



**REPORT TO:** PLANNING and ZONING COMMISSION  
**FROM:** MICHAEL S. GARRIGAN, AICP, CNU-A, Community Development Director  
**DATE:** February 2, 2017  
**SUBJECT:** REPORT TO PZB

**CASE:** Petty Farm  
17-02 AA/SU/RZ/C

**REQUEST:** Annexation (Public Hearing)  
Rezoning (Public Hearing)  
Special Use (Public Hearing)  
Concept

**LOCATION:** 22855 W. Route 173

**APPLICANT:** Terry Upton

**ZONING:** Unincorporated Lake County

### **Background**

The applicant is proposing to Annex approximately 13.04 acres into the Village and rezone it commercial. Currently, the applicant does not have any end-users for the subject property and is only seeking conceptual approval of the property. In addition, the applicant is seeking approval of a Special Use for a Planned Development.

The East Route 173 Corridor Design Guidelines and Land Use Report (Amendment to the Comprehensive Plan) identifies the subject 13.04 acres as open space. The subject property is currently located in unincorporated Lake County and is currently vacant.

### **Annexation**

The applicant is proposing to annex approximately 13.04 acres into the Village. The subject site is currently contiguous to the Village of Antioch and is within the Village's planning area. The subject site is located within the Village's Facility Planning Area (FPA) and utilities are located to the east of the subject site (GLP commercial development). The property is contiguous to the Village from the north. The Market Place

commercial parcel is located to the north and that property was zoned as a commercial PUD and annexed into the Village. The long-term plan for the Village is to annex the balance of parcels along Route 173 with the exception of the Forest Preserve parcels.

Based on the foregoing, staff would recommend that the proposed annexation is a logical extension of the Village's municipal boundaries.

### **Special Use for Planned Unit Development**

When looking at any Special Use request, it is important to look at the surrounding uses in order that the proposed use of the subject site is generally in character of the surrounding uses. The character of the immediate area is transitional. Below is a summary of the surrounding uses:

North:	Commercial	(B-3)
East:	Residential	(unincorporated)
South:	Forest Preserve	(Estate)
West:	Forest Preserve	(Estate)

In accordance with Section 10-15-5, any proposed Special Use must comply with three findings of facts that are outlined in this section of the Zoning Ordinance. The required findings of facts are as follows:

### **Analysis**

*a) The compatibility of the proposed use with the existing and planned uses on abutting properties:*

The subject parcel is surrounded by Forest Preserve to the west and south and is identified as open space in the Village's Route 173 Design Guidelines and Comprehensive Plan. In addition, the subject site incorporates extensive forestation. To the north of the subject site is the old Market Place commercial development which incorporated several proposed big boxes and junior projects before the downturn in 2008.

In view of the existing Forest Preserves located around the subject site and the residential neighborhood to the east, it is imperative that any commercial development blend in with the character of the area. The submitted concept incorporates a 30-foot buffer along the future ROW for Route 173. Efforts should be made to incorporate an extensive landscape buffer along Route 173 and the western perimeter of the site. To maintain the character of the area, extensive landscaping will have to be added to the future buffer along Route 173 in order that it blends in to the open space located to the west and residential area to the east.

*b) Any increase in density or intensity of the proposed use that will affect the compatibility of the use with existing and planned uses in the surrounding area:*

As identified above, the subject site has been identified as open space based on the Route 173 Design Guidelines which are part of the Village's Comprehensive Plan. The adjacent open space dictates some sensitivity in design of the subject site.

This requirement can be accomplished by an extensive landscape buffer along Route 173 and a tree survey of mature trees to see if any are worth preserving. Much of the existing tree line along Route

173 will be lost with the future Route 173 improvements and much of the tree line is scrap and not worthy of preservation. However, there may be a number of trees that can be integrated into the future landscape plan for this development.

*c) The proposed use will not change the predominant character of the surrounding area:*

As identified above, the Village's Comprehensive Plan identifies the site as open space. In order to avoid any negative impact on the parcels to the west and south, active efforts need to incorporate an extensive landscape buffer along Route 173 and the western perimeter of the subject site.

Good design and sensitive site planning can negate any negative impact on the Forest Preserve property located to the west and south of the site. Avoiding conventional strip centers with large parking lots with a minimum of landscaping is something that Village policy does not permit. The Village's recently adopted "Community Vision" calls for preserving the small town and historic character of the area. To avoid the creation of a placeless new development, great care will have to be given by the developer to integrate the landscape design and future architecture of this development into the semi-rural character of the area. The surrounding parcels will dictate a real sensitivity in design of the subject site.

*d) The ability to mitigate adverse and understandable impact to the surrounding area, including, but not limited to individual impacts, air emissions, noise, vibrations, glare, heat, odors, water pollution, electromagnetic interference and other nuisance effects:*

The applicant's proposed concept and development of the subject site, if properly designed, can integrate into the character of the subject area and the adjacent Forest Preserve property. One of the challenges of the site and future commercial development on Route 173 is that the site is located on an arterial that makes it appropriate for commercial development. However, there is extensive Forest Preserves, wetlands and other environmentally sensitive areas located along Route 173 that help give the Village it's special character. Balancing new commercial development with the natural resources of the area is something that Staff is focused on.

Consequently, by incorporating an extensive landscape buffer around the perimeter of the subject site and by making every effort to preserve some of the mature trees on the subject site the applicant can mitigate any negative impacts on the surrounding properties.

*e. Amount of traffic generated and capacity and design of roadways and available parking facilities to handle anticipated traffic:*

The applicant's proposed site is located on Route 173 which is a major arterial. Staff is working with the Illinois Department of Transportation on the long-term improvements of Route 173. Improvements plans for Route 173 are being improved by Staff and the long-term plan is to improve Route 173 to a four-lane arterial with an urban profile along the applicant's frontage.

With respect to signalization, Staff will be meeting with IDOT in the future about the long-term signalization of this section of Route 173. The Village will be requesting a signal at the newly planned Grimm Road (between Kunes Ford and Body Craft) and we potentially anticipate a signal at Lincoln Street in the future.

*f. The effect on infrastructure including water, wastewater, storm water, utilities and streets:*

The Village has the utility capacity to serve the subject site for commercial development. The applicant will be required to extend the utility lines as part of this proposed project. With respect to the impact on adjacent streets, improvements to the entrance of Lincoln Street will have to be made as part of this proposed project including potentially de-acceleration lanes along Route 173.

*g. The incorporation and integration of architectural and landscape features to mitigate impacts from the proposed use:*

The applicant has only submitted a conceptual land plan with two various options based on the final uses of the subject site. No architectural standards or guidelines have been submitted by the applicant on this proposed retail concept. Staff will be working with the applicant on architectural and landscape guidelines as part of this proposed Planned Development. In addition, the applicant will be required to proceed with a Site Plan Review and comply with the Village's Site Plan Review Ordinance once they have users for the subject site.

## **Rezoning**

The applicant is seeking to rezone the subject property to B-3 (Service and Wholesale Business District) from its current commercial zoning in the county. The subject site is a vacant field that is not under cultivation. In addition, there is an existing single family home at the corner of Lincoln Avenue and Route 173 that will be a part of this future commercial development.

Prior to making any favorable recommendation for any requesting rezoning, it is important that certain findings or standards be met by the applicant. Any rezoning consistent with Illinois law should meet the following criteria:

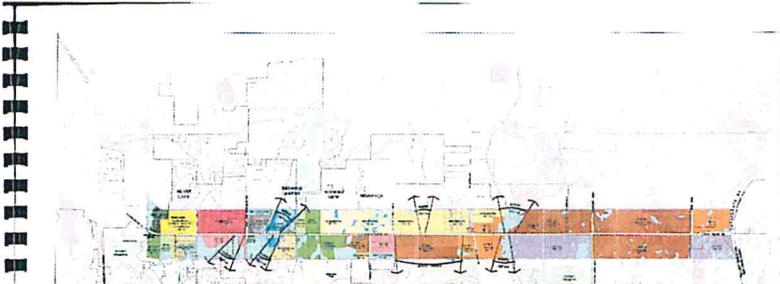
- Be consistent with zoning and land uses in the surrounding area.
- Be consistent with the Village's policies and Comprehensive Plan.
- Not have any negative impact on the surrounding properties, including the diminishing of property values.
- Consistent with the trend of development in the adjacent area.

While there is no set of formal findings that are outlined in Section 10-15-4, any proposed rezoning should take these factors into account. The subject site contains a number of constraining elements that should be considered when determining whether the proposed B-3 zoning is appropriate. Below is an analysis of the factors that should be considered in determining whether the requested rezoning to B-3 is appropriate for the subject site:

The subject site is located on Route 173 which is the main east-west arterial through the Village of Antioch. The "East Route 173 Corridor Design Guidelines and Land Use Report" identify a series of commercial nodes along Route 173 which will service the commercial needs of the Village. To the north of the subject site is zoned for commercial and was previously planned for a large power center that included a Target, Lowes and Kohl's. This previous project was abandoned during the economic downturn; however, Staff still anticipates future commercial development on the subject site.

In addition, this section of Route 173 carries approximately 15,000 vehicles per day and this fact would make the subject site appropriate for commercial development. The character of the subject site is in transition based on current trends. The Village's Comprehensive Plan has identified commercial to the north and residential to the east. However, based on the number of parcels that are for sale on Route 173, Staff believes that there will be an opportunity for the single-family homes along Route 173 to be consolidated into one lot and redeveloped. There remains a real question based on the future widening of Route 173 whether residential development is appropriate or desirable.

Based on the Village's Route 173 Design Guidelines, the vast majority of Route 173 will remain Forest Preserve, business park development, along with residential subdivisions. Staff has identified the area between the existing Grimm Road and Deep Lake as constituting the future commercial center of Antioch.



The vast majority of available commercial land is located on the North side of Route 173. Clearly, the trend of development of Route 173 will be new infill commercial development adjacent to the extensive amount of wetlands and Forest Preserve along the corridor. The extensive number of wetlands along Route 173 provides the Village of Antioch the opportunity to avoid the typical commercial strip development that is so common in the region. Instead, there is an opportunity to concentrate future commercial development into a series of commercial nodes.

While the Village's Comprehensive Plan identifies the site as open space, Staff believes commercial zoning is appropriate if certain design parameters are followed in the proposed concept to mitigate against any negative impact on the sensitive land surrounding the subject site. In addition, the applicant needs to take certain design efforts to address the Village's adopted "Vision Plan" and the "Route 173 Design Guidelines". Based on the trend of development, commercial development is appropriate for the subject site.

**Concept Plan**

The applicant has submitted two concept plans for the subject site. At the present time, the applicant does not have any end users for the subject site and therefore is submitting several concepts that could work based on the future demand for retail space.

- **Concept A-** Concept A contains two proposed buildings that would contain a total of 63,925 square feet of retail space. The large building at 51,460 square feet would be large enough for a grocery store or several junior boxes and the stand-alone 12,465 square feet would be sufficient for a retail center with a casual dining end-cap with drive thru. The applicant is proposing a total of 321 parking space for the total development. The Village's Site Plan Review Ordinance requires three (3) spaces per one thousand (1,000) square feet of retail space or a total of 191 parking

spaces. Based on this calculation, staff believes that the proposed concept plan could add additional landscape buffer areas or even a small out lot with a stand-alone building. There appears to be excessive parking on the subject site.

- **Concept B-** Concept B contains a total of 47,708 square feet of commercial space. As envisioned, there would potentially be a 35,243 square foot auto dealership and a 12,465 square foot retail building with drive-thru. As proposed there would be a total of 401 parking stalls. Based on Staff's calculations, the subject site would only require a total of 143 parking spaces. Again, there appears to be excessive parking on this concept also.

Both concepts incorporate a 30-foot landscape buffer along Route 173 and a 20-foot landscape buffer along the western perimeter of the subject site. In addition, there is a 30-foot buffer adjacent to the existing wetlands that are located along the southern perimeter of the site. It appears that a large portion of the site contains wetlands, so there is an existing natural buffer to the south.

Both concept plans provide some opportunity to be refined with additional landscaping and design interest. While Staff is comfortable with the general layout, we would like to explore with the applicant some additional changes and whether some parking can be removed and additional retail space can be added.

#### **Access Points**

The applicant's concepts have identified three access points on the subject site. The applicant has shown a full access point on Route 173 along with a proposed right-in/right-out. In addition, there would be a full access point on Lincoln Avenue. If Lincoln Avenue is signalized in the future, the only possible location for a full access into this development would be along the western perimeter of the subject site. It will be important to coordinate the full access points into this development with any future access points that may be located in the future commercial development located to the north of this site.

#### **RECOMMENDATION**

Based on the foregoing analysis, staff recommends that the Planning and Zoning Commission make a favorable recommendation that the proposed Annexation of the subject property is a logical extension of the Village's municipal boundaries. In addition, staff would recommend to the PZB that the proposed rezoning of the subject site to B-3 is consistent with the existing character along the corridor and trend of development. Additionally, Staff generally supports the requested Special Use for a Planned Unit Development on the subject site.

With respect to the Concepts, Staff would like to continue to work with the applicant on refining the concepts by adding some additional landscape buffers and potentially another out lot. The concepts are very general and any future development on the subject site will require a Site Plan Review.

Staff would request that any conceptual approval of the subject site be limited to uses, buffer areas and total square footage. The remaining details relating to design, landscaping and number of parking stalls would all be left to the future Site Plan Review approval process.

*We move that the PZB make a favorable recommendation that the proposed annexation of the subject site is a logical extension of the Village's municipal boundaries.*

*We move that the PZB recommend approval of the Special Use for Planned Development subject to the following stipulations:*

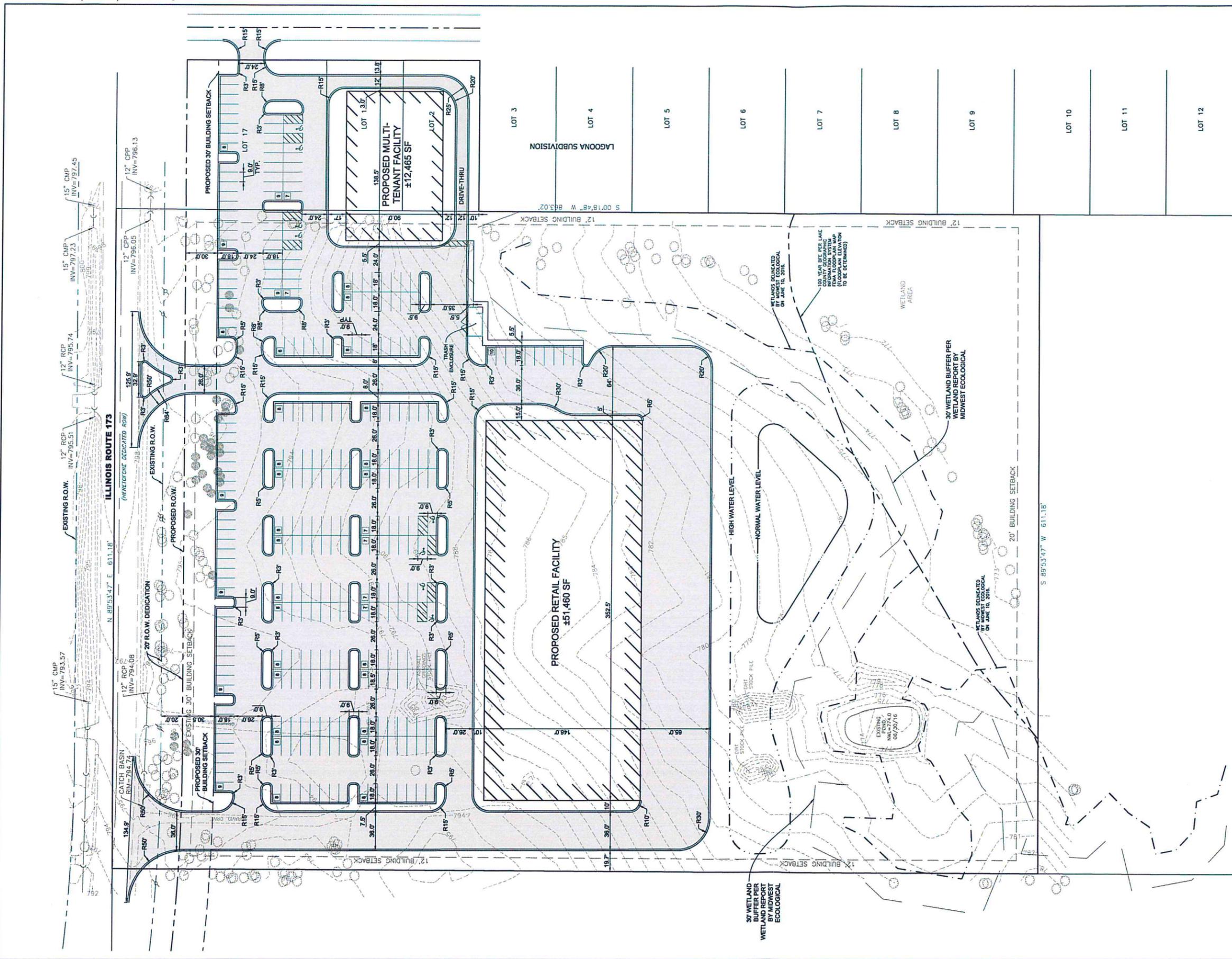
- 1. Compliance with the Village Engineer.*
- 2. Compliance with the requirements of the Antioch Fire Protection District.*
- 3. Work with Staff on continuing to refine the terms of any PUD as it relates to total square feet of commercial development permitted.*

*We move that the PZB make a favorable recommendation to the Village Board that the property be rezoned B-3 (Business Service & Wholesale).*

*We move that the PZB make a favorable recommendation of the proposed concept plans subject to the following stipulations:*

- 1. Compliance with the requirements of the Village Engineer.*
- 2. Compliance with the requirements of the Antioch Fire Protection District.*
- 3. Continue to work with Staff on refining the concepts.*





**SITE DATA TABLE**

<b>SITE AREA:</b>	<b>GROSS LOT AREA</b>	<b>PARKING PROVIDED</b>
LOT 1	12.10 ACRES	RETAIL 224 STALLS INCLUDING 4 ADA
LOT 2	0.23 ACRES	MULTI TENANT RETAIL 97 STALLS INCLUDING 4 ADA
LOT 17	0.23 ACRES	
<b>TOTAL</b>	<b>13.04 ACRES</b>	<b>321 TOTAL STALLS INCLUDING 8 ADA</b>
<b>ROW DEDICATION</b>	<b>ORIGINAL</b>	<b>BLDG 1 FOOTPRINT</b>
	0.625 ACRES	51,460 SF.
	<b>ADDITIONAL</b>	<b>BLDG 2 FOOTPRINT</b>
	0.281 ACRES	12,465 SF.
	<b>TOTAL</b>	
	0.906 ACRES	
<b>NET TOTAL AREA</b>	<b>±12.13 ACRES</b>	

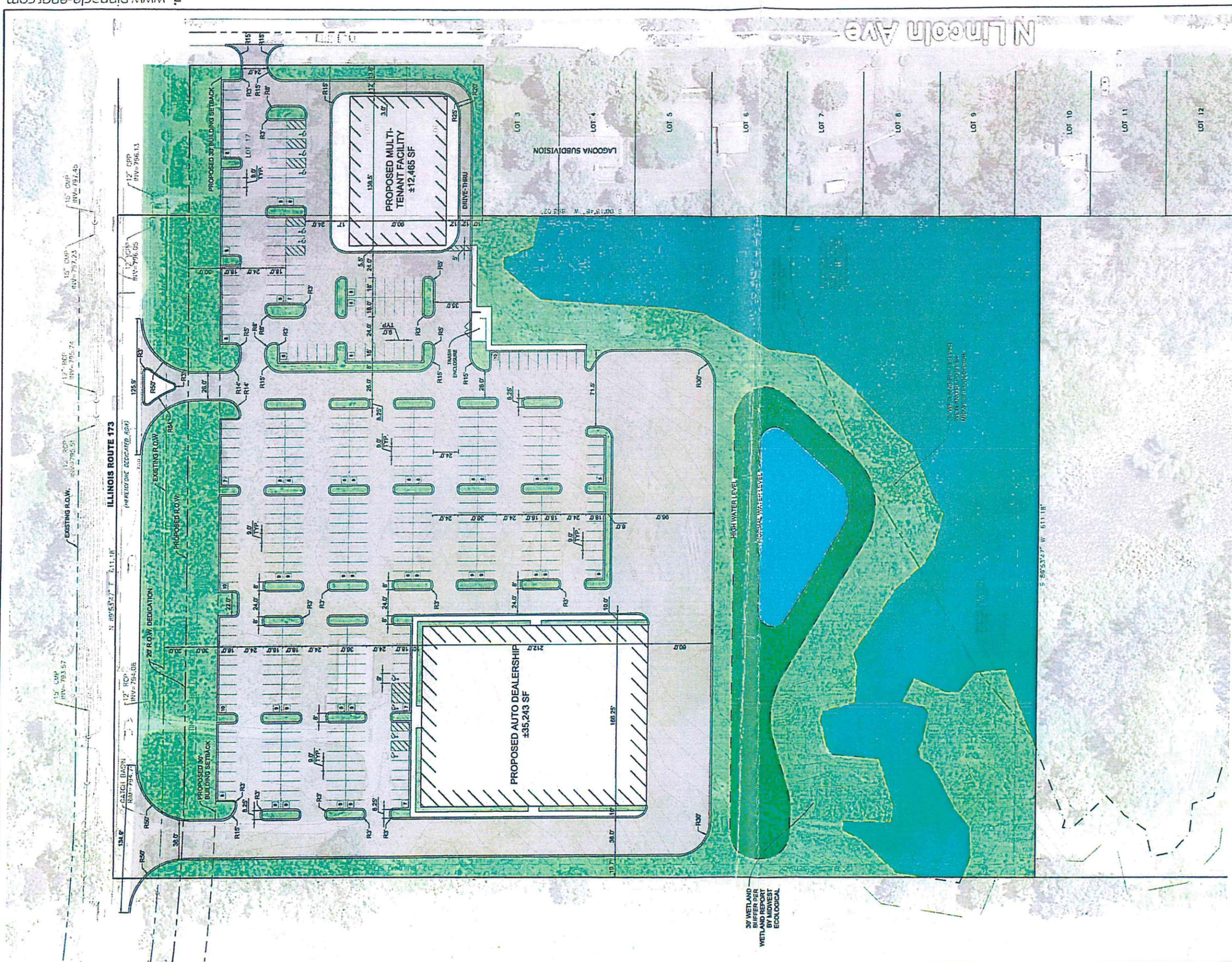


PLAN / DESIGN / DELIVER  
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 101 E. WABASH, SUITE 217  
 EAST DUNDEE, IL 60118  
 CHICAGO/INDIANAPOLIS/ANTIOCH

**ROUTE 173 DEVELOPMENT  
 22855 W. IL ROUTE 173  
 ANTIOCH, IL**

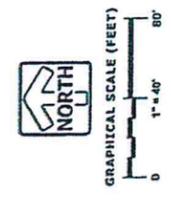
**CONCEPT DEVELOPMENT  
 PLAN A**

REG JOB NO. 6256.00-11  
 REG. NO. B03  
 START DATE 10/05/16  
 SCALE 1"=40'  
 SHEET 1 of 1



**SITE DATA TABLE**

<b>SITE AREA:</b>	<b>PARKING PROVIDED:</b>
GROSS LOT AREA	AUTO DEALER 305 STALLS
LOT 1 12.10 ACRES	INCLUDING 4 ADA
LOT 2 0.23 ACRES	MULTI TENANT RETAIL
LOT 17 0.48 ACRES	96 STALLS
TOTAL 13.04 ACRES	INCLUDING 5 ADA
<b>ROW DEDICATION</b>	401 TOTAL STALLS INCLUDING 9 ADA
ORIGINAL 0.625 ACRES	BLDG 1 FOOTPRINT 35,243 SF.
ADDITIONAL 0.281 ACRES	BLDG 2 FOOTPRINT 12,465 SF.
TOTAL 0.906 ACRES	
NET TOTAL AREA ±12.13 ACRES	



**PINNACLE**  
ENGINEERING GROUP  
ENGINEERING | NATURAL RESOURCES | SURVEYING

PLAN | DESIGN | DELIVER

CHICAGO OFFICE: 1117  
1417 BOND ST., 10113  
PH: 312.551.1300

**ROUTE 173 DEVELOPMENT**  
**22855 W. IL ROUTE 173**  
**ANTIOCH, IL**

**CONCEPT DEVELOPMENT**  
**PLAN B**

SHEET 1

SCALE 1" = 40'

STAT DATE 10/25/18

REV 01

REV 02

REV 03

REV 04

REV 05

REV 06

REV 07

REV 08

REV 09

REV 10

REV 11

REV 12

REV 13

REV 14

REV 15

REV 16

REV 17

REV 18

REV 19

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REV 92

REV 93

REV 94

REV 95

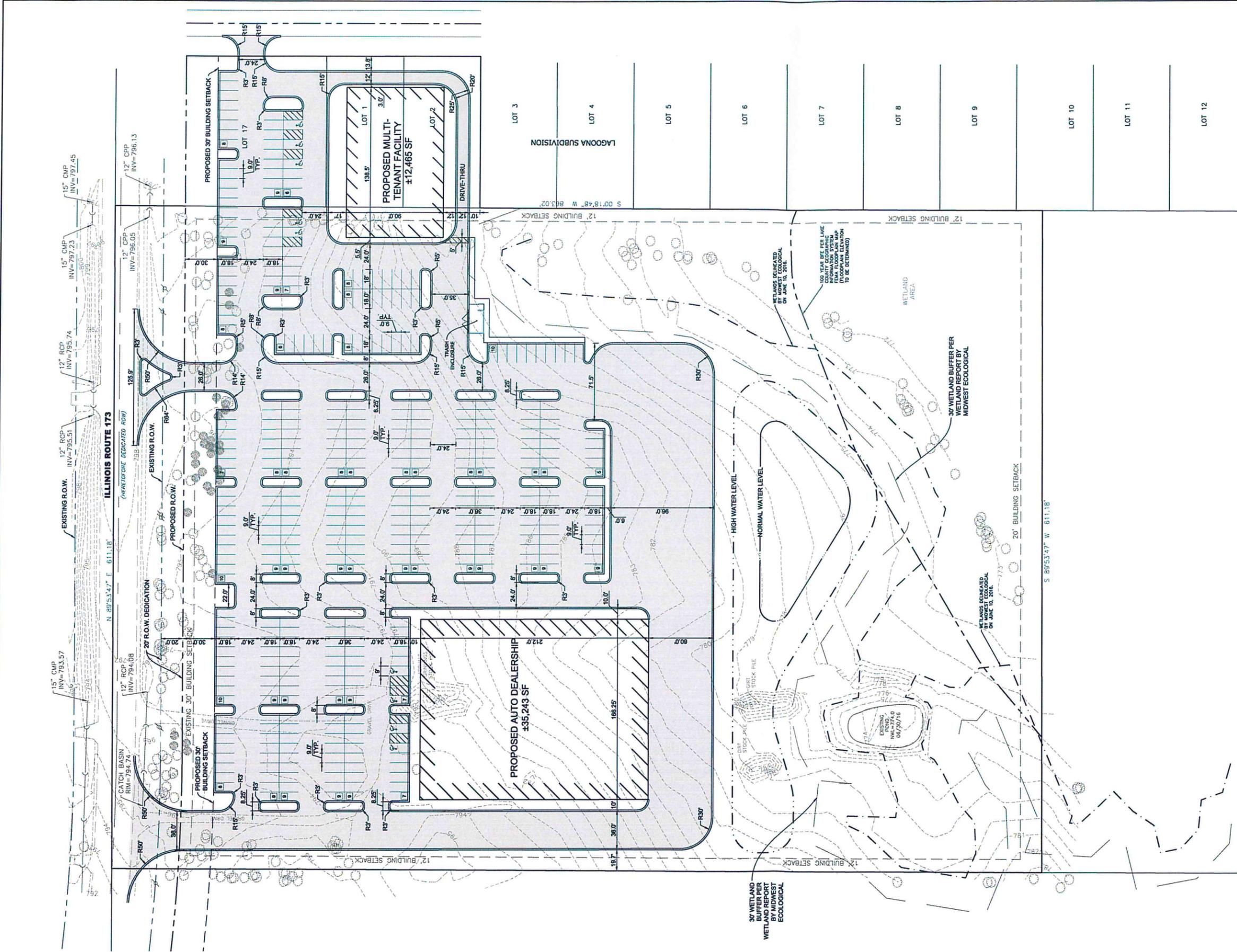
REV 96

REV 97

REV 98

REV 99

REV 100



**SITE DATA TABLE**

<b>SITE AREA:</b>		<b>PARKING PROVIDED</b>	
GROSS LOT AREA	12.10 ACRES	AUTO DEALER	305 STALLS INCLUDING 4 ADA
LOT 1	0.23 ACRES	MULTI TENANT RETAIL	96 STALLS INCLUDING 5 ADA
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LOT 17	0.48 ACRES		
TOTAL	13.04 ACRES		
<b>ROW DEDICATION</b>		401 TOTAL STALLS INCLUDING 9 ADA	
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TOTAL	0.906 ACRES		
<b>NET TOTAL AREA</b>		BLDG 1 FOOTPRINT 35,243 SF.	
	±12.13 ACRES	BLDG 2 FOOTPRINT 12,465 SF.	



PLAN / DESIGN / DELIVER  
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 CHICAGO, ILLINOIS: (N/A) (P) (F)

**ROUTE 173 DEVELOPMENT  
 22855 W. IL ROUTE 173  
 ANTIOCH, IL**

**CONCEPT DEVELOPMENT  
 PLAN B**

PROJECT No. 1678-00-11	REV. 01
START DATE 10/05/16	SCALE 1"=40'
REV. 02	SHEET 1 of 1
REV. 03	