
**VILLAGE OF SUGAR GROVE
BOARD REPORT**

TO: VILLAGE PRESIDENT & BOARD OF TRUSTEES
FROM: WALTER MAGDZIARZ, COMMUNITY DEVELOPMENT DIRECTOR
SUBJECT: ORDINANCE: COMPREHENSIVE PLAN FUTURE LAND USE PLAN AMENDMENT
AGENDA: APRIL 3, 2018 VILLAGE BOARD MEETING
DATE: MARCH 29, 2018

ISSUE

Should the Village approve an ordinance amending the Comprehensive Plan Future Land Use Plan with respect to the undeveloped land lying north and south of Interstate 88.

DISCUSSION

Following public comments about the proposed Interstate 88 and IL 47 interchange and widening of IL 47, Village staff is of the opinion that some adjustment in the land use designations on property along Interstate 88 is needed to reflect current market realities and access limitations associated with widening IL 47.

The limitations on access to IL 47 that will accompany its widening will have a chilling effect on commercial development in the corridor. Village staff does not foresee an absence of commercial development along IL 47 in the future, but it will be greatly diminished. To reflect this new reality, Village staff proposes changing the “commercial corridor” designation to “business park.” Since commercial uses are permitted in the “business park” land use designation there is no effect of losing any future commercial land uses in the corridor and we avoid creating the false hope or expectation that what is colored “corridor commercial” can only become corridor commercial.

The other significant change is changing the “single-family residential” to “business park” between Merrill Road and Interstate 88 and between IL 47 and the Commonwealth Edison high voltage right-of-way. The market forces are not supporting residential development in this area and the proximity to the future interchange supports business park land uses in this area in the future.

The principal property owner affected by the changes supports the staff’s proposal. The Planning Commission held a public hearing to consider the proposed change and they recommend approval.

ATTACHMENT

- Planning Commission Recommendation PC18-004
- Proposed Future Land Use Plan Map amendment
 - Ordinance Approving an Amendment of the Village Comprehensive Plan

COSTS

There are nominal costs incurred by Village for publication and to prepare copies of the revised Future Land Use Plan Map.

RECOMMENDATION

The Board should provide input and direction to staff to prepare an ordinance amending the Comprehensive Plan Future Land Use Plan for the area generally around the IL 47 and Interstate 88 intersection.

VILLAGE PRESIDENT

P. Sean Michels

VILLAGE ADMINISTRATOR

Brent M. Eichelberger

VILLAGE CLERK

Cynthia Galbreath



COMMUNITY DEVELOPMENT DEPARTMENT

VILLAGE TRUSTEES

Sean Herron
Mari Johnson
Ted Koch
Heidi Lendi
Rick Montalto
David Paluch

RECOMMENDATION PC18-004

TO: Village President and Board of Trustees
FROM: Planning Commission/Zoning Board of Appeals
DATE: Meeting of March 21, 2018
CASE FILE: 18-004 Comprehensive Plan Amendment
Future Land Use Plan Map

PROPOSAL

The current Land Use Plan Map was adopted in 2005 and amended as recently as 2014. This amendment proposes changing the designation to *Business Park* from *Single Family Residential* on a 260 acre portion of property commonly referred to as the Crown property.

GENERAL INFORMATION

HEARING DATE: March 21, 2018
PROJECT NAME: Comprehensive Plan Amendment—Land Use Plan
PETITIONER: Village of Sugar Grove
ATTACHMENTS: Proposed Land Use Plan Map Amendment
Proposed Comprehensive Plan Text Amendment
Ordinance 2014-1118D Amendment to 2005 Comprehensive Plan

BACKGROUND & HISTORY

The Village adopted a Comprehensive Plan in April, 2005 (Ordinance 2005-0405). The purpose of this plan is to guide land use decisions. A component of the Comprehensive Plan is the Land Use Plan map. This map divides the Village and Planning Area into future land use categories. The subject property was designated *Estate Residential* and *Corporate Campus* on that map (see below). The Comprehensive Plan includes written descriptions of planned land use patterns and trends of development. The 2005 Comprehensive Plan states the following with respect to *Corporate Campus* development policies:

- *New corporate campus areas should be located along the East-West Tollway (I-88). This not only maximizes viability and exposure for new business uses, but also provides convenient access to visitors and employees.*
- *New corporate campus uses should emphasize office/research development. There is a national trend toward such developments within planned business environments, and the locational assets afforded by I-88 suggest significant potential in this area.*

The 2005 Comprehensive Plan establishes the following goal with respect to *Corporate Campuses*: *Develop a business park and corporate campus base, in campus-like settings, that ensures a diversified economy; complements other types of locate development; strengthens the Village's tax base and provides employment opportunities for Village residents.* Among the objectives listed as a means of meeting this goal is the following: *Corporate campus areas should be located along the north and south sides of I-88 near the Route 47 overpass, which maximize access, viability, and exposure for new office and corporate uses.*

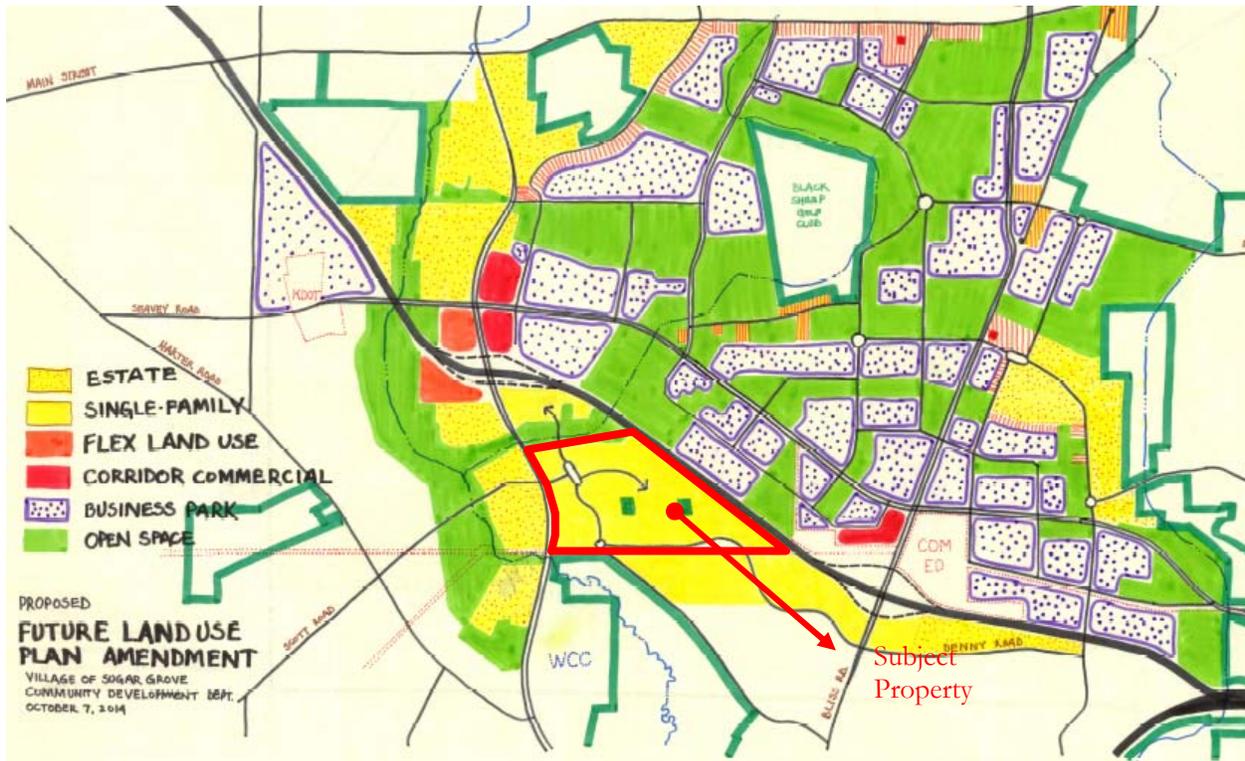
Business Park is a complimentary land use designation to *Corporate Campus*. Although many uses would fit into both designations, the *Business Park* designation is more inclusive of light industrial, warehousing and distribution uses, and commercial uses. The 2005 Comprehensive Plan located these future land uses primarily west of the Aurora Municipal Airport.

A few things changed which prompted an amendment to the Comprehensive Plan in 2014. After the economic downturn of 2008, the demand for office parks basically dried up. The demand for light industrial and warehousing uses maintains and continues to grow. Although the 2005 Comprehensive Plan had designated adequate land as *Business Park*, most of that land has been annexed by the Village of Big Rock. Recognizing the need to establish more *Business Park* on the Land Use Map, the Village Board adopted an amendment to the 2005 Comprehensive Plan in November, 2014. As part of that amendment, the subject property was designated *Single Family Residential* on the amended Land Use Plan map (see below). The reason for this change is found in the text of that amendment: *The land use plan amendment also removes Business Park land use from the south side of the Tollway thereby using the Tollway as a physical barrier between the residential uses and character of development lying south of the Tollway and the non-residential land uses north of the Tollway.*

Now, with construction of the full interchange in the immediate future, the Village is re-thinking land uses in the vicinity, particularly the *Single Family Residential* south of the tollway. Given the economic development implications of the interchange improvements, the Village is determined to exploit the interchange for economic development purposes and *Single Family Residential* land uses are inconsistent with that vision.

The proposed land use plan amendment envisions the *Business Park* land use south of the tollway to the Commonwealth Edison power line right-of-way. What this accomplishes is meeting the objective of the 2005 Comprehensive Plan in establishing an I-88 commercial corridor. This amendment leaves the land area south of the Commonwealth Edison power lines designated *Single Family Residential*. What this accomplishes is allowing property along the I-88 corridor which is ready for development to be utilized for *Business Park* uses while moving the physical barrier between commercial and residential uses to the Commonwealth Edison power line. Maintaining this physical barrier between land uses

2014 COMPREHENSIVE LAND USE PLAN AMENDMENT



PUBLIC RESPONSE

The public hearing has been properly noticed. No objectors were present.

DISCUSSION

The Community Development Department staff explained the rationale for the proposed Land Use Plan Map changes and offered further changes for consideration by the Commission. Specifically, reducing or eliminating the "corridor commercial" land use designation on certain property along IL 47 in the vicinity of the interchange. Staff explained that the "business park" land use classification does not rule out commercial land uses and this would give the Village and the land owners more flexibility for determining future development of the IL 47 frontage in the vicinity of the interchange.

Commissioners agreed with the land use change south of Interstate 88. They were also of the opinion that as long as commercial land uses could be located in the "business park" land use any commercial land use designation should be removed from this area of the map.

RECOMMENDATION

After considering the testimony, the Planning Commission recommends the Village Board approve Petition #18-004 Amendment to Land Use Plan of the Village of Sugar Grove Comprehensive Plan, as amended.

AYES: L. Jones, J. Guddendorf, J. Ekert, B. Sabo, G. Wilson, and I.
Oschenschlager

NAYS: None

ABSENT: J. White

MOTION PASSED

Exhibit A

Sugar Grove Future Land Use Plan Tollway Corridor Amendment

The Tollway Corridor amendment changes the predominant land use in the Tollway corridor from Lorang Road on the west to Lake Run on the east from Single-Family and Estate Residential to Business Park in order to exploit the infrastructure investment embodied in the Reagan Tollway (I-88) and the imminent expansion of the IL 47 interchange, and to respond to changing dynamics in the office and industrial real estate market in the I-88 corridor. ~~The land use plan amendment also removes Business Park land use from the south side of the Tollway thereby using the Tollway as a physical barrier between the residential uses and character of development lying south of the Tollway and the non-residential land uses north of the Tollway.~~

The land use categories used in the proposed amendment are consistent with the land use descriptions provided in the Comprehensive Plan, except as described below. The land use and transportation network recommendations of the 2004 Future Land Use Plan prevail except where the amendment recommends a different land use or transportation network improvement.

The key features of the Tollway Corridor amendment include the following:

- Open Space land use appears to be the dominant land use in the area north of the Tollway which is a result of mapping floodplain, open water, forested lands and wetlands and providing a realistic vision of developable land. Additionally, the Open Space land use recommendation accounts for locations of future storm water management facilities so that this function is incorporated in the open space system as an amenity, not a utility function, complementing the environmental features in the landscape.
- The Com Ed property and future substation at Bliss Road and I-88 are identified on the plan within the Business Park land use.
- The Business Park land use at IL 47 and Seavey Road may need to be thought of as flexible land use. ~~The property having frontage on IL 47 could have some limited commercial applications but there may be access and visibility challenges with these tracts of land.~~
- With the exception of Seavey-Healy Road, Green Road, Norris Road, Denny Road and Bliss Road, the thoroughfares shown in the Business Park land use on the plan are flexible and may be removed or relocated without materially affecting circulation in the Business Park.
- A 200-foot buffer is recommended along Green Road, Norris Road and Main Street to maintain the character of these corridors. Uses such as agriculture, farmsteads and large estate lots would be appropriate uses within this buffer. Wherever possible,

storm water detention facilities are recommended as part of this buffer requirement. The buffer is generally shown as Estate Residential on the Land Use Plan amendment.

Land Use Recommendations

The Open Space land use shown on the plan represents environmental features such as wetlands, floodplain, open water and storm water management facilities and is ownership neutral and need not be publicly owned. However, the placement of storm water management areas adjacent the wetlands and floodplain provides the opportunity to create continuous and contiguous environmental corridors enabling landscape restoration and rehabilitation, and an extensive trail system to be developed in the midst of all the workspace in the business park. The Land Use Plan amendment assumes a regional or master planned approach to storm water management within the territory north of the Tollway. When the storm water management functions are organized in a coherent system, rather than the isolated bathtubs we are accustomed to, the open space benefits are multiplicative. The result is a utility function transformed into an amenity. The actual amount of land devoted to storm water management may be more or less than indicated on the Land Use Plan but the concept remains.

The proposed storm water management system and environmental corridors permit connection of the County's various Forest preserves adjacent the study area: Blackberry Maples, Dick Young/Nelson Lake, and Lake Run. A trail along Seavey Road Run with a pedestrian bridge over the Tollway would provide a connection to the Hannaford Woods/Nickels Farm Forest Preserve.

The Business Park land use aims to achieve the type of development described in the Comprehensive Plan. The development blocks depicted on the plan can accommodate any Business Park building typology. Office buildings, office-warehouse, warehouse, corporate campuses, and manufacturing buildings will fit and block sizes can be varied depending on building footprints, as well. It is not unreasonable to expect a small amount of commercial land uses to materialize in the Business Park land use to support the needs of employees and businesses in the Business Park land use area, and travel needs of the public on Interstate 88 and IL 47.

Where Business Park land uses are adjacent Green Road and Norris Road or Estate Residential land uses along these roads a significant transition yard, exclusive of parking and outdoor storage, should be provided. Uses such as agriculture, farmsteads and large estate lots would be appropriate uses within this buffer. Storm water management facilities could occupy these transition yards if topography permits. The buffer is generally shown as Estate Residential on the Land Use Plan amendment.

While not specifically identified in the amendment, it is conceivable that nodes of mixed-use development could appear in the Business Park land use in the future. These mixed-use development areas would need to be compact high-density multiple-family and commercial uses usually in mixed-use buildings with structured parking and organized around intersections along the arterial roadways.

Road Network Recommendations

The amendment recommends the creation of a new arterial roadway, Seavey-Healy Road that would extend from Harter Road on the west to Orchard Gateway in Aurora on the east. This alignment replaces the disjointed connection in the current Comprehensive Plan Thoroughfare Plan and avoids a direct

connect to Tanner Road. While outside the limits of the study area, the amendment also recognizes a planned re-alignment of Bliss Road and Fabyan Parkway at Main Street, along with the extension of Bunker Road to Bliss Road to provide convenient connection to the La Fox commuter rail station.

The thoroughfare plan, or road network, that is married to the plan shows re-connecting Seavey Road and Norris Road where they are separated by I-88. This is not a new idea since both re-connections were included in the Transportation Plan component of the 2004 Comprehensive Plan. Future land uses west of the Tollway are directly influenced by the realization of this improvement. Without reconnection of Seavey Road development of the territory west of I-88 for Business Park land uses is doubtful and the land use may remain agriculture well into the future. For the time being, the Future Land Use Plan recommends Business Park north and south of Seavey Road and west of the Tollway. Re-connection of Norris Road is not critical to the development of the Business Park land use but would provide a convenient alternative for crossing the Tollway for Village residents.

While the 2004 Thoroughfare Plan referenced an interchange at Bliss Road and I-88, the amendment shows the interchange. Access and circulation to the Business Park land uses north of the Tollway would benefit greatly by the presence of a Bliss Road interchange. This interchange also would benefit traffic volumes at the Orchard Road and IL 47 interchanges once it becomes operational.

The 2004 Thoroughfare Plan also recommended a new arterial road crossing the Tollway midway between Bliss Road and IL 47. This corridor is recommended because the development of large super-blocks of business park uses will require a more robust network of arterial streets to serve these land uses.

On the south side of the Tollway the amendment recommends realigning Merrill and Denny Roads to converge on property via a series of roundabouts providing traffic calming and access to IL 47 at or in the vicinity of Scott Road.

Intersection spacing along Seavey-Healy Road and Bliss Road is between 1/3 and 1/2 mile intervals. The Plan assumes these thoroughfares will be classified as arterial roadways and will be treated as limited or controlled access thoroughfares and they are identified as divided highways on the Plan. The final design of the thoroughfares on the Plan will be determined at a later date.

Seavey-Healy Road and Bliss Road are assumed to be limited access arterial thoroughfares and a parallel thoroughfare is envisioned along these arterial roads to provide direct access to land uses along the arterial thoroughfares. It is also envisioned that these thoroughfares will be designed as parkways with copious amounts of landscaping and parallel off-street trails for pedestrians and bicyclists. An off-street path system along the primary thoroughfares would complement a path system that could be developed in the open space system represented on the Plan.

The road network in the Business Park land use is disconnected from Green Road, Norris Road and Seavey Road adjacent the Black Sheep Golf Club. This is accomplished by providing a road network in the Business Park land use that functions independently of these roads. The intention behind disconnecting these roads from the Business Park land use is to retain their present road cross section and character of development along the road frontages, e.g. agriculture lands, farmsteads, estate lots. Storm water detention facilities designed as wet prairies also could occupy the frontage of these roads where topography dictates. By segregating the Business Park land uses from these roads the potential for

mixing Business Park traffic with local traffic is greatly reduced. And without direct access to these roads the Business Park land uses are not inclined to develop the frontage of these roads, thereby contributing to the preservation of the character of these roads.

ORDINANCE NO. 2018-0403C

**AN ORDINANCE APPROVING AN AMENDMENT OF THE VILLAGE COMPREHENSIVE PLAN
(TOLLWAY CORRIDOR)**

WHEREAS, the Village of Sugar Grove is not a home rule municipality within Article VII, Section 6A of the Illinois Constitution and, pursuant to the powers granted to it under 65 ILCS 5/1-8 *et seq.*; and,

WHEREAS, after due notice the Plan Commission held a public hearing on March 21, 2018 to consider the proposed Comprehensive Plan Land Use Plan amendment, similar in form and substance to the land use plan and text attached hereto; and,

WHEREAS, the corporate authorities have determined that amending the Comprehensive Plan Land Use Plan is in the best interests of the future growth and development of the Village; and,

NOW, THEREFORE, BE IT ORDAINED by the President and Board of Trustees of the Village of Sugar Grove, Kane County, Illinois, as follows:

SECTION ONE: COMPREHENSIVE PLAN LAND USE PLAN AMENDMENT

That the Village of Sugar Grove Comprehensive Plan previously adopted by the Village of Sugar Grove be, and it is hereby, amended by approving the land uses in the locations shown in Exhibit A, attached hereto and made a part hereof by this reference, and approving the written description of the land use recommendations in Exhibit B, attached hereto and made a part hereof by this reference, as an addendum to said Comprehensive Plan.

SECTION TWO: GENERAL PROVISIONS

REPEALER: All ordinances or portions thereof in conflict with this annexation ordinance are hereby repealed.

SEVERABILITY: Should any provision of this ordinance be declared invalid by a court of competent jurisdiction, the remaining provisions will remain in full force and effect the same as if the invalid provision had not been a part of this ordinance.

EFFECTIVE DATE: This ordinance shall be in full force and effect from and after its passage, approval and publication in pamphlet form as provided by law.

PASSED AND APPROVED by the President and Board of Trustees of the Village of Sugar Grove, Kane County, Illinois, on this 3rd day of April 2018.

P. Sean Michels,
Village President

ATTEST: _____
Cynthia L. Galbreath,
Village Clerk

	Aye	Nay	Absent	Abstain
Trustee Sean Herron	___	___	___	___
Trustee Mari Johnson	___	___	___	___
Trustee Ted Koch	___	___	___	___
Trustee Heidi Lendi	___	___	___	___
Trustee Rick Montalto	___	___	___	___
Trustee David Paluch	___	___	___	___

Exhibit A

(Land Use Plan Area of Amendment.0)

Exhibit B

(Land Use Plan Narrative)

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