

APPROVED MINUTES

MINUTES
OF A WORKSHOP DISCUSSION
WITH THE STRATEGIC PLANNING COMMITTEE
OF THE ECONOMIC DEVELOPMENT COMMISSION AND
MEMBERS OF THE PLAN COMMISSION
ON
JULY 14, 2003
AT THE VILLAGE HALL, COMMITTEE ROOM
IN THE VILLAGE OF DOWNERS GROVE

On behalf of the members of the Plan Commission and on behalf of the Economic Development Commission [EDC] Strategic Planning Committee [Committee], PC Chair Jirik began the discussions at 7:10 p.m.

ROLL CALL: As this meeting was a workshop discussion, attendance was voluntary.

PRESENT: Members of the Plan Commission: PC Chair Jirik, Commissioner Griesbaum, Commissioner Kahlke, Commissioner Matejczyk, Commissioner Nicholaou, Commissioner Waechtler
Members of the Strategic Planning Committee: Commission Chair Riordan

STAFF

PRESENT: Mike Baker, Assistant to the Village Manager
Joseph Skach, Director, Planning and Community Development
Steven Rockwell, Director, Economic Development
Amanda Brown, Planner
Lori Skotterud, Planner
Ginny Mindo, Economic Development Staff

GUESTS: Students from the College of DuPage
Michael Haddad, Instructor, Business Law, College of DuPage

APPROVAL OF MINUTES FROM JUNE 9, 2003

PC Chair Jirik recommended the deletion of the last two sentences on the last page concerning continued discussion on the Downtown. He cited that on page 7, there was cross-reference to other studies being done, and with that, the Downtown discussion was closed. Mr. Skach also suggested that all references to the "Central Business District" be retitled "the Downtown" to clarify the area. Mr. Waechtler noted a typo.

EDC Chair Riordan requested if there was concurrence on the minutes, with the proposed revisions, from the workshop on June 9, 2003. The members of both Commissions concurred.

EDC Chair Riordan complimented Mr. Skach and his staff for the outstanding work they did in summarizing the last six months worth conversations in the draft packet. Mr. Skach added that Ms. Skotterud did the yeoman's work in putting the draft together and sifting through the detail of the minutes and discussions and putting the draft together in a discernable format.

EDC Chair Riordan stated that the purpose of this meeting would be to go through each discussed area, identify the "housekeeping" type of things previously discussed, which includes all the issues both Commissions firmly agreed on, and then give general impressions on the rest.

Commissioner Nicholaou suggested that Mr. Skach give the guests a brief outline of what the workshops have entailed over the past six months. Mr. Skach explained that the EDC's Strategic Planning Committee and the Plan Commission have been working together to create an action plan which addresses current land uses in the

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Village and determines the best way to manage land use and bring businesses in to Downers Grove that would benefit the Village and the residents that live here. From there, taking the action plan through the necessary processes to then implement it.

63rd Street and Woodward Avenue

PC Chair Jirik suggested the discussions of the listed areas should consist of general recollections of what was said so that everyone is on the same level.

Mr. Skach noted that the Goal Statements still included the bracketed blue text to show identification, and eventually should be all black, at least to the point where they are taken to the Council. He noted that the *Conclusions* summarize key points, and the *Issues to be Revisited* would not necessarily need to be resolved at this meeting, but should be discussed with respect to the Council. He added that there was general concurrence that the 63rd and 75th areas ought to remain Commercial as a baseline, and that this may come in the zoning mechanics to provide for the idea that a zoning that really contemplates Mixed-Use, which was a current theme at that location.

EDC Chair Riordan suggested that the group review the legend on the previous page of the packet. Mr. Skach noted that one refinement that needs to be made is the distinction between existing and proposed land uses. He also talked about using the newly proposed ORC [Office, Research and Commercial] land use in areas where there was discussion of some hybrid land uses happening. He added that there had been discussion on the Butterfield and Finley area, which currently has ORM zoning underneath, and the possibility of making this area an ORC land use designation to the maximum extent possible. Mr. Skach noted the importance that each statement for every land use designation in the Comprehensive Plan has a clear purpose and intent. He also noted that the OR [Office/Research] land use could be replaced with the ORC land use as previously contemplated by the group.

Commissioner Waechtler requested clarification on the categories of Mixed-Transit Oriented and Mixed-Core Oriented land uses in the legend. Mr. Skach replied that they are new hybrid categories, which had come from discussions of specific areas. The Mixed-Core Oriented Commercial came from the discussion of Fairview and Maple, and the Mixed-Transit Oriented Commercial came from the Ellsworth-Belmont discussion. He added that the Mixed-Commercial Residential land use designation is also new. PC Chair Jirik requested clarification that the land use designation of Mixed-Use entailed Office, Research, Commercial and Residential, with the exception of Manufacturing, which would provide the broadest flexibility. EDC Chair Riordan questioned if using the word “exception” was the appropriate message to send. Mr. Skach responded that the staff would refine the language to reflect the purpose and intent of the land use. Mr. Skach suggested the verbiage for the opening statement could be “A land use that contemplates residentially-based land uses versus the other land use designations with intent and purpose to facilitate commercially-based mixed uses”. Mr. Skach added that the zoning associated with those would be distinctly different in terms of how they would work.

Commissioner Waechtler asked, in terms of color, if Fairview and Maple were considered Mixed-Commercial Residential outside of the area of Mixed-Core Commercial. Mr. Skach replied that in terms of the context of that particular discussion, it was named Mixed-Core Commercial. Commissioner Nicholaou suggested that the group might want to consider discarding that category, as it could be a part of others already discussed.

Returning to the discussion of 63rd and Woodward, Commissioner Waechtler inquired as to what was meant by accessibility of uses in regards to this site. Mr. Skach stated that the group had discussed this area as commercially based; however, it was felt important to acknowledge the predominant surrounding residential areas. PC Chair Jirik added that it was determined to be on a smaller scale and had more of a sense of neighborhood compared to the 75th and Lemont site. Mr. Skach noted that “fostering a sense of neighborhood” could be added to the Goal Statement along with “the predominance of the adjacent Residential uses.” PC Chair Jirik suggested adding “distinct innovative Mixed-Use.” Mr. Skach suggested, for purposes of reporting out to the Council, consideration to leaving all the suggestions in blue with brackets in the Goal Statements, which will allow the Council to see the different thought processes that went into it. A discussion ensued on this issue.

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Commissioner Nicholaou stated that it would be easier for the Council to look at two pieces rather than one Mixed. Commissioner Griesbaum added that instead of using brackets, the ideas could be italicized. Mr. Skach asked the guests for their thoughts on the subject. Mr. Haddad said that it would be more meaningful if there was a more distinct flow. He suggested removal of the brackets. PC Chair Jirik suggested that the font remain blue and to get the presentation revised.

EDC Chair Riordan checked with everyone to assure they agreed that this area was a Mixed-Use land use designation with the appropriate color being some shade of Red for Commercial Mixed-Use, for now Pink. It was agreed the final color choice could be refined. Commissioner Waechtler noted that that the land use would depend on the zoning, which may leave the door open for Manufacturing. PC Chair Jirik noted that there might be need, in certain instances, for the creation of zoning categories. Mr. Skach said the assembly previously felt this area was determined to be commercial oriented Mixed-Use, whereas if housing were to come here, it could still be a consistent theme with a commercially based location. The group was in concurrence that this site would be considered commercial-based Mixed-Use [Pink]. PC Chair Jirik suggested adding the word "Office" so that it is clear that it is not excluded. Mr. Rockwell inquired if the word "Commercial" meant "Business" which would include Office. Mr. Skach stated that some refining of the Mixed-Use definition was needed. He then suggested putting Commercial, Retail and Office Mixed-Use Oriented Gateway in the Goal Statement. He also suggested adding a modifier to office of "Low Intensity Office."

Commissioner Waechtler came back to the category of "Mixed-Use" and the need for it to have a more specific terminology similar to the other Mixed-Use designations that are more "spelled out" and identifiable. PC Chair Jirik explained that the other Mixed-Use types are a subset of this one, which allows the greatest amount of flexibility to encourage the innovative development this group is seeking. PC Chair Jirik mentioned that with careful drafting of the text of the Land Use Plan would be the first step in giving the definition. Mr. Skach agreed, adding the second step would be to look at issues such as parking requirements and other bulk requirements that specifically contemplate Mixed-Use. PC Chair Jirik reminded the group that the charge is to evaluate Red [Commercial]. He again noted the importance of the drafting being carefully stated.

75th and Lemont

Mr. Skach began by stating that the difference between 75th and Lemont and 63rd and Woodward was that 75th and Lemont was simply bigger and zoning mechanics, based on lot size, may have more allowances though there may not necessarily be a substantive or any difference between the two in terms of land use designation. Mr. Skach noted on the preliminary Goal Statement that the word "Corporate" was listed signifying a different scale of Commercial Office versus lower intensity Office. He added that the two terms have different interpretations.

Commissioner Nicholaou asked if anyone ever investigated the shopping areas in Woodridge and Darien. PC Chair Jirik said it had acknowledging Mr. Skach's and Ms. Skotterud's presentation early on. Mr. Skach replied that an EAV analysis was presented to the group in one of the earlier meetings that showed that both Villages had addressed the idea of Mixed-Use in their zoning mechanics. He added that based on the data at that time, dollars of EAV per square foot suggested the Village was behind both Darien and Woodridge. Commissioner Nicholaou noted this is of concern, especially since the Downers Grove's centers have more land than the other properties. Commissioner Matejczyk added that the Grove and the Downers Park Plaza are basically one unit.

PC Chair Jirik suggested that the first step would be, for the purposes of land use, to create Pink [Mixed-Use]. The next step would be to create a zoning classification that would facilitate the development of the range of possibilities now fostered by or suggested by the Future Land Use Plan. The assembly concurred. He noted that when a developer came in as part of a project and propose rezoning and a petition is presented, the Future Land Use would be followed to allow authorization of the range of possibilities and uses envisioned. He noted that this encourages a particular direction in kind and intensity of development. The assembly concurred.

Mr. Skach went back to the fact that the term "Mix of Commercial Retail Corporate" was used, and suggested the group reevaluate the term "Residential" and going back to the language of 63rd and Woodward's Goal

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Statement. PC Chair Jirk noted that it is important to be consistent and to note that this is a higher density area. Mr. Skach added that that the 63rd and Woodward statement clearly gives the idea to deference to the surrounding Residential, where this is 100% Commercial Retail corner [all four corners] and higher density.

Mr. Rockwell asked if condominiums could go on the upper floors. Mr. Skach replied that they could as long as the Village has some discretion and is able to determine what would be appropriate for that site, even though this zoning provides for certain residential.

Commissioner Waechtler asked if “office” was included. Mr. Rockwell responded stating that space could take up good retail space by putting in offices on the first floor. Mr. Skach recalled that on that particular site, there was the idea that it could support something like a conference center or business-stay conference center with retail around it. Mr. Skach suggested adding “Create a distinctive Commercial Ground Floor Retail” to both the 75th and Lemont and “63rd and Woodward” Goal Statements. Commissioner Waechtler added that there are also examples where retail is on upper levels. Mr. Skach agreed that it could be done and may be desirable and in keeping with the “lifetime center” concept. Mr. Rockwell restated that he did not want offices on the first floor.

Mr. Skach noted that the Goal Statements have used the terms “Gateway” and “Node” and suggested using the word “Gateway” only, but purposefully. PC Chair Jirik said that the Future Land Use Plan could reflect the specification in terms of additional language. Mr. Skach also added certain related documents that would be proposed to be in the Comprehensive Plan as a result of the process, which included the Future Land Use Map and the Purpose and Intent Statements of each land use with also a short narrative. Commissioner Waechtler suggested that this part if the presentation could go to Council ahead of time and a fully comprehensive report in solid detail could go when the presentation is made. Commissioner Griesbaum suggested, from a flow standpoint, to improve on the sentence “Economically self-sustaining mix,” noting that it needs to demonstrate that this is a more upscale, larger use. Mr. Skach said that that sentence could appear in the specific land use purpose, intent and Narrative. PC Chair Jirik questioned if the group had decided to remove “Residential.” Mr. Skach explained that the sentence added because of the analysis done on Darien and Woodridge. He suggested become the “Anchor” of the area. EDC Chair Riordan suggested “Dominant Anchor”. Mr. Skach added that he wanted “and related use.”

Commissioner Matejczyk was concerned that condominiums were being excluded. Mr. Skach explained that the sentence “Corporate housing and complementary land uses” could include higher density housing such as condominiums, which is a specific type of high-density housing.

Mr. Skach summarized that through this “onboard” editing process, the original Goal Statements with edits were being effectively modified and he asked the group if it might be simpler to understand in just one color [black.] Mr. Rockwell noted that the use of blue in the Goal Statement was so that the group and the Council could look back and see the workshops’ progress. PC Chair Jirik added that there was so much to discuss regarding this work that there could be value to take it all to the Council. It was determined the Goal statements would remain as they were for the time being.

75th and Fairview

Mr. Skach stated that through significant amount of discussion of the joint assembly, there was an acknowledgement that this district probably should have been zoned B2, but somehow ended up B3. He suggested that this site could potentially be rezoned to B2, or if there comes an opportunity to do some rebuilding of the center, the opportunity would be taken at that point to move it into a “highest and best” land use up to the B2. Mr. Skach also said that this site is probably the next smaller iteration of 63rd and Woodward. Commissioner Waechtler asked how large the parcel on the southwest corner was. Mr. Rockwell replied that it was approximately three acres.

PC Chair Jirik remembered in the previous discussion of this site that if this site were able to grow and increase, it could eventually merge, and the flexibility of Mixed-Use could really keep it going. Mr. Skach stated the group concurred that if the zoning be redone from scratch, B3 would not be the choice, B2 would be.

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Commissioner Waechtler asked if this was considered a Gateway to the Village. EDC Chair Riordan replied that it was a minor Gateway. Mr. Skach added that it is technically, physically a Gateway location, but not to the level of 75th and Lemont. Commissioner Nicholaou suggested removing the word "Gateway" from this particular area.

Mr. Skach noted on the Goal Statement, that it reads "Create, Keep, Maintain". He suggested that the group needed to decide if they were creating, keeping, or maintaining, which would determine the decision of whether it should be designated B2 [Commercial-Retail Oriented] or whether it should be designated B3 [Automobile Services District] direction in the long term. Mr. Skach reminded everyone of the conversation had by the group of what were actually permitted uses B1, B2, and B3 and the surprised and concerned look on faces when they heard what could be permitted by-right in this particular location under B3 zoning.

Commissioner Waechtler added that surrounding residential land use was also of concern. Mr. Skach replied that it was, especially with the currently permitted B3 uses. Mr. Rockwell concurred with keeping this district more commercial than warehouse/industrial-like with some of the lower end B3 uses. Mr. Skach agreed and stated that the group needs to look at the language of the Goal Statement and think about using "Create" versus "Keep/Maintain." Commissioner Nicholaou having the B2 and B3 designation specifics as *Issues to be Revisited*, it shows the Council that there is still concern on this subject and it gives them a chance to review it with the group. Mr. Skach then recommended using the Goal Statement from 63rd and Woodward as a basis for this site. PC Chair Jirik agreed that it would be consistent. Everyone else concurred.

The visitors from College of DuPage thanked the members and left the meeting.

ELLSWORTH

Mr. Skach began the discussion stating the definitive decision to date that came out of the previous discussion was the need for a redesignation of the Office, Retail and Manufacturing [ORM] land use to a Commercial land use on the east side bordering Belmont and the distinct desire to foster Mixed-Use, and to take a focused, separate look at this area. Commissioner Nicholaou added that there was also some discussion regarding encouraging to have multi-story structures in the use of that land. Commissioner Matejczyk stated that it could be a complement to the Downtown. Commissioner Nicholaou said that this should be on the list for the top three projects in the Village, and that the Goal Statement should reflect that this group considers it a strong priority. Mr. Skach reported that there were studies done a few years back of what was the highest and best use, and this might warrant getting some outside help.

Commissioner Matejczyk stated that the *Discussion* part of the packet was very well done, but he said he had to take issue with the mention of Manufacturing and Industrial because he did not believe that was the trend the economy was going in as land values increased. EDC Chair Riordan noted that mention of those uses should not be excluded, and Commissioner Matejczyk agreed, but added that it should not be suggested that those uses are "the future" either. Mr. Skach suggested removal of the word "M1". Mr. Rockwell agreed. Commissioner Griesbaum said that doing that coupled with the *Discussion* was very clear.

Commissioner Waechtler agreed with the potential of getting assistance from a consultant. PC Chair Jirik added that an important part of any analysis would be a transition strategy because there is currently Manufacturing, and there may be some "hold outs." Commissioner Matejczyk thought market forces would take care of that. PC Chair Jirik stated that it would provide the flexibility behind it. He added that there might need to be some narrative or guidance to keep the developers on the straight and narrow.

Mr. Skach noted that the decision to go to a traditional Commercial tract on the east side was after the second discussion, and it is important to acknowledge this, reinforcing the fact that this site needs to be addressed.

Mr. Skach cited that there had been discussion that the site ought to be Red [Commercial,] but that the discussion did not go to a finer level, and that it actually could be Pink [Mixed-Use.] Mr. Rockwell agreed that the land use is probably moving toward Mixed Use. He added that it would probably take many years to

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complete some of the goals suggested. Mr. Rockwell complimented Mr. Skach on his idea of Transitional Transit Oriented land use, which would enable the Village to go ahead and do outside studies instead of changing everything to Pink [Mixed-Use]. Mr. Rockwell noted that M1 should not be encouraged. PC Chair Jirik added that if this is designated Mixed-Use Transit Oriented and a developer comes in, there would need to be a narrative, then a review of the zoning, and then the Mixed-Use Transit Oriented land use would either have to be so broad that it would be beyond Mixed-Use. Another direction to go in to encourage redevelopment would be to have it all Pink [Mixed-Use] which could fit just about all the studies that came up and would enable this group to encourage redevelopment in that particular direction. Mr. Rockwell clarified that the suggestion was anything excluding an M land use designation. PC Chair Jirik agreed, stating his suggestion is Pink [Mixed Use.] Mr. Skach summarized that it appeared that the group is starting to recognize that there is going to be consistency across some of the districts, which is positive.

PC Chair Jirik suggested that another possibility would be to recommend the Commercial land use designation as outlined for this particular area, and then recommend that the remaining part of Ellsworth be professionally studied to determine whether Commercial should go further. Mr. Nicholaou agreed that it could go a lot further, referring to the economics of sales tax base for the Village. Mr. Rockwell cited if paid consultants were brought in, then the Village should not be recommending factory and manufacturing. Commissioner Nicholaou stated that the study would be critical, and that it should not just look at what the Business Park is today. He also added that it is important to be sensitive to the potential residential component.

Commissioner Nicholaou noted that this area is full of potential, citing the new recreation center. Commissioner Matejczyk and Commissioner Nicholaou agreed about the importance of taking control early. Commissioner Nicholaou added that the Council has been working hard to develop sales revenue and that it is this group's charge to figure out how to increase the sales revenue and keeping an aesthetic value to the community.

Mr. Skach stated that it is necessary to focus more narrowly toward traditional Commercial Retail, noting that the Downtown area may actually be designated Pink [comparing it to 63rd and Main Street.] PC Chair Jirik said that it could be one land use designation, Mixed-Transit, which would make it easier. Mr. Skach questioned whether Commercial should be on the west side of Belmont versus Mixed Use. Commissioner Waechtler noted that there was no Commercial there currently. Mr. Rockwell stated that there are some offices. PC Chair Jirik suggested initially having current Commercial [Red] with Mixed-Use potentially following it because that allows the Commercial greater assemblage.

Commissioner Nicholaou expressed the importance of handling this district correctly and making it and developer-friendly. He suggested letting the developers come in with large-scale plans, and it would be this group's decision to tone the plans down.

Mr. Skach clarified that the land on the west side of Belmont was going to be designated Commercial [Red] which means traditional B1, B2, and B3, where if Mixed-Use was used, there could be an amalgamation of B1 and B2. Mr. Rockwell asked how B3 would be there when it was not needed elsewhere. Mr. Skach replied that depending on Ogden Avenue, a refined B3, and a potential future consolidated "M" land use designation, it could be done. Mr. Waechtler asked if Mixed-Use includes Commercial, why not make it Mixed-Use? Mr. Rockwell replied that Mixed-Use could include hotels and other undesired uses for that site. Mr. Skach added that Mixed-Use could also allow for a slightly higher FAR and it may be relaxed in terms of yards and height versus Commercial which would be still traditionally B1, B2, B3. Commissioner Waechtler said he was just thinking about maximizing the total property. Mr. Rockwell said that he wouldn't be surprised if a developer came in, took the property on the west, and decided to do Commercial up front with something else behind it. Mr. Skach suggested future discussions with the Council regarding the zoning ordinance could include development of a Mixed-Use zoning district.

Commissioner Nicholaou added that if this area were handled correctly, it could be the perfect opportunity to control issues like curb cuts and really do something from an economic base for the Village. Mr. Skach agreed adding that its location is a great asset. Commissioner Waechtler noted that the commuter train is there also.

EDC Chair Riordan suggested meeting again on July 28, at 7:00 p.m. The group concurred.

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Members of the Plan Commission and the Strategic Planning Committee concluded discussions at 9:20 p.m.

ALAN JIRIK, COMMISSION CHAIR, PLAN COMMISSION
AND
MICHAEL RIORDAN, COMMISSION CHAIR, ECONOMIC DEVELOPMENT COMMISSION