschlag Road. ~~Business Park is the recommended use for this area.~~ A mixed-use development incorporating commercial at the southwest corner of Route 173 and Wilmot Road with an adjacent higher density residential component including medium density residential, and multi-family residential.

**Development Area #5** – This is the southeast corner of the key intersection of Route 173 and Wilmot Road, an area designated as industrial (mining). ~~The current owner has annexed this land and had it zoned manufacturing as a part of the annexation agreement.~~ Mining will continue to occur in this area for an indefinite period of time. A future business park or permitted uses under M-1 zoning should be incorporated in this area.

**Development Area #6** – The boundaries of this area are south of the Wisconsin/Illinois border, east of the Fox Creek River, and north of the Chain O'Lakes State Park. The recommended use is low-density residential which would build upon and relate to the natural elements of the site, including the Fox Creek River and the state park. This site could also lend itself to some forms of recreation such as a golf course.

**Development Area #7** – This is a large area east of the Fox River and north of IL 173. Some low density residential already occurs in this area. It is dominated by natural features and will be difficult to serve with gravity fed sewers. Low density residential is shown for this area.

**Development Area #8** – The boundaries of this planning area are south of English Prairie James Road and east and west of Wilmot Road. The area is planned for low-density residential use.

**Development Area #9** – The boundaries of this area are north and south of Main Street and east of Wilmot Road, to State Park Road. The area is generally surrounded by one acre lots. The Plan shows low-density residential use for this site area.

~~**Development Area #10**—The approximate boundaries of this area are south of Grass Lake Road and west of Route 12. This area is planned for low-density residential. A portion of the property contains a farm with a historic octagon barn which should be preserved and incorporated into a residential PUD. The area is situated outside the corporate boundaries of Fox Lake, with proximity to the Villages of Spring Grove and Johnsburg. Fox Lake will continue discussions with these communities concerning boundary agreements and sewer and water connections.~~

**Development Area #11 10** – This area is defined as south of Sayton Road to Route 12/59 split. Development in this area is planned for commercial uses pursuant to the applicable Route 12 Corridor Sub-Area guidelines with a medium density residential component in the southeast portion. This area also includes the highly visible hill top site located at the Route 12/59 split of IL Routes 12 and 59. Development on this site must not destroy the natural character of this key entry to Fox Lake. A tree preservation plan, as well as, buffering between existing and future uses should be incorporated when considering development of this site. Medium-density residential is recommended due to its proximity to the Village Town Center and to open space around wetlands on the north side. Access to the site should be provided so that traffic to this medium density housing would not necessarily pass through the existing single family neighborhood to the east. The site is unsuitable for more intense development due to the character of the site and access constraints.

**Development Area #12 11** –This is the key intersection of Route 12/59 and Route 134. Development in the area is planned for commercial uses pursuant to the applicable Route 12 Corridor Sub-Area Guidelines. To the west of this area, medium-density residential uses are recommended, such as townhomes. The medium density would provide housing in proximity to the shopping and employment opportunities as well as a transition in the intensity of use between the commercial area along 12 & 59 and single family residential around Redhead Lake. An alternative use would be a hotel or motel.

~~**Development Area #13**—This area includes the undeveloped land south and west of Lake of the Hollow. Low density residential is planned for this area. It should build upon and incorporate the natural areas of the site, including Lake of the Hollow.~~

## Transportation

### *Functional Classification*

Establishing a method of functionally classifying roadways is an important element in the Transportation Planning process. Not all roadways within the Village’s planning jurisdiction are intended to serve the same purpose, and, therefore, should not have the same design characteristics. The two major considerations in functionally classifying roadways and streets are the level of access and mobility which they provide. There is an inherent conflict in addressing the need for a roadway to provide mobility, while allowing for adequate access to abutting properties. Regulating the number of driveways and side streets is necessary on arterials to enhance their primary function of mobility.

Conversely, the primary function of local roads and streets is to provide access, implementations of which causes a limitation of mobility. Therefore, the extent and degree of access control is a significant factor in defining the functional category of a roadway.

*Major Arterial* – Major arterial routes serve the primary centers of activity within the Village, the highest traffic volumes and the longest trip lengths. They are roadways which have intercity continuity, regional importance and that provide reasonable continuous routes through the Village. For the purpose of this plan, major arterials are roads that typically carry traffic volumes Greater than 12,000 vehicles per day (vpd), and are usually under the jurisdiction of the State or County governments.

*Secondary Arterial* – Secondary arterial routes interconnect and augment the major arterials. They accommodate trips of moderate length, provide slightly less mobility than the major arterials but provide more emphasis on land access. Secondary arterials can also include those that serve major traffic flows between various districts within the Village. For the purpose of this Plan, secondary arterials are facilities that typically carry between 5,000 and 12,000 vpd, and are usually under the jurisdiction of the County or Township. Occasionally a Village street will carry sufficiently large traffic volumes and be of such continuity as to require its classification as a secondary arterial.

*Collector Street* – Collector streets provide both land access service and traffic circulation *within* residential neighborhoods, commercial and industrial areas. Collectors differ from arterials in that they penetrate into these land use areas, disturbing trips from the arterials throughout the area to their ultimate destination. For the purpose of this plan, collector streets are facilities which carry between 1,000 and 5,000 vpd, and are typically under the jurisdiction of the Village. Roadways within the collector street classification can be further classified by the primary land use area which they serve in order to provide continuity between the Comprehensive Plan and the Subdivision Ordinance (industrial collector, commercial collector or residential collector).

*Local Street* – Local streets are all those roads not in one of the higher classifications. They primarily permit direct access to abutting lands and provide connections to the higher order roadways. Service to through traffic movements should be deliberately discouraged on these roads by making them discontinuous. For the purpose of this plan, local streets are facilities that carry less than 1,000 vpd, and are under the jurisdiction of the Village. Facilities within the local street classification may be further classified by the primary land use which they serve in order to provide continuity between the Comprehensive Plan and Subdivision Ordinance (local industrial, local commercial or local residential).

### ***Proposed Classifications***

#### *Arterial Streets*

- IL Route 173
- Wilmot Road from IL 12 north
- IL Route 12
- IL Route 59
- IL Route 134

#### *Collector Streets*

- Main Street Road
- State Park Road
- Grass Lake Road
- Grand Avenue
- Wilson Road
- Rollins Road

## **Parks and Recreation and Open Space**

The mission statement includes the declaration “celebrate the unique character and water resources of the region as a distinctive feature upon which to visually and functionally relate new development”. The objectives identify 20 percent of the gross areas of new subdivisions to usable, accessible open space. The plan identifies environmental corridors with wetlands, flood plains and distinctive plant communities to be preserved. These will create a network of green space which enhances the residential neighborhoods and the image of the Village in the midst of a park, a forest, a lake region. This image is not only esthetically pleasing but a key to developing and maintaining high quality commercial recreation and tourism as a key element of the economy of the Village. People are attracted to the beauty, the quiet, the character and the recreational opportunities close to their home and the surrounding Village.

Fox Lake is the Village for the Chain O’ Lakes State Park, the heart of Illinois’ largest concentration of natural lakes. The park borders three natural lakes, Grass, Marie and Nippersink, and the Fox River which connects the park to seven other lakes beyond the park boundaries. Fox Lake is the gateway to the tourist attractions and resort communities of southern Wisconsin. The park has nearly 3,000 acres with an adjoining 3,200 acre conservation area. No other Illinois community is situated in such a favorable relationship to recreational resources and public park land. This is a natural base upon which to shape the future of the Village.

Each subdivision proposed within the large areas of agricultural land in the Fox Lake Planning jurisdiction, should be approved based upon the designation of at least 20 percent of the gross area in open space, dedicated to the perpetuity and maintained by a public agency (park district, Village,

Forest preserve District or home owner's association). The designated area should incorporate the land set aside for environmental corridors as a priority. Setbacks from roadways, detention ponds and easements should be included only if they are improved for active or passive recreational use. If the percent of the site which has environmental corridors exceeds the 20 percent, the Village could consider density bonuses for the buildable portion of the site which would compensate the owner for setting aside more than the required amount of open space. However, most of the environmental corridors have natural limitations regulated by Lake County and the U.S. Army Corps of Engineers and the Village is not obligated to compensate for these site constraints. In some cases, the Village could work with a petitioner to seek purchase of the open space by one of the public agencies.

Where the Village deems particular types of park or park school facilities are appropriate, the following guidelines should be followed.

A "*pocket park*" is a specialized recreation facility provided to serve a limited population or specific group such as tots or senior citizens. It should be located within neighborhoods and in proximity to townhomes, apartments or housing for the elderly. An area of 2,500 to 10,000 square feet is recommended by the National Recreation and Park Association.

A "*neighborhood park*" is an area which is planned to meet the recreational needs of people living in a neighborhood or subdivision. They include more active recreational opportunities than the pocket parks. Where possible, they should be developed in association with elementary and/or junior high school sites and designed to serve the needs of children from grades K through 8. School and community recreation programs can then be coordinated to make better and fuller use of the facilities and to reinforce the positive identity of children with their learning environment and neighborhood. According to Urban Planning & Design Criteria by Joseph DeChiara, the minimum recreation area recommended for a neighborhood park-school (elementary) site is 20 acres. A neighborhood park alone should be designed to accommodate the specific areas and equipment to serve the projected user population.

A "*community park*" should serve an area with a radius of up to one and one-half miles. When combined with a junior high school a minimum site area of 40 acres is recommended. When combined with a senior high school, a minimum site of 50 acres is recommended. The site size should be based upon program needs which could include: the physical educational and instructional program; school –supervised games, sports, and athletics; and school and community recreation activities during out-of-school hours. These recommendations are from Urban Planning & Design Criteria by Joseph DeChiara. However, based upon the open space character of the Village, somewhat larger sites are suggested.

A summary of recommended minimum standards is shown in **Table 3-2**.

## **Planning and Design Guidelines**

The Future Land Use Maps shows the type and density of land use proposed for the Village at full development. The goals, objectives and the policies help to explain the rationale for the Plan. To assist the Village in consideration of additional factors which affect the functional and aesthetic quality of new development, Planning and Design Guidelines are included in the Plan. Some or all of these may eventually be incorporated into the Zoning or Subdivision Ordinances.

The purpose of the following guidelines is to assist the Village in the evaluation of specific site plans and development proposals. Although some of these guidelines may eventually be incorporated into development ordinances, they present planning principles that will help the Village achieve the goals and objectives of the Comprehensive Plan and produce high quality development.

### ***Residential Development Guidelines***

Residential development should be evaluated as an integral part of the surrounding neighborhoods and land uses. Considerations include: the compatibility of adjacent land uses; the availability of public services and facilities; the character of the landscape; the continuity of the local roads, walkways and open space; protection from traffic impacts; and the planning and design considerations contained in the following specific guidelines:

#### **1.0 Small residential subdivisions and residential infill development:**

- 1.1 New development should be compatible and harmonious with the character of adjacent buildings and the existing streetscape.
- 1.2 Natural features, including significant existing trees and vegetation, topographical character, wetlands and drainage should be protected where possible and incorporated into the planning and design of the subdivision.
- 1.3 Private roads and driveways serving more than two dwelling units are discouraged unless a desirable subdivision can only be implemented with a reduction in the number of curbs cuts on public rights-of-way by the use of a private drive.
- 1.4 Small subdivisions should be linked to the surrounding street network in a safe and logical fashion. Major entrances and exits should include appropriate sight lines, relationship of alignment with other drives and intersections, and incorporate appropriate geometrics and traffic control measures to maintain safety, capacity, and operational efficiency.
- 1.5 Flag lots are discouraged.

- 1.6 Curb cuts onto arterial and major collector streets should be minimized.
- 1.7 Dwellings adjacent to arterials and major collector streets should be set back further from the right-of-way than those located on local streets or minor collectors.
- 1.8 Detention areas should be designed to accommodate localized storm water runoff and encourage joint detention with adjacent landowners.
- 1.9 Small subdivisions should incorporate lotting and circulation systems that fit into the established pattern of rights-of-way and existing development. Wherever possible, smaller subdivisions should be considered in relation to all of the contiguous planned areas that are likely to develop in the future, in order to achieve an orderly and unified plan. Site plans should not create small islands of dissimilar land uses or lotting that could not efficiently be incorporated into the broader circulation and land use pattern of the surrounding area.
- 1.10 All new development should comply with Village plans, policies, ordinances and standard as amended.
- 1.11 All of the applicable guidelines for large scale subdivisions contained in 2.0 should be followed.
- 2.0 **Major Residential Subdivision Guidelines:** There are many large tracts of vacant or agricultural land within the Village's planning jurisdiction that could be developed as major subdivisions or mixed use planned developments. In addition to the applicable guidelines for small subdivisions the following guidelines relate to larger scale developments.
  - 2.1 The internal system of local streets should discourage through or shortcutting traffic.
  - 2.2 Retention areas should consider maintenance requirements, water quality, visual, recreational and wildlife values and opportunities, as well as hydrologic criteria.
  - 2.3 Where possible, an internal pedestrian/bikeway trail system should be incorporated into the design to increase accessibility to: nearby schools, employment, shopping areas, public parks and community open space. Pedestrian/bikeway easements should be provided to school or park sites at a mid-block location where long blocks are adjacent to these uses.
  - 2.4 Site planning should emphasize the effectiveness and visual quality of buffers between residential uses, major arterial roadways and adjacent non-residential development.
  - 2.5 An anti-monotony code should be developed for each major subdivision that reflects the specific housing product, density and site character.

- 2.6 Useable, accessible open space should be provided as a part of new residential developments. Recreation opportunities and facilities should be consistent with the needs of the residents of the development, the Village, and applicable school districts. Land designated for public uses should not be sold for development at a later date, and methods should be established to assure their maintenance in perpetuity.

### ***Environmental Corridor Guidelines***

- 3.0 All plans should respect the natural features and characteristics of the existing landscape and consider the role the development will play in meeting the open space and recreational needs of existing and future residents of the City. The protection and preservation of open space and environmental corridors can be achieved by implementing the following guidelines:
  - 3.1 Floodplains, wetlands, areas of ecological or archaeological significance and mature forests should be preserved as open space. Where feasible, they should be used for recreational activities, wildlife habitat, and pedestrian/bikeway trail systems.
  - 3.2 Easements should be dedicated to provide for trail system extensions linking major open space, parks and environmental areas.
  - 3.3 New residential development should provide play areas for small children in proximity to all of the homes as well as appropriately scaled open space and pedestrian linkages to the area-wide facilities which serve the more active recreation needs of older children and adults.
  - 3.4 Public access to the lakes should be encouraged and expanded upon for recreational purposes and for the general enjoyment of residents and visitors to the area. Where feasible, views of the lakes, from the public right-of-way, should be preserved in order to build upon the unique identity of the Village.

### ***Commercial Development Guidelines***

- 4.0 Convenience shopping should be provided with a minimum of curb cuts on major streets, with strip development being discouraged **unless developed with a unified layout and design**. Strip development refers to a string of commercial uses on individual zoning lots, lined along a public right-of-way. It is characterized by: excessive curb cuts, turning movements and signage; and, lack of continuity or compatibility of site planning and design.
- 4.1 Neighborhood convenience shopping opportunities should be provided in centers of a unified design on sites not less than 3.0 acres.
- 4.2 Curb cuts should be limited, and the use of shared driveways and side street access is encouraged whenever possible.
- 4.3 Site planning for commercial developments should protect existing trees and employ setbacks that will enhance the character of the streetscape.
- 4.4 The architectural design of commercial structures should project a design quality that enhances the economic viability of the business and the visual quality of the public right-of-way and streetscape.
- Projects should include the following; a unified design for tenant signage; screening of trash collection, parking and loading areas from public view; appropriate setbacks given the surrounding uses; properly scaled landscaping; interior and exterior lighting scheme that does not project beyond the property line; and a unified pedestrian circulation system.
- 4.5 Outdoor storage areas associated with commercial or office/research developments should be screened from public view by a berm, fence, or landscaping, and be subject to approval by the Village Board. Such berm, fence or landscaping should be a minimum of five feet tall and achieve a year-round opacity screening of 75 percent.
- 4.6 All roof-mounted mechanical equipment should be screened from public view on all four sides of the building by parapet walls, roof-structure, or screens that are equal in height to the tallest piece of equipment. Such screens should be compatible with the materials, colors and design character of the building of which they are a part. Structures such as flues, stacks, intake and exhaust hoods, etc. that are not required to be screened should be painted to blend with the building.
- 4.7 Loading areas should accommodate truck movements without interrupting flow on public streets or blocking access to parking or for emergency vehicles.

### ***Business Park Guidelines***

- 5.0 The oldest industrial areas were developed as individual industrial buildings on a single zoning lot. Following World War II, developers began creating industrial and office parks. There were efficiencies and benefits of clustering similar and compatible uses, applying uniform design standards and designing the transportation system to meet the specific needs of the area. Recently, an even higher quality of development has emerged – Business Park. A Business Park provides for a unified development of mixed uses, in a campus-like setting, which will promote and maintain desirable economic activities. It is proposed that the future land use plan for Fox Lake will incorporate this designation to reflect the Village’s desire for high quality, contemporary, business park development. Business Parks typically employ more site amenities and green space, generate fewer vehicle trips, create less noise from site activities, and have a lower intensity of lighting and signage than retail commercial uses. Office buildings are generally not utilized during the evening hours and weekends, which reduces the potential for conflicts with residential activities. These uses tend to generate their peak traffic during the most congested hours.
- 5.1 Developments should be compatible with the community in terms of: low pollution levels (light, noise, air, etc.); routing of heavy traffic; and design character of nearby existing land uses.
- 5.2 More intense developments should be buffered from residential uses by means of large setbacks, landscaping or by mutually compatible land uses, such as open space, office or institutional uses.
- 5.3 Uses that generate substantial vehicular traffic should be located to be accessible from major streets so that truck and employee traffic is not routed through residential areas. Such development should contribute a fair share of the cost of making public off-site improvements to accommodate their impact.
- 5.4 Site planning for office/research developments should protect existing trees and employ setbacks that will enhance the character of the streetscapes.
- 5.5 Outdoor storage areas should be screened from public view by a berm, fence, or landscaping, subject to approval by the Village Board. Such berm, fence or landscaping should be a minimum of five feet tall and achieve a year-round opacity screening of 75 percent.

- 5.6 All roof-mounted mechanical equipment in excess of 36 inches in height should be screened from public view on all four sides of the building by parapet walls, a roof-structure, or screens that are equal in height to the tallest piece of equipment. Such devices should be compatible with the architectural character of the principle structure. Structures such as flues, stacks, intake and exhaust hoods, etc. that are not require to be screened should be painted to blend with the building.

### ***Major Intersection Development Guidelines***

- 6.0 The Comprehensive Plan encourages controlled development of key intersections. Protection of the safe and efficient handling of traffic and the creation of attractive thoroughfares are key objectives. Non-residential development at key intersections should follow these guidelines.
  - 6.1 Buildings should be set back a minimum of 120 feet from the right-of-way.
  - 6.2 Parking should be set back a minimum 50 feet from the right-of-way.
  - 6.3 Curb cuts should be a minimum of 120 feet from the intersection, as measured from the centerline of the curb cut to the centerline of the right-of-way.
  - 6.4 Commercial development should incorporate high quality landscape design the length of all perimeter yards.
  - 6.5 The visual and functional integrity of the wetlands and steep slopes adjacent to the intersections should be preserved.
  - 6.6 Signs should be set back a minimum of 15 feet from the right-of-way to protect sight lines. Signs should be low-profile, with landscaped based, and contribute to an uncluttered streetscape, reducing driver distractions and confusion. Signs should be compatible with the architecture of the structure. Free-standing signs should relate to the design of the tenant/wall sign. Individual attached letters are preferable to box or track wall signs.
  - 6.7 Lighting installed for individual developments should be shielded to prevent glare on the adjoining properties, and should not include dropped lenses. Metal halide or mercury vapor luminaries should be used in lieu of high-pressure sodium in order to prevent excessively bright illumination. A continuity of light fixture design is encouraged.

### ***Lakefront Development Guidelines***

- 7.0 The Village of Fox Lake evolved as a resort community located in the heart of the Chain of Lakes and the limited shoreline is one of its most unique and valuable resources. The character of the community is evolving over the years through re-development and changing uses have been and will continue to be proposed for the lakefront. The following guidelines shall be considered when evaluating proposals for lakefront development:
- 7.1 Deviations in building height may be allowed in exchange for increased green space and setbacks from the lake.
- 7.2 Deviations in density shall be more favorably considered in developments within reasonable walking distance of the downtown business district.
- 7.3 Deviations in density may be considered for projects which include developer-paid improvements to the Village.
- 7.4 Any proposal to convert a site currently allowing public access to the lakes to a use which does not allow for public access will be more favorably considered if the developer contributes to lakefront public access elsewhere in the Village.

**Table 3-2  
Park School Sites**

<b>Facility</b>	<b>Min. Site</b>	<b>Park<sup>1</sup></b>	<b>Total<sup>2</sup></b>	<b>Suggested Park School Standard</b>	<b>Estimated Number of Pupils</b>
Elementary	15 ac	6 ac	21 ac	20 ac	600-900
Jr. High	50 ac	25 ac	45 ac	40ac	600-900
High School	40 ac	24 ac	65 ac	60 ac	1,200-1,400

<sup>1</sup> Neighborhood Park, 6 ac  
Community Park with Play Fields, 25 ac

<sup>2</sup> Adding Separate Site Requirements