

VILLAGE OF HOMEWOOD



MEMORANDUM

DATE OF MEETING: October 23, 2025

To: Planning and Zoning Commission

From: Noah Schumerth, Assistant Director of Economic and Community Development

Through: Angela Mesaros, Director of Economic and Community Development

Topic: Case 25-34: Zoning Map Amendment from B-1 to B-2 Zoning District, 18106-18124 Martin Avenue

APPLICATION INFORMATION

APPLICANT	Yan (Grace) Cui
ACTION REQUESTED	Zoning Map Amendment
ADDRESS	18106-18124 Martin
PIN	29-31-313-031 (1 parcel)

ZONING & LAND USE

SUBJECT PROPERTY	ZONING	LAND USE
CURRENT	B-1 Downtown Core	Multi-tenant shopping center (uses within the center include salons, offices, and personal services)
PROPOSED	B-2 Downtown Transition	Multi-tenant shopping center (uses within the center include salons, offices, and personal services)
SURROUNDING	N: B-1 Downtown Core	Salon/spa establishment (Nail Savvy)
	E: B-1 Downtown Core	Professional Office (2024 Building)
	S: B-2 Downtown Transition	Single-family residential
	W: B-1 Downtown Core	Mixed use – residential & restaurant/commercial, and public parking lot

LEGAL NOTICE Legal notice was published in *Daily Southtown* on September 24, 2025. Notice letters were sent to 104 property owners and residents within 250' of the subject property.

DOCUMENTS FOR REVIEW

Title	Pages	Prepared by	Date
Application	2	Yan (Grace) Cui, Applicant	09/09/2025

Map Amendment Standards	2	Yan (Grace) Cui, Applicant	09/16/2025
Project Narrative	7	Yan (Grace) Cui, Applicant	09/09/2025
First Floor Plans	3	Yan (Grace) Cui, Applicant	09/16/2025
Property Survey	1	David Ring and Associates, Ltd.	Undated
Staff Exhibits	5	Noah Schumerth, A.D. ECD	10/02/2025

BACKGROUND

The applicant, Yan (Grace) Cui, recently purchased the building at 18106-18124 Martin Avenue and has proposed an amendment to the Village Zoning Map to change the zoning designation of the property from the B-1 Downtown Core zoning district to the B-2 Downtown Transition zoning district. The property is a mixed-use building with 11 non-residential ground-floor tenants and 16 apartments on the two upper floors of the building.

PROPERTY HISTORY

The mixed-use building on the subject property was constructed in 1981. At the time, the property was zoned B-2 Community Business district, designed to:

“...maintain scale in commercial areas and provide goods and services primarily for the convenience of the surrounding neighborhoods, and promote the continuation of small-scale commercial districts.”
(Section 5.1, Village Zoning Ordinance, adopted in 2002.)

With the adoption of the new Zoning Ordinance in 2023, the subject property was rezoned from its original B-2 Community Business zoning designation under the former Zoning Ordinance into the B-1 Downtown Core district, which is intended to:

“...establish a destination for retail, dining and entertainment in the Village, and is intended to have pedestrian-oriented environment and accommodate development at all scales. The intent and purpose of the district is to protect areas for commercial development and the generation of property tax revenue from the encroachment of non-taxable bodies including non-commercial places of assembly...” (Section 44-04-02.E, Village Zoning Ordinance, adopted in 2023.)

This property has been commercially zoned since the original zoning ordinance adopted in 1929, with the property zoned in the “Commercial A.”

The proposed property is contiguous with areas of the village zoned in the B-2 Downtown Transition zoning district. The map amendment does not meet standards for “spot zoning.”

DISCUSSION

In 2023, the Village of Homewood created the B-1 Downtown Core district and applied the zoning district to approximately six blocks in the central area of the Downtown. The intent of this district was to concentrate retail, dining, and entertainment uses in the central area of the Village’s downtown along Ridge Road. This district is designed to take advantage of high foot traffic near the Village’s transit hub and concentrate these uses together to encourage pedestrian traffic and create a “destination” which can support these types of uses. The zoning district has strong use limitations to avoid encroachment of other

uses, including non-taxable uses and uses that may not as clearly benefit from placement within a high-traffic corridor.

The applicant has proposed a zoning map amendment to rezone the subject property from the B-1 district into the B-2 Downtown Transition zoning district, which is a district modified from the original B-2 Community Business zoning designation. This district is designed to:

“...accommodate a variety of residential and nonresidential uses on the periphery of the Downtown Core district. The district is intended to support the adaptive reuse of existing buildings for a mix of residential and non-residential uses, as well as contextually sensitive infill development in a pedestrian-oriented environment which supports the vibrancy of the Downtown Core. The intent and purpose of this district is to protect areas for commercial development and the generation of property tax revenue from the encroachment of non-taxable bodies including non-commercial places of assembly as defined in this Ordinance.” (Section 44-02-02.F, Village Zoning Ordinance, adopted in 2023).

The eleven (11) ground-floor commercial tenant spaces range from 480 square feet to 960 square feet. The square footage and uses are detailed in **Table 1** below.

Table 1: Current Uses at the Subject Property

Tenant Space Address*	Square Footage	Current Use
18106 Martin	480 square feet	Healthy foods store/retail
18106 ½ Martin	480 square feet	Professional office
18110 Martin	960 square feet + lower level	Proposed salon (25-35)
18112 Martin	960 square feet	Massage therapy
18112 ½ Martin	960 square feet	Salon
18116 Martin	480 square feet	Salon
18118 Martin	960 square feet	Massage therapy
18120 Martin	480 square feet	Salon
18120 ½ Martin	480 square feet	Professional office
18122 Martin	480 square feet	Building storage
18124 Martin	960 square feet	Proposed salon (25-36)

****Table 1 only lists the ground floor non-residential uses. All uses on the second and third floors are residential.***

As indicated in Table 1, the ground floor of the building are service-oriented uses, including a range of salons, massage therapy, and office uses. **All of the uses currently operating in the building are either not permitted in the current zoning district (B-1) or are special uses that would require Planning and Zoning Commission or Village Board approval.** The uses are pre-existing legal nonconforming uses that are allowed to continue operating under the new zoning district. Many of these uses would be allowed as special or permitted uses in the proposed zoning district (B-2). The current use analysis is provided in Table 2.

Table 2: Use Analysis of Previous, Current and Proposed Zoning

Current Use/Address	Pre-2023 zoning (B-2)	Current zoning (B-1)	Proposed zoning (B-2)
Massage Therapy (18112 Martin, 18118 Martin)	S*	NP	NP
Retail < 5,000 square feet (18106 Martin)	P	P	P
Professional Office < 2,500 square feet (18106 ½ Martin, 18120 ½ Martin)	P	S	P
Salon (18110 Martin, 18112 ½ Martin, 18116 Martin, 18120 Martin)	S	NP	S

P = permitted use; S = special use; NP = not permitted

**the “massage” zoning use was added as a separate category with the adoption of the 2023-zoning ordinance. In the previous ordinance, massage was classified as a salon/spa establishment.*

Since its construction, this property has primarily been occupied by service-oriented businesses similar to those currently in operation (Table 2). Previous uses have consisted of offices, salons, massage therapy, and other personal services. Many of these uses would not be permitted under the current zoning district. A record of previous non-residential uses in the building is listed in **Table 3** below.

Table 3: Previous Uses of Subject Property

Business Name	Use Classification	Address	Year	Current Zoning (B-1)	Proposed Zoning (B-2)
Diet Center	Personal Service	18122 Martin	1983	S	L
Burns and Wilcox	Professional Office	18124 Martin	1988	S	P
Gust and Dickett Associates	Professional Office	18106 Martin	1993	S	P
Samuel's Hairstyling	Salon	18120 Martin	1995	NP	S
Dr. Karen O'Donnell, DDS	Medical (Dental) Office	18124 Martin	1995	NP	P
Insurance Office	Professional Office	18116 Martin	1999	S	P
Kim's Place	Salon	18116 Martin	2003	NP	S
Insight Awareness	Massage Therapy	18112 Martin	2005	NP	NP
Insight Awareness (expansion)	Massage Therapy	18110 Martin	2011	NP	NP
Homewood Glass Shop	Personal Service	18106 ½ Martin	2012	S	L
Moreland Chiropractic	Medical Office	18112 Martin	2012	NP	P
Housemaster	Professional Office	18118 Martin	2013	S	P
Exclusively Yours	Salon	18122 Martin	2013	NP	S
Veda	Salon	18116 Martin	2015	NP	S

P = permitted use; L = limited use; S = special use; NP = not permitted

The building was constructed as a mixed-use building with multi-family residential units above the ground floor. This arrangement of residential units located above the ground floor is currently permitted

in the B-1 Downtown Core zoning district, and would remain permitted in the B-2 Downtown Transition zoning district if the zoning change is approved.

The B-1 Downtown Core zoning district is significantly more restrictive than the B-2 Downtown Transition zoning district. The B-2 zoning district allows a greater range of non-residential uses to support “a variety of residential and non-residential” uses that support the B-1 Downtown Core area. A comparison of the uses permitted in the B-1 Downtown Core and B-2 Downtown Transition districts is included in **Table 4** below. This table demonstrates uses that would be permitted or allowed as a special or limited use in this building if the property were to be rezoned from the B-1 district to the B-2 district.

Table 4: Use Table Comparison for B-1 and B-2 Zoning Districts

B-1 Downtown Core District	B-2 Downtown Transition District
Permitted Uses - Retail (less than 5,000 sq ft) - Restaurant/bar - Multi-Family Residential (above ground floor)	Permitted Uses - Retail (less than 5,000 sq ft) - Co-working space (less than 2,500 sq ft) - Medical office (less than 2,500 sq ft) - Professional office (less than 2,500 sq ft) - Restaurant/bar
Limited Uses - Co-working space (less than 2,500 sq ft) - Personal service (less than 2,500 sq ft) - Professional office (less than 2,500 sq ft) - Craft brewery - Bed and breakfast - Hotel	Limited Uses - Personal service (less than 2,500 sq ft) - Craft brewery - Hotel
Special Uses - Indoor Commercial Place of Assembly - Outdoor Commercial Place of Assembly - Retail (greater than 5,000 sq ft) - Carryout facility	Special Uses - Multi-family residential (> 7 units) – <i>conversion of ground floor into residential possible</i> - Senior housing (dependent or independent) - Indoor Commercial Place of Assembly - Outdoor Commercial Place of Assembly - Retail (greater than 5,000 sq ft) - Multi-tenant shopping center (less than 5,000 sq ft) - Adult day care - Child care center - Co-working space (greater than 2,500 sq ft) - Medical office (greater than 2,500 sq ft) - Personal service (greater than 2,500 sq ft) - Professional office (greater than 2,500 sq ft) - Salon and spa establishment - Veterinary clinic - Carryout facility - Bed and breakfast
	Limited Uses - Craft brewery - Hotel

Bulk and Dimensional Standards

The proposed zoning amendment from the B-1 district to the B-2 district would change the bulk and dimensional standards currently required. **The property meets the bulk and dimensional standards for both the existing zoning district (B-1) and the proposed zoning district (B-2).** Bulk and dimensional standards for both existing and proposed zoning are presented in **Table 5**.

	Current Zoning (B-1 Downtown Core)	Proposed Zoning (B-2 Downtown Transition)
Front Setback (Min.)	n/a	n/a
Front Setback (Max.)	5'	n/a
Interior Side Setback	n/a (no adjacent residential zoning)	n/a (no adjacent residential zoning)
Exterior Side Setback	n/a (no adjacent residential zoning)	n/a (no adjacent residential zoning)
Rear Setback	n/a (no adjacent residential zoning)	n/a (no adjacent residential zoning)
Height	55'	45'
Building Coverage	n/a	n/a
Impervious Surface Coverage	100% allowed	80% allowed

The map amendment does not change the parking requirements for the property. This property has a private parking lot with 48 parking spaces. Residential and non-residential tenants of the building share the parking lot.

This building is classified as a multi-tenant commercial center in the Zoning Ordinance. The parking requirements of the zoning ordinance, adopted in 2023, are as follows: Twenty-four (24) parking spaces are required for residential units and 30 parking spaces are required for the commercial units, for a total of 54 required parking spaces.

The property was constructed in conformance with the zoning requirements in effect in 1981, and is considered legal non-conforming. The proposed map amendment would not change the parking non-conformity, as parking requirements for the site would not change. In addition, on-street parking is available along Martin Avenue and Hickory Road adjacent to the property, including 25 spaces newly striped on Hickory Road in 2025. The property also abuts a public parking lot located at the corner of Kroner Lane and Harwood Avenue.

MAP AMENDMENT STANDARDS

The Planning and Zoning Commission must consider the following standards when reviewing the proposed zoning map amendment. No single standard is controlling.

- a. Does the current zoning or the proposed zoning more closely conform to the stated goals in the comprehensive plan? The Comprehensive Plan identifies this property as commercial.
- b. Have major land uses, conditions or circumstances changed since the original (existing) zoning was established? The property was rezoned in 2023 from the B-2 Community Business zoning district to the newly created B-1 Downtown Core zoning district. The current zoning district restricts the permitted uses in the building, causing several existing uses to no longer be allowed.

The applicant recently purchased the property is in the process of renovation and improvements to the property, and has seen an increase in interest, including two proposed salons. Under the current B-1 zoning, the salons would not be permitted.

- c. Do sites exist for the proposed use in existing districts permitting such use? The B-2 Downtown Transition zoning district covers the majority of the downtown area. There are vacant properties within the B-2 Downtown Transition zoning district where similar uses could be located. Staff has noted that many of these vacant properties require substantial work to meet current code and environmental compliance.
- d. Is the requested change compatible with the existing uses, development patterns and zoning of nearby properties? The proposed zoning district is contiguous with other properties zoned in the B-2 Downtown Transition zoning district. Many of the existing uses in the building, including multi-family residential units, salons, and personal services, are consistent with the B-2 zoning district. The uses are consistent with the existing uses and development pattern of the area. This area may continue to transition toward similar mixed-use development, as the B-2 Downtown Transition zoning district is designed to support a “mix of residential and non-residential uses.”

The purpose of the rezoning of this area with the creation of the B-1 Downtown Core district in 2023 was to prioritize dining, retail, and entertainment uses in high-traffic and high-activity areas in the core of the Village’s downtown redevelopment area. The new B-2 Downtown Transition zoning district is intended to provide a transition between the B-1 retail core and the residential districts. The B-2 district allows uses that do not require high-traffic areas but may benefit from a downtown location (such as personal services, offices, and salons). This district is adjacent to the downtown core to support local vibrancy and ongoing redevelopment. The proposed rezoning supports the purpose and intent of the original change in zoning.

- e. Does the present development of the area comply with existing ordinances? The current development on the site is compliant with the requirements of both the existing zoning (B-1) and the proposed zoning (B-2).
- f. Does the existing zoning impose an unreasonable hardship or can a reasonable economic benefit be realized from uses permitted by the existing zoning? Many of the current uses within the building are not permitted under current zoning. This building has historically been used by salons, personal service uses and office uses, all of which are not permitted or are restricted in the B-1

zoning district. The location of the building on a lower-traffic street and the physical construction and layout of the building limit the opportunity for uses permitted in the B-1 district to operate (restaurants, retail, etc.).

- g. What is the extent of the diminishment of property values, if any, resulting from the current zoning? The current zoning limits the number of potential commercial uses that may operate in the building, including many of the types of uses that have historically operated in the building. Current zoning reduces long-term development opportunities in the building and may impact property value and economic return from the building.
- h. How long has the property been vacant as compared to development occurring in the vicinity? The building only has one vacant non-residential space.
- i. Is the property physically suitable for the zoned uses or for the proposed use? The non-residential spaces in the building are relatively small (< 1,000 sq ft) and are generally not suitable for the uses permitted in the B-1 zoning district. The construction of the building also limits how the commercial spaces may be reconfigured. The location of the subject property along a low-traffic local street is not generally suitable for the uses in the B-1 zoning district. The uses that would become allowable as permitted or special uses with the proposed B-2 rezoning, such as salons and offices, are more suitable for this location and the configuration of the building.

The property is physically suitable to support the two proposed businesses (both salons) being considered in separate applications for this building.

- j. Does the proposed use satisfy a public need? According to the applicant, Due to the creation of the B-1 zoning district, the number of spaces available for salon establishments has decreased. Two salons, Posh Salon and Shear Elegance on Ridge Road in the B-1 zoning district, have ceased operation since the rezoning in 2023. These locations are not permitted to operate again as salons.
- k. Will the proposed change conflict with existing or planned public improvements or adversely impact schools, parks or other public facilities? No changes are currently proposed to the property, which would conflict with additional planned improvements, or with schools, parks and other public facilities. The proposed zoning change would not allow more residents and therefore not affect the schools.

Should the property owner wish to redevelop the property, the proposed zoning change would reduce the overall intensity of the development allowed on the site (reduced max. height and impervious surface coverage, etc.).

- l. In the vicinity, will the environment or traffic patterns be adversely affected? No changes are currently proposed to the property which would impact the environment or traffic patterns.
- m. To what extent will the proposed change diminish property values of the surrounding properties? The proposed change in zoning is unlikely to have any significant impact on surrounding properties. The use mix and overall character of the subject property will remain the same with

the proposed change, and the two proposed salon uses will not substantially alter the character of the subject property or the surrounding neighborhood.

- n. Will the proposed change deter the use of properties in the area or contribute to redevelopment? The proposed change will not hinder the use of the property. Instead, it will support the ongoing shift to service uses, such as salons, offices – which are less dependent on high foot traffic. Currently, the downtown core district is limited to dining, retail, and entertainment establishments.
- o. Will the proposed change be detrimental to the health, safety and welfare of the neighborhood or of the village as a whole? No impacts are anticipated.

FINDINGS OF FACT

Staff has prepared the draft findings of fact in accordance with the standards outlined in Section 44-07-10 of the Village Zoning Ordinance for zoning map amendments. The findings of fact, as proposed or as amended, may be entered into the record:

1. The subject property is a 0.69-acre site comprised of one parcel located at the northwest corner of Martin Avenue and Hickory Road;
2. The subject property is owned by Yan (Grace) Cui of Park Ridge, Illinois;
3. The subject property is located within the B-1 Downtown Core zoning district;
4. The subject property was rezoned into the B-1 district with the adoption of the Village's new zoning ordinance in 2023;
5. The applicant has proposed a zoning map amendment to rezone the property from the B-1 Downtown Core zoning district to the B-2 Downtown Transition zoning district;
6. The proposed map amendment meets all applicable bulk and dimensional standards and development standards that apply to the proposed zoning district (B-2 Downtown Transition zoning district); and
7. The proposed map amendment is consistent with the standards for a zoning map amendment in the Village of Homewood, as set forth in Section 44-07-10 of the Village Zoning Ordinance.

RECOMMENDED PLANNING & ZONING COMMISSION ACTION

The Planning and Zoning Commission may wish to consider the following motion:

Recommend approval of Case 25-34, a map amendment for the property at 18106-18124 Martin Avenue from the B-1 Downtown Core zoning district to the B-2 Downtown Transition zoning district;

AND

Incorporate the Findings of Fact into the record.