

Approved

**Village of Gurnee**  
**Planning and Zoning Board Minutes**  
**May 15, 2019**

**1. Call to Order and Roll Call**

The meeting was called to order at 7:30 p.m.

Planning and Zoning Board Members Present: Chairman James Sula, Brian Baugh, Tim Garrity, and Edwin Paff

Planning and Zoning Members Absent: Josh Pejsach, David Nordentoft, and Laura Reilly

Other Officials Present: David Ziegler, Community Development Director; Tracy Velkover, Planning Manager; Clara Gable, Associate Planner, and Bryan Winter, Village Attorney

**2. Pledge of Allegiance**

**3. Approval of the April 17, 2019 Planning & Zoning Board Meeting Minutes**

Mr. Sula asked if there were any questions or comments regarding the minutes from April 17<sup>th</sup>, and, if not, a motion would be in order.

Mr. Garrity motioned, seconded by Mr. Baugh, to approve the April 17, 2019 meeting minutes.

Voice vote:

All "Ayes," no "Nays," none abstaining

Motion carried: 4-0-0

**4. Zoning Map Amendment: Brain M. Grassa/Cedarwood Development on behalf of Jetro Restaurant Depot (east of Tri-State Parkway and south of the Holiday Inn)**

*Brian M. Grassa, on behalf of Jetro Restaurant Depot is seeking the rezoning of approximately seven acres located on the east side of Tri-State Parkway, approximately 800 feet south of Grand Avenue. The subject property is currently zoned O-2, Office Campus District, and the requested zoning is I-1, Restricted Industrial.*

Ms. Gable introduced the subject by stating that Brian Grassa of Cedarwood Development, on behalf of Jetro Restaurant Depot, has requested a rezoning from O-2, Office Campus District, to I-1, Restricted Industrial District for property located on the east side of Tri-State Parkway, approximately 800 feet south of Grand Avenue (immediately south of the Holiday Inn at 6161 Grand Avenue). The subject property is surrounded by C-2, Community Commercial to the north, O-2, Office Campus District to the west, and residentially-zoned ComEd property to the east and south. Beyond the Com Ed high power lines to the east is the Tri-State Business Park which carries industrial zoning. Although the existing Comprehensive Land Use Map reflects "Office/Service" for this lot, with the Comprehensive Plan update staff has suggested the "Industrial Mixed Use" designation for this property along with the parcel across Tri-State Parkway and into the Tri-State Business Park. The change in designation is in recognition that newer industrial areas are becoming less traditional in nature and therefore open to a broader range of uses

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including retail/entertainment, offices, and hotels. The requested zoning fits into the draft Future Land Use Plan as the I-1 district allows a range of uses including heavy retail, rental and service, office, industrial, and general retail, service, and restaurants when secondary to a larger office and/or industrial development and integrated into the larger development. As with all rezoning petitions, the Planning and Zoning Board will make a recommendation that will be forwarded to the Village Board for their determination. The petitioner is in attendance to present their plans and answer any questions the board may have.

Noting that this was a public hearing, Mr. Sula asked that anyone wishing to speak on the matter be sworn in. The Village Attorney, Mr. Winter, conducted the swearing-in.

Brian Grassa, of Cedarwood Development, began his presentation by introducing himself and stating that he was appearing on behalf of Jetro Restaurant Depot. He elaborated that Jetro has a seven-acre parcel under contract to purchase and develop pending due diligence in investigation and amendment of zoning. He offered history on Jetro, explaining that they are wholesale provider to bars and restaurants, selling both food and equipment to those in the industry. He indicated that they are not open to the public. He provided an exhibit that identified the location of the parcel and surrounding properties, including their zoning and land use. He illustrated the preliminary plan of the proposed project, noting access points, loading areas, parking, etc. He also described the proposed structure as a one-story 55,000 square foot building. Mr. Grassa then offered to answer any questions.

Mr. Sula asked if there were any questions from members of the Board, reminding that there purview on the matter is zoning of the property, and not the specific use or plan.

Mr. Paff stated that he felt that the zoning was appropriate, particularly in light of the proposed Comprehensive Land Use Map update.

Mr. Sula stated that he was comfortable with the rezoning, as—while they have not yet reviewed the Comprehensive Land Use Update—he feels it will fit into its concept as they have preliminarily discussed.

Mr. Sula then opened the floor to the public.

Mr. Mark Bautista, with the Bob Rohrman Auto Group, introduced his organization as seller of the property. He explained as he was present to support the petition and answer any questions the Board may have.

Mr. Sula then closed the floor to the public. He asked if there were any more questions from the Board, and if not, stated that a motion would be in order.

Mr. Paff motioned, seconded by Mr. Garrity, to forward a favorable recommendation on the petition of Brian M. Grassa with Cedarwood Development, on behalf of Jetro Restaurant Depot, for a Zoning Map Amendment from O-2, Office Research District, to I-1, Restricted Industrial District, for an approximate 7-acre parcel located on the east side of Tri-State Parkway, approximately 800 feet south of Grand Avenue.

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Mr. Sula asked if there was any discussion on the motion. As there was not, a vote was taken.

Roll Call Vote:

Ayes: Baugh, Garrity, Paff, and Sula

Nays: none

Abstain: none

Motion carried: 4-0-0

Mr. Sula wished the petitioner good luck and explained that Village staff will keep them abreast regarding the next stage of the process.

## **5. Comprehensive Lane Use Plan Update**

*Representatives of Camiros, Ltd., will provide an overview of the work completed to date on the update of the Village's Comprehensive Land Use Plan, including a draft of the Future Land Use Map.*

Ms. Arista Strungys, with Camiros, stated that they are there tonight to present what is the skeleton of the Comprehensive Plan; the goal, objectives and policies. In addition, they are there to present several sub-area plans for areas that the Village identified as areas needing additional study. She noted that they provided a booklet that provides some additional material than what was provided earlier. There are also copies in the back of the room for anyone from the public.

Ms. Strungys stated that the Comprehensive Plan is really laying out the vision for the community. She noted that it is looking at a 20 year vision for the community, which is pretty typical of Comp Plans. She noted that it is organized around the following 5 categories:

- Land Use and Community Character Areas
- Residential Neighborhoods
- Economic Development
- Environment and Open Space
- Mobility

Within each of these sections there are goals and objectives, and policies (the strategies that move the goals and objectives toward the vision). She walked the PZB through each of these 5 categories and their associated goals, objective and policies. She noted that the PZB will see some of these items repeated because not all the policies are discreet. They will come together to achieve the ultimate community character goal. She also noted that goals and objectives in the Land Use and Community Character Area section will be reflect on the Future Land Use Map, which will also be discussed later. A copy of the PowerPoint presentation that goes into the details of the goals, objectives, and polices of each of these categories is attached.

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Mr. Chris Jennette, with Camiros, presented the Future Land Use Map which designates appropriate areas for accommodating some of the goals and objectives of the Comp Plan (looking at existing land uses, infrastructure, etc.). He pointed out that there are some changes to the land use categories on the existing Comp Plan Map and the draft Future Land Use Plan Map. Most of the changes are due to consolidation of existing land use designation categories. For instance, he indicated that the current Comp Plan Map provides 5 different residential categories, while the proposed map provides only 3 residential categories; low density (<3 DU/acre), medium density ( $3 \leq 8$  DU/acre), and high density ( $>8$  DU/acre). He also noted that there are currently two commercial classifications, regional commercial and local commercial, and that based on discussions with staff this is proposed for consolidation into one commercial category. Finally, he discussed the creation of a new “Industrial Mixed-Use category, in recognition that there are areas appropriate for a mix of low intensity industrial, recreation, office/service and entertainment uses.

He pointed out other more significant areas of changes on the Comp Plan Map, including but not limited to:

- The middle parcel in Northridge Plaza changing from commercial to high density residential
- The area along both the east and west sides of Hunt Club Road, north of the developments at Washington Street, changing from low density residential to high density residential.
- The northeast corner of Rt. 120 and Hunt Club Road changing from low density residential to a mix of commercial and high density residential.
- Areas identified for the new “Industrial Mixed Use” category including, but not limited to the area along Tri-State Parkway south of the Holiday Inn and Rohrman Vehicle Parking area, the Grand Tri-State Business Park, CenterPoint Business Park, portion of the Lodesky property, and the southeast and southwest corners of Rt. 120 and Rt. 21.
- The East Grand Corridor and Village Center are now designated with their own land use categories for the Comp Plan.
- All areas of change are bordered by black heavy lines on the map in the PowerPoint so the PZB can see all the areas proposed for change. He noted that although it looks like a lot, most are just adjustments just as residential density due to the reduction of two residential density categories, tweaks from straight industrial to the new Industrial Mixed-Use category, consolidation of commercial into one, etc.
- Finally, he addressed the creation of two Sub-areas with Concept Plans that provide further guidance on the type of development that is anticipated for these areas.
  - SubArea 1 is the area around Rt. 120 and O’Plaine Road
    - The site is 75 acres
    - The concept plan shows a mix of uses including single family townhomes, multi-family (2-4 story), with commercial (shops and restaurants) closer to

the roadways for visibility, and office further into the site closer to the Tollway.

- Moving further into the site this residential with pedestrian connections to the other area.
  - Parking for all uses are at the rear of buildings
- SubArea 2 is the area around Washington, Rt. 21 and the Tollway intersection
  - The total land area is around 120 acres
  - The area is split into 3 separate corridors;
    - A commercial corridor
      - The commercial corridor is the triangle area bordered by the Tollway, Rt. 21 and Washington Street.
      - This is an area of regional attraction
      - The Village has some concept of a possible sports/entertainment development for this area
      - The Concept Plan generally provides for a Town center
      - Entry is off of Washington Street with a central gathering space (access through the center can be blocked off to accommodate events in the central gathering area)
      - On-street parking, as well as parking at the backs of buildings, is proposed.
      - The plan calls for the site to be pedestrian friendly/walkable.
      - The plan provides up to 100,000 sq. ft. for potential sports center/entertainment (ice rink/courts, sky diving, bowling, etc.)
      - Other uses anticipated would be restaurants, hotels (across the Great America), shops, and mixed use office development further back into the site.
    - An industrial/mixed-use corridor
      - Site is located west of the Tollway, south of Washington Street (part of the Lodesky property)
      - Showcase the site for flex industrial development.
      - The buildings on the plan are between 25,000 and 50,000 sq. ft., which is the sweet spot for industrial/flex development) with 50-60 feet in height as one story.
      - Buildings would be able to be subdivided.
      - Uses would be light manufacturing to retail, office and restaurants
      - Parking is proposed to be rear to create a boulevard through the site
      - Plan calls for the preservation of open space/wetland on the site
      - Creation of open space
    - A multi-family residential corridor

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- 14-acre site south of Woodlake Apartments (east side of Rt. 21 south of Washington Street)
- Concept Plan provides for the extension of the existing multi-family development using similar density and existing curb cut locations.

Concluding their presentation, Ms. Strungys and Mr. Jennette offered to answer any questions the Board may have.

Mr. Sula stated that he felt there was a lot going on—in a small area—within the conceptualized subarea of Belvidere and O'Plaine. What struck him in particular was that getting to the proposed office spaces would require driving through a lot of residential area, and he feels that would have a very negative impact on those living in those residential areas. He questioned the appropriateness of having residential neighborhoods in this area.

Mr. Jennette responded by explaining that, as this was more of a visualization, the intent was to consider how different types of land use would fit into the area.

Mr. Garrity stated that he agreed with Mr. Sula, and Mr. Winter concurred that the area's proximity to the tollway and other major roadways (including a potential extension of Route 53) is a consideration when deciding how land in this area should be used. Stressing that there are only three ways to cross both the tollway and the (Des Plaines) river within the Village--via Washington Street, IL-120, and Grand Avenue. Mr. Sula opined that any sort of high-quality residential property may not be appropriate along those corridors.

Mr. Winter wondered whether or not the conceptualization of a European sort of neighborhood fits within a municipal within a, so-called, Collar County such as Lake.

Ms. Strungys then asked the Board members what they felt would be a good use for this area.

Mr. Sula responded "mixed-use commercial/office."

Ms. Velkover asked for opinion on second-story residential units in the area; residential units above businesses housed within the same structure, as the new ordinance allows for such development.

Mr. Paff conferred that such design can be found in Libertyville and other surrounding communities while Mr. Garrity stated that he'd have to see more of an example before offering an opinion.

Ms. Strungys stressed that some people may actually be open to living above businesses, noting that offering such options should not be dismissed.

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Mr. Sula asked how detailed the subarea plans should be, expressing concern that—due to the extent of detail presented this evening—it may be taken as a “done deal,” rather than as concept for the area.

Ms. Strungys ensured that the purpose of the subarea planning was to explore possible uses for the various areas, but is neither illustrated nor worded in a binding sort of way. She added that the intent, at this point, is to get feedback such as that being given this evening.

Ms. Velkover offered that, upon looking back at previous Comprehensive Land Use Plan, the Sub Areas in that plan were also included with a similar level of detail.

Moving on, Mr. Sula asserted that there is a need for senior housing, but stressed that it must be of high quality and affordable; he elaborated that many of his neighbors are struggling as “empty nesters” with the desire to downsize, but having a difficult time finding affordable property that is actually less costly than what they own now. He reiterated his concern over what is being conveyed with the plan, and Mr. Winter conferred, noting a lack of clear division between residential use and business use.

Mr. Paff suggested that it may be a matter of how it is illustrated on the map itself or how the text is worded in the document to introduce the subarea plans.

Mr. Sula, for comparison, cited the density of the neighboring subdivision, Providence Village, to what is being proposed within this subarea. Both Mr. Sula and Mr. Garrity noted that residents in Providence Village and other surrounding subdivisions would likely prefer the existing open space to residential or commercial developments.

Ms. Strungys asked if Board members would be more receptive to the idea of less density among the proposed residential areas.

Mr. Paff suggested that closing off the northwest corner of the area would create a more defined separation between the residential and business areas and Mr. Garrity agreed.

Mr. Jennette suggested that the grid itself may be altered, but Mr. Sula cited the limitations regarding where access points to the area can be located due to the heavily-traveled intersections nearby.

Wrapping up conversation over this subarea, Mr. Sula interpreted the general consensus to be that mixed use is welcome, but that the current design needs to be softened a bit to create a less harsh appearance (including density).

Beginning the discussion over the subarea of Milwaukee Avenue and Washington Streets, Mr. Sula reminded that this is the area that has been strongly considered for some sort of sports facility. He stated that he would be in support of such a subarea plan, but—again, asked for the design to be softened so as not to look so harsh.

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Mr. Paff asked how such a complex would be accessed, and confirmed that access would be via Washington Street, Grand Avenue or IL-120 (off the tollway), Milwaukee, etc.

Mr. Garrity suggested that hotels and restaurants should also be considered. He stated that, as Old Grand cannot really accommodate such gathering places, he feels this would be a good location for such activity.

Mr. Sula then asked if the proposed future land use plan reflects high density residential for the vacant property by Olive Gard and the other restaurants/hotels in that area.

Ms. Velkover confirmed that a change in land use is proposed with the updated Land Use Map; specifically the vacant land in the middle of the Northridge Plaza area, is proposed to have a designation change from commercial to residential. While it is zoned for commercial use at this time, high-density, multi-family residential development is being considered as a way of utilizing this "very challenging" property.

Mr. Ziegler added that the property is ready to be developed as residential, and that nearby traffic signals could be altered to accommodate this, as well.

Mr. Sula again questioned the quality of life, living in such a noisy area.

Mr. Garrity suggested that an upscale hotel, accommodating business travelers, may be a good use.

Ms. Velkover reminded the Board that the property has been zoned commercially for over 30 years, and that, if there was interest in developing the property for such use it likely would have been expressed by now.

Mr. Paff suggested that the land would be good for miniature golf.

Mr. Sula responded that it had been considered at one time, but the short season for such activity, as well as competition from nearby attractions, rendered the idea a bit risky.

Ms. Strungys offered that Mr. Jennette had, at one time, considered a go-kart/ice skating sort of merger, to work around seasonal limitations.

As the discussion winded down, Mr. Sula asked if the feedback provided was helpful.

Ms. Strungys responded that it was.

Mr. Garrity stated that he hoped they feedback was not too contradictory.

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Ms. Strungys expressed appreciation for the feedback, stressing that it is an important part of the process. She asked that any more feedback be shared with Village staff, and that the next step is to start drawing up the actual Plan. She noted that they will be back to present a draft, which will also be up for discussion. She elaborated that the feedback given on the subarea site plans will be reviewed first, and that another presentation of those plans may, perhaps, be offered before the draft of the actual Plan is presented.

**6. Next Meeting Date: June 5, 2019**

Ms. Gable stated that there are items on the agenda for the meeting scheduled for June 5<sup>th</sup>.

**7. Public Comment**

There were no public comments.

**8. Adjournment**

Mr. Paff motioned, seconded by Mr. Garrity, to adjourn the meeting.

Voice vote:

All "Ayes," no "Nays," none abstaining

Motion carried: 4-0-0

The meeting was adjourned at 8:45 p.m.

Respectfully Submitted,

Joann Metzger,  
Recording Secretary, Planning and Zoning Board