

**STAFF REPORT AND
MINUTES**

**SEPTEMBER 17, 2012
PLAN COMMISSION
MEETING**

**VILLAGE OF LOMBARD
INTER-DEVELOPMENTAL REVIEW GROUP REPORT**

TO: Lombard Plan Commission

HEARING DATE: September 17, 2012

FROM: Department of Community
Development

PREPARED BY: Chris Stilling, AICP
Assistant Director

TITLE

PC 12-18: Comprehensive Plan Amendment: The petitioner, the Village of Lombard, requests the approval of an amendment to the Village's Comprehensive Plan pertaining to the land use recommendation for the Ken Loch Golf Course (1S535 Finley Road).

GENERAL INFORMATION

Petitioner: Village of Lombard

DESCRIPTION

The existing site is 30.91 acres in area and consists of a "Par 3" golf course. Over the last decade, the concept of the golf course being redeveloped has been raised and the Village had received concept proposals for single family and townhome developments as well as for business park or office uses. At that time, staff represented that the proposal was not consistent with the Village's Comprehensive Plan, which then identified the site for low density single family residential and open space purposes.

At their April 12, 2012 meeting, the Village Board directed staff to review the Comprehensive Plan as it pertains to the unincorporated Ken-Loch parcel, which is currently identified for open space, and to create various development scenarios to determine future land use. As a result, staff prepared the attached land use and fiscal impact analysis for the overall site to help guide the Plan Commission and ultimately the Village Board in making their decision. The attached report covers the following items:

- 1) **Market Feasibility** prepared by Houseal Lavigne Associates (HLA)
 - a) The report provides a summary analysis of key land uses and their market feasibility.
 - b) Summary of findings for the various land uses.

- 2) **Ken-Loch Development Analysis** prepared by Village staff. This report includes the following:
 - a) Nine (9) potential development options, including analysis of:
 - i) Traffic generation.
 - ii) Market feasibility findings.
 - iii) Overview of fiscal impacts to the Village and School Districts 44 & 87.

- 3) ***Fiscal Analysis*** prepared by Village Staff
- i) Overview of assumptions.
 - ii) Impact on the Village of Lombard.
 - iii) Impact on School District 44 and School District 87.

Since this property is unincorporated, annexation is at the discretion of the Village Board. However, since the property is within 1 ½ miles of our corporate limits and the site is within our ultimate municipal boundaries, discussion on future land is relevant. The attached report covers many types of development scenarios and the Plan Commission is being asked to make a recommendation related to the future land use only, i.e. open space, low density residential, medium density residential, etc. The attached report is to be used a guide to assist with making a recommendation and offers basic site plans to show how the site could possibly be developed. It should also be noted that the overall Comprehensive Plan Update will be finalized and brought forward for a public hearing once a land use has been determined for this location.

INTER-DEPARTMENTAL REVIEW COMMENTS

ENGINEERING/UTILITIES

The Private Engineering Services Division and Public Works Utilities Division have no comments at this time.

BUILDING DIVISION

The Building Division has no comments.

FIRE DEPARTMENT

The Fire Department has no comments.

PLANNING

Current Comprehensive Plan Designation

The subject property was discussed on multiple occasions by the Village in the recent past. As part of the Village Board's 2008 Strategic Plan, the strategic goals for 2008-2009 were to establish a process to annex the golf course. Specifically the report recommended that the Village should "Develop recommendations for a process to annex and develop the Ken-Loch golf course property...", with the intent to maintain a balance of open/recreation space on the Ken-Loch property as part of any future annexation. Based on this Board direction, staff began to implement this directive. Staff incorporated the Ken Loch property discussion into the review of the open space planning effort in 2010. Ultimately, the adopted Open Space Plan Component of the Comprehensive Plan states:

“Regarding Ken-Loch Golf Links, the Village should amend its previous annexation recommendations to ensure that the property remains in use as open space. The previously offered alternative of large-lot single-family development would result in an irreplaceable loss of open space. Accordingly, the property should only be annexed as part of a request and companion plan to enhance the open space/golf course amenity for the Village.”

In 2009, the Village also adopted its latest version of its Annexation Strategies Report. The report discusses the Ken-Loch property and recommends, “annexation of this property should only occur if it is associated with a development plan consistent with the Comprehensive Plan and any future amendments, and as part of a request and companion plan to enhance the open space/golf course amenity for the Village.”

Current Zoning Rights

The property currently operating as a golf course does not impact Village services as it is unincorporated and it is not on Village utilities. It must be recognized that the property owner does not have any development entitlement provisions under Village Code. As the subject property is unincorporated and annexation is a completely discretionary item under the Village Board’s purview, the Village is not legally obligated to annex and rezone the property for a given use. The developer could even make an application through DuPage County for similar zoning approvals. For reference purposes, DuPage County’s Zoning Ordinance has designated the site for R-4 single family residential zoning, which would require development on 40,000 sq. ft. lots (Option B), if utilities were not provided; or up to 10,000 square foot lots (Option C) if utilities were provided. As the site currently does not have utilities available from other sources (it has operated on well and septic) and that the Village has the only public utilities in the immediate area (along Finley Road), it is probable that they would have to seek approval for such connections.

Development Analysis/Market Feasibility

As part of this IDRC report, the attached analysis includes nine (9) possible development scenarios for the Ken-Loch site. Each development scenario also includes a fiscal analysis identifying impacts to the Village of Lombard and School Districts 44 and 87. Staff also retained the services of Houseal Lavigne Associates (HLA) to provide an analysis focused on market feasibility as well as preliminary indications of land value for some of the development options. The following is a general summary of each option.

Option	Development Description	Potential Land Use Designation	Market Feasibility
A	Existing site “as-is”	“Open Space”. This option is consistent with the Village’s current Comprehensive Plan designation and its impact to the Village is minimal.	Not applicable

B	Single family detached on 40,000 square foot lots (current entitlement rights)	Estate Residential	According to HLA analysis, large scale single family detached developments have been greatly impacted by the downturn in the overall housing market. This is projected to continue until existing inventory is absorbed and/or financing is more readily available.
C	Single family detached on 10,000 square foot lots (current entitlement rights with utilities)	Estate Residential	Large scale single family detached developments have been greatly impacted by the downturn in the overall housing market. Therefore, staff assumes a project of this scale is unlikely to occur for the foreseeable future. However, should the market improve, entering into a utilities agreement for this property could potential increase its overall land value.
D	Single family detached on 7,500 square foot lots	Low Density Residential	Given the state of the housing market, staff assumes a project of this scale is unlikely to occur for the foreseeable future.
E	Attached townhomes	Low-Medium Density Residential	According to HLA, most development of for-sale residential property is taking place on smaller sites and in infill locations, especially those that have already been partially developed. They also find that the new townhome and condominium market has been especially slow and hit hard by the downturn in the housing market. This is projected to continue until existing inventory is absorbed and/or financing is more readily available.
F	Mixed townhomes and apartments	Medium Density Residential	According to HLA, given short to mid-term market and economic conditions, rental apartments would be the most feasible residential development HLA also finds that a plan that reserves a portion of the land for the future development of "for sale" product (townhomes and condominiums in particular) may work from a planning perspective, but there is no guarantee as to when the development economics may prove feasible. This could result in a subsequent request to amend the plan to allow for additional rental units in lieu of the planned "for sale" product.
G	Apartments with a preservation of the golf course use	Open Space with a High Density Residential Component.	This scenario could give the property owner some added development rights and still allow for most of the site to remain as open space with a possible enhancement to the golf course component. According to HLA, while the fiscal/financial benefit of open space is not high, value is really as a community asset. Attempting to assemble a site of this size for park or recreational use would be difficult especially when considering its adjacency to an existing public park.
H	Office/Business Park	Office	While there is currently a lot of vacant open space in the local market, if looking at a longer-term plan, this

			use would be consistent with nearby development. There could be longer term potential based on the property's location and proximate uses. If this is deemed a desirable longer term use of the site, there is not any reason to take action at this time.
I	Retail	Community Commercial	In looking at the market area within a ten and fifteen minute drive from the site, there are indications of market potential in the General Merchandise category. These uses would require 20 to 25 acres which may also include an outlot(s) with a gas station or convenience store. Based on interviews with brokers and retail representatives, there are retailers in the market actively looking for sites at this time. If Village officials would like to see development of the entire parcel, then a viable retail use would provide the greatest net fiscal benefit to the Village in terms of tax revenue and demand on municipal services

Fiscal Impacts

As part of the attached analysis, staff prepared a fiscal impact examination for the various development densities and uses as part of this report. The fiscal impact analysis reviews the impacts to the Village of Lombard and School District 44 & 87. While the concepts are not all feasible from a market perspective, HLA's review of this analysis found the methodology to be sound and the estimates consistent with what may be expected from each scenario.

Summary of Findings

While the attached report covers many types of development scenarios, the Plan Commission is being asked to make a recommendation related to the future land use only. The attached report is to be used a guide to assist with making a recommendation and offers basic site plans to show how the site could possibly be developed. Land Use options for consideration may include, but are not limited to:

1. Open Space (current designation).
2. Estate Residential.
3. Low Density Residential.
4. Low-Medium Density Residential.
5. Open Space with a High Density Residential Component.
6. Office/Business Park.
7. Community Commercial

When making a decision to amend the Comprehensive Plan, it is important to note that the Plan is the Village's official policy guide for future growth and development. It provides community focus and direction regarding future physical and economic change in the community over the next 10 -15 years. Therefore, the decision to amend it does not necessarily have to include current short-term and mid-term market conditions. However, should current market conditions

be an item of primary importance, the following is a summary from HLA of the market feasibility for each possible land use:

1. **Residential:** Given short to mid-term market and economic conditions, rental apartments would be the most feasible residential development. A potential land value of \$4.1 to \$6 million is estimated based on a projected density of 275 to 300 units.
2. **Open Space/Golf Course:** While the fiscal/financial benefit is not high, value is really as a community asset. Attempting to assemble a site of this size for park or recreational use would be difficult especially when considering its adjacency to an existing public park. If desired, the Village could still allow for a limited amount of multi-family residential on a portion of the site.
3. **Retail:** Indications are that retail development would provide the greatest return to the property owner (estimated at \$5.4 to \$8.1 million). In addition, if Village officials would like to see development of the entire parcel, then a viable retail use would provide the greatest net fiscal benefit to the Village in terms of tax revenue and demand on municipal services.
4. **Office/ Industrial/ Business Park:** There could be longer term potential based on the property's location and proximate uses. If this is deemed a desirable longer term use of the site, there is not any reason to take action at this time.

Furthermore, pursuant to the current Comprehensive Plan, should the Plan Commission decide to change the land use designation from Open Space to another use, the following standards are to be met:

1. The proposed change is consistent with the Goals, Objectives and Policies and the overall Comprehensive Plan.
2. The proposed amendment does not affect the adequacy of existing or planned facilities and services of the Village or planning area generally.
3. The proposed change results in reasonably compatible land-use relationships.

As previously noted, since this property is unincorporated, the Village Board would have to make the decision as to whether or not the property should be annexed into Lombard. Although annexation is at the discretion of the Village Board, since the property is within 1 ½ miles of our corporate limits and the site is within our ultimate municipal boundaries, discussion on future land use is relevant for the Plan Commission. The Plan Commission is therefore being asked to make a recommendation to the Village Board regarding land use. The Plan Commission may uphold the current designation or make a new recommendation.

FINDINGS AND RECOMMENDATIONS


As noted in the HLA report, staff finds that maintaining open space, with possible enhancements, would afford an opportunity for a large recreational/park area on the south side of the Village similar to the Commons or Madison Meadow on the north side, when combined with the

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immediately adjacent Four Seasons Park. It should be noted that a hybrid use, as identified as Option G could be considered as a tool to help facilitate the preservation of the open space component, provided that the non-open space component only be ancillary to the preferred open space use. Should the Plan Commission consider this option, they should make a finding to restrict what type of ancillary land use (residential vs. non-residential) would be acceptable and provide some framework for how much density could be allowed.

At this time, staff would recommend that the Plan Commission open the public hearing and take any testimony from the public and comments from the Plan Commission members. Following the discussion, staff recommends that this item be continued to allow staff time to respond to any questions that are likely to arise as part of the hearing/discussion or following this meeting.

Inter-Departmental Review Group Report approved by:



William J. Heniff, AICP
Director of Community Development



Village of Lombard

Village Hall
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Lombard, IL 60148
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Minutes

Plan Commission

Donald F. Ryan, Chairperson
Commissioners: Ronald Olbrysh, Martin Burke,
Ruth Sweetser, Andrea Cooper, Stephen Flint and
John Mrofcza
Staff Liaison: Christopher Stilling

Monday, September 17, 2012

7:30 PM

Village Hall - Board Room

Call to Order

Chairperson Ryan called the meeting to order at 7:30 p.m.

Roll Call of Members

Present 5 - Donald F. Ryan, Ronald Olbrysh, Ruth Sweetser, Andrea Cooper, and Stephen Flint
Absent 2 - Martin Burke, and John Mrofcza

Also present: Christopher Stilling, AICP, Assistant Director of Community Development and George Wagner, legal counsel to the Plan Commission.

Pledge of Allegiance

Chairperson Ryan led the Pledge of Allegiance.

Chairperson Ryan called the order of the agenda.

Public Hearings

120377

**PC 12-17: 2700-2860 S. Highland Avenue (Highlands of Lombard)
(Continued from August 20, 2012) (Request to continue to
October 15, 2012)**

The petitioner, the Village of Lombard, requests that the Village take the following actions for the subject properties located in the B3PD, Community Shopping District, Planned Development:

1. An amendment to the Second Amendment to the Pre-Development Agreement between the Village of Lombard and the owners of the property commonly known as The Highlands of Lombard and an amendment to Ordinance No. 4833 for an amendment to the conditional uses and variations approved by said Original Ordinance,

so as to clarify the principal uses that are permitted, conditional or prohibited on the Subject Property, and to grant a variation relative to the requirements applicable to accessory uses on the Subject Property. (DISTRICT #3)

Chairperson Ryan stated that this petition was continued from the August 20, 2012 meeting. Staff is requesting that it be continued to the October 15, 2012 meeting.

A motion was made by Stephen Flint, seconded by Ruth Sweetser, that this petition be continued to the October 15, 2012 meeting. The motion carried by the following vote:

Aye: 4 - Ronald Olbrysh, Ruth Sweetser, Andrea Cooper, and Stephen Flint

Absent: 2 - Martin Burke, and John Mrofcza

Christopher Stilling read the Rules of Procedure and By-Laws.

120489

PC 12-18: Village Comprehensive Plan Amendment (1S535 Finley Road - Ken Loch Golf Course)

Requests the approval of amendments to the Village Comprehensive Plan pertaining to the Land Use recommendation for the Ken Loch Golf Course. (UNINCORPORATED)

Christopher Stilling, Assistant Director of Community Development, stated that the staff report and all the attachments were being submitted into the public record in its entirety and that he would present the petition in a PowerPoint format.

Property Analysis

The existing site is approximately 31 acres and consists of a par 3 golf course. Over the last decade, the concept of the golf course being redeveloped has been raised and the Village had received concept proposals for single family and townhome developments as well as for a business park or office uses. At that time, staff represented that the proposal was not consistent with the Village's Comprehensive Plan, which then identified the site for low density single family residential and open space purposes.

Background

At their April 12, 2012 meeting, the Village Board directed staff to review the Comprehensive Plan as it pertains to the unincorporated Ken Loch parcel, which is currently identified for open space, and to create various development scenarios to determine future land use. As a result, staff prepared a land use and fiscal impact analysis for the overall site to help guide the Plan Commission and ultimately

the Village Board in making their decision. The report includes three components:

- Component 1 - Market Feasibility prepared by Houseal Lavigne Associates which provides a summary analysis of key land uses and their market feasibility. It is a summary of findings for the various land uses.*
- Component 2 - Ken-Loch Development Analysis prepared by Village staff. This report includes nine potential development options, including analysis of traffic generation, market feasibility findings and an overview of fiscal impacts to the Village and School Districts 44 and 87.*
- Component 3 - Fiscal Analysis prepared by Village staff. This analysis provides an overview of assumptions and the impact on the Village as well as on School Districts 44 and 87.*

Comprehensive Plan

Staff incorporated the Ken Loch property discussion into the review of the open space planning effort in 2010. The adopted Open Space Plan component of the Comprehensive Plan states the Village's intentions to retain this parcel as open space and the 2009 Annexation Strategies Report recommends that the property should only be annexed as part of a request and companion plan to enhance the open space/golf course amenity.

DuPage County Zoning Rights

As the subject property is unincorporated and annexation is a completely discretionary item under the Village Board's purview, the Village is not legally obligated to annex and rezone the property for a given use. DuPage County's Zoning Ordinance has designated the site for R4 single family residential zoning, which would require development on 40,000 s.f. lots if utilities were not provided or up to 10,000 s.f. lots if utilities were provided.

Development Options

As part of the IDRC report, staff prepared a development analysis identifying nine possible development scenarios for the site. These options will be referred to as Option A through Option I. Each scenario includes a fiscal analysis identifying impacts to the Village as well as School Districts 44 and 87. Density will increase with each option further down the list ending with a hybrid option which contains townhomes together with the preservation of the golf course. Staff also retained the services of Houseal Lavigne Associates to provide an analysis focused on market feasibility as well as preliminary indications of land value for some of the

development options.

Existing Conditions

The existing site "as is" currently consists of two wetland areas with a 100' buffer. Starting with 30.9 acres, minus the wetland and wetland buffer areas, leaves 28.4 acres of developable land.

Development Options - Option A

This option is consistent with the Village's current Comprehensive Plan and its impact to the Village is minimal.

Development Options - Option B

This option would provide that the parcel remain under DuPage County's jurisdiction with 19 single family lots each a minimum of 40,000 s.f. with well and septic. This option provides the maximum development rights for the property absent utilities. Market feasibility includes limited potential since "for sale" has been especially slow and hit hard by the downturn in the housing market. This is projected to continue until existing inventory is absorbed and/or financing is more readily available. Based on the current entitlement rights afforded to this site, land value for this parcel should be based on this scenario.

Development Options - Option C

This option would provide that the parcel remain under DuPage County's jurisdiction with 61 single family lots each a minimum of 10,000 s.f. in area but having Village utilities. This scenario would require that the Village enter into an agreement to provide utilities and fire services to the unincorporated property. These types of developments have been impacted by the downturn in the housing market and staff assumes a project of this scale is unlikely to occur for the foreseeable future. If the market were to improve, entering into a utilities agreement could potentially increase its overall land value but he cautioned that tonight's discussion should be limited to land use.

Development Options - Option D

This option assumes annexation into the Village. The lots would conform to the Village's R2 standards and would include 83 single family lots, each a minimum of 7,500 s.f. in area. Given the state of the housing market, staff assumes a project of this scale is unlikely to occur for the foreseeable future.

Development Options - Option E

This scenario provides for 200 townhomes which is a

medium-density land use designation. Most development of this type is taking place on smaller sites and in infill locations, especially those that have already been partially developed and have infrastructure in place. The new townhome and condominium market has been especially slow and hard hit by the downturn in the housing market.

Development Options - Option F

This scenario would consist of a medium to high-density development with a combination of apartments and for-sale townhomes and builds upon Option E. Staff considers this an option based upon interest the Village has been receiving and there is currently a strong market demand for rental uses consistent with some of the projects within town. One concern with this type of development is the uncertainty associated with the "for-sale" portion in that it could be a number of years for that to work and could result in a request to amend the plan.

Development Options - Option G

This "hybrid" scenario would maintain open space in combination with a high-density residential component. This option could build upon the original land use designation for the site while keeping the current open space Comprehensive Plan designation for a vast majority. There may be an opportunity for a high-density project and this could become a catalyst to enhance the remaining portion of the golf course due to its adjacency to Four Seasons Park to the north.

Development Options - Option H

This plan shows a generic density capacity of office development. With Oak Creek across the street this concept would not be unheard of, however, due to current market conditions and amount of office vacancies, it might be a long time before new office developments are seen. The Ken Loch parcel consists of 30 acres located in the heart of DuPage County, which is basically unheard of today. Staff believes that it may be a long time before new office developments are seen due to the number of existing vacancies. Educational facilities/campuses could also accommodate this type of use but may not be market feasible.

Development Options - Option I

This option provides for retail development. Currently there are retailers actively looking for sites of this type and a parcel of this size could accommodate a big box tenant that would serve as an anchor to create additional interest. This is noted in the staff report

by Houseal Lavigne. When we look at land use and fiscal impacts on the Village and the school districts, this is a project that has a net positive benefit and would generate high tax revenue.

Summary

Although annexation is at the discretion of the Village Board and since the property is within 1-1/2 miles of our corporate limits and the site is within our ultimate municipal boundaries, discussion on future land use is relevant for the Plan Commission. The Plan Commission is being asked to make a recommendation to the Village Board regarding land use. The Plan Commission may uphold the current designation or make a new recommendation. Land use options for consideration may include but are not limited to: Open space, which is the current designation; estate residential; low-density residential; low-medium density residential; open space with a high-density residential component; office/business park or community commercial.

When making a decision to amend the Comprehensive Plan, we must keep in mind that the Comprehensive Plan is the Village's official policy guide for future growth and development. It provides community focus and direction regarding future physical and economic change in the community over the next 10-15 years. The decision to amend it does not necessarily have to include current short-term and mid-term market conditions. However, should current market conditions be an item of primary importance, a summary of Houseal Lavigne's market feasibility for each possible land use has been provided.

- Residential - Given short to mid-term market and economic conditions, rental apartments would be the most feasible residential development at this time.*
- Open Space/Golf Course - While the fiscal/financial benefit is not high, value is really as a community asset. Attempting to assemble a site of this size for park or recreational use would be difficult especially when considering its adjacency to an existing public park. If desired, the Village could still allow for a limited amount of multi-family residential on a portion of the site.*
- Retail - Indications are that retail development would provide the greatest return to the property owner. If Village officials would like to see development of the entire parcel, then a viable retail use would provide the greatest net fiscal benefit to the Village in terms of tax revenue and demand on municipal services.*

Office/Industrial/Business Park - There could be a longer term potential based on the property's location and proximate uses. If this is deemed a desirable longer term use of the site, there is not any reason to take action at this time.

Recommendation

As noted in the Houseal Lavigne report, staff finds that maintaining open space with possible enhancements would afford an opportunity for a large recreation/park area on the south side of the Village. It should be noted that a hybrid use, as identified as Option G, could be considered as a tool to help facilitate the preservation of the open space component, provided that the non-open space component only be ancillary to the preferred open space use. Should the Plan Commission consider this option, they should make a finding to restrict what type of ancillary land use would be acceptable and provide some framework for how much density could be allowed.

Staff recommends that the Plan Commission open the public hearing and take any testimony from the public and comments from the Plan Commission members. Following the discussion, staff recommends that this item be continued to allow staff time to respond to any questions that are likely to arise as part of the hearing/discussion or following this meeting.

Chairperson Ryan then opened the meeting for discussion, questions or comments relative to the staff report. Hearing none, he asked if there was any person to speak in favor or against the petition.

Richard Kensinger, 1S535 S. Finley, Lombard, stated his house is located on the golf course. His father bought the land in 1961 and after being a lifelong dream, opened the golf course in 1963. Par 3 golf courses were coming into vogue at that time and they had a number of good years. Since the early 1990's things started to change. Interest in Par 3 golf courses had slowly decreased and now various activities compete for people's time. The business has been on a downturn and his age is making it difficult to continue so that is why he is here to request a zoning change.

Linda Lies, 137 Surrey Dr., Bloomingdale, stated she is Rich's sister and being a Kensinger, has been with the business since its opening. Both her and her brother are getting older, would like to retire and need to pursue other interests. They need to sell the property and would like to see it annexed into the Village and

redeveloped so it is not just open space. She believes there isn't a market for open space. Business is slowing down and it is not like it used to be.

Don Stevens, 6432 Joliet Road, Countryside, President of Donven Homes, stated they are the contractor purchaser of the Ken Loch property. He noted that they brought a packet to leave for the Plan Commissioners review. Mr. Stevens acknowledged that they knew prior to the contract with the Kensingers that Lombard had designated this parcel as open space. They had a market feasibility study done by Tracy Cross & Associates which was recently updated in February of this year. This study states the highest and best use for the property would be in accordance with the Woodmoor Subdivision which includes a combination of rental apartment buildings and townhomes and is similar to what staff has presented as Option F. Their plan shows a combination of four rental apartment buildings and 104 for-sale townhomes. They would develop the apartments first and the townhomes would follow at a later date. In the packet they brought tonight, there is a Surrounding Land Use Exhibit depicting the surrounding land uses which include an industrial park to the west, Four Seasons Park to the north and Cove Landing which is high-density development to the south. This Exhibit confirms that the proposed project is compatible with the area. He also mentioned they had a Physical Economic Impact Study done by Strategy Planning Associates which shows that the Woodmoor Development will have a positive and economic impact to the Lombard community as well as to the local businesses located along the Finley Road corridor. This will be a positive, attractive development which can be realized now.

Robert Schillerstrom, Attorney with Ice Miller, 2300 Cabot Lane, Lisle and representing Donven Homes spoke. Mr. Schillerstrom acknowledged that everybody is in favor of open space and its importance to a community but it has to be realistically looked at. The study that the Village conducted was performed in 2008 and in 2009 a decision was made to keep the property as open space. The only entities that could acquire the property and keep it as open space would be the Village, the Park District or the Forest Preserve District. None of those entities have come forward to express an interest in acquiring the property. A plan needs to be realistic so it can be relied on and be fair and designating the property as open space for a period of time was fair but now the owners have come forward and want to sell it. If it cannot be sold as open space, we are here to ask that you take that into consideration as it is a reality of the economy. Maintaining the property as a 30-acre golf course

is unrealistic as there is less desire to play on these Par 3 courses. We ask that you consider changing the plan to medium-high density as we believe that is the highest and best use of the land.

Referring to the Fiscal Impact report he summarized their findings:

- The project mix would consist of primarily apartments with some townhomes and rowhouses.*
- Projection of a population of 736 residents*
- Of the 736 residents, 73 are expected to be school age children with a majority expected to attend the public schools.*
- School District 44 is projected to receive approximately \$803,000 per year in recurring property tax and state aid*
- School District 87 is projected to receive approximately \$460,000 per year in recurring property tax and state aid*
- The cost per student revenue equates to \$19,588 per student which is well above the average operating cost per student*
- The market value of the development would be in excess of \$68 million*
- Total annual property tax revenue of 1.63 million to all districts. The Park District is projected to receive \$83,000; \$778,745 to School District 44; \$447,915 to School District 87; \$83,378 to the Library and \$128,505 to the Village.*

In these times there would be fiscal benefits for the area and district. The cost to the Village would be less as multi-family projects are not as expensive for the Village to maintain as there would be one public road in this area. There would be a substantial benefit for the construction industry. It would create jobs, produce wages, and expenditures would be made on building materials. More disposable income would be created to be spent in the area and wages would be spent on grocery and health care purchases. There would be one time building construction and fee impacts and this project would be known as one of the more substantial residential projects in DuPage County.

Donven Homes wants to make an investment in Lombard. A single-family use does not fit as Finley Road is a substantial economic corridor. The proposed project includes substantial work to tie the wetlands and open space requirements into the northeast part of the parcel to tie into the open space. He asked that the Commissioners consider making changes to the Comprehensive Plan to make this medium-high density residential.

Mr. Stilling indicated that this discussion should primarily be focused on a land use perspective. Staff has talked with School District 44.

Houseal Lavigne reached out to two representatives from School District 44 and they said that a development of 265 townhomes and 275 to 300 apartment units would yield an estimated 35-45 additional students, with the majority coming from the rental units. He mentioned how Manor Hill School recently underwent a boundary change to address a growing number of students that came from other schools exceeding their capacity. If and when the designation changes for this property and if this project were to move forward, a fiscal analysis would then warrant further conversation at that point.

Chairperson Ryan opened the meeting for discussion among the Commissioners.

Commissioner Cooper referred to the comment that the consultant contacted the Park District and asked what their response was. Mr. Stilling indicated that staff has had some brief discussions with them but discussions need to be continued as this warrants the need for careful review and talk with all interested entities. He is not aware of any direct conversation they might have had with them.

Commissioner Cooper also referred to the statement that this parcel was 30 acres which was unheard of in DuPage County. She cautioned that because of its desirability and status, we should take our time to make sure we are meeting everyone's needs. It makes sense that the owners want to move on but we owe it to ourselves to take our time, be creative and arrive at a solution where we can preserve portions of open space as well as include part of a development option.

Commissioner Cooper also mentioned that there was residential located to the east. She suggested that this could be the perfect opportunity to expand the streetscape grid to the east to eliminate the need for "spaghetti bowls" with one-way in and one-way out streets. This would be favorable for the community. Mr. Stilling indicated that staff had talked about that and thought to engage the Village's traffic consultant, KLOA, to see what impacts that would have. He confirmed that the idea could be explored if the Plan Commissioners wanted to see what the impacts might be.

Chairperson Ryan stated that he would hate the thought of losing open space as it cannot be recovered. While it may seem fiscally beneficial to develop this parcel, we also need to consider our children's future and what can be done to maintain and enhance the open space. He agreed that we should take our time and decide

what the best use of the property is. That could include a multi-use, part open space and part residential or commercial. He concurred with Commissioner Cooper's thoughts and does not want to lose open space.

Commissioner Olbrysh agreed with Chairperson Ryan. He stated that while none of the Commissioners tonight are ready to make a decision on how to develop the land, we must keep our destiny in mind. He believes in order to control the property it must be annexed and then we can take our time and decide what we want to do. Mr. Stilling responded that the Village would have more control if the property was not annexed. He explained that utilities are considered a privilege and not a right. By not annexing, we have the discretion to determine the best use of the property and by having them come to us gives us leverage.

Commissioner Sweetser agreed that open space is valuable in many ways, most intangible, and it's hard to put a price on it. She agreed that the Commissioners need to be astute, not rush a decision, look into all options and be creative. She referred to hybrid Option G in the staff report and questioned how the golf course could be considered ancillary to apartments if that model were chosen. Mr. Stilling answered he meant a ratio of land.

Commissioner Sweetser mentioned that the housing market isn't projected to recover for at least a decade. Exemplifying one of the housing techniques Sweden is now using, she said the possibilities are endless, and it is difficult for her to separate land use from fiscal reality. Mr. Stilling agreed that it is difficult to foresee the housing market trend. Multi-family townhouses are the wild card. We are fortunate to have a few stalled projects as we are starting to see where the product is going and understanding their price points.

Commissioner Sweetser stated that the Commissioners need to be flexible, step back and find out what will fit while thinking about a future that will be different than what currently exists and what will be most desirable.

Commissioner Flint stated that this should be looked at very carefully. He would consider something of a hybrid option while working with the Park District to create open space. He thought that Option G was intriguing.

Mr. Stilling indicated that staff would review the packets the property owners distributed tonight and focus on land use

discussions. Feel free to contact him with any questions or ideas.

Chairperson Ryan summarized the Commissioners' comments for staff. We want to take out time to ensure that a 30-acre parcel of open space is not being given away. We need to look at keeping most of it as open space with the possibility of a hybrid option. He suggested that the Park District be involved to get their ideas on possibly expanding or tying in their parcel in order to get a better use of the land and not give it up as high-density residential.

Mr. Stilling agreed and stated that staff will engage the Park District to determine their long-term visioning plan to see where that fits in. Staff will summarize what we find and come back to the Commissioners with that information for further discussion at the October meeting. If it is decided in October that more time is needed, it can be postponed another month.

Commissioner Sweetser also summarized that research should be done to find innovative things, things that are not current or standard, as this will open up the possibilities.

Commissioner Cooper asked if there was any type of assessment conducted on the two wetlands in order to know the quality of them. Mr. Stilling answered that the contract purchaser had done a report in 2007 or 2008. It is unknown at this time, how much has changed but that can be used as a good starting point. The assumption is that a 100' buffer will be maintained but they will not be high quality wetlands or usable and will contain the usual native plantings. The location of the wetlands will provide a great buffer to the east.

Commissioner Cooper suggested that this property include trail connectivity for the parcels to the north and south linking it with bike trails and walking paths as an amenity. Mr. Stilling agreed and added that the 1998 Comprehensive Plan mentioned a trail system running through this parcel and how that was an important amenity.

A motion was made by Stephen Flint, seconded by Ruth Sweetser, that this petition be continued to the October 15, 2012 meeting. The motion carried by the following vote:

Aye: 4 - Ronald Olbrysh, Ruth Sweetser, Andrea Cooper, and Stephen Flint

Absent: 2 - Martin Burke, and John Mrofcza

Business Meeting

The business meeting convened at 8:35 p.m.

Approval of Minutes

On a motion by Stephen Flint and seconded by Ruth Sweetser the minutes of the August 20, 2012 meeting were unanimously approved by the members present.

Public Participation

There was no public participation.

DuPage County Hearings

There were no DuPage County hearings.

Chairperson's Report

Chairperson Ryan stated he would not be at the October meeting and asked the other Commissioners if they would be present to ensure a quorum. All the Commissioner present confirmed they would be available for the October meeting. Chairperson Ryan stated that Commissioner Mrofcza will also be available.

Planner's Report

Assistant Director Stilling stated that all the previous Plan Commission cases including 661 N. Charlotte were approved by the Village Board. Chairperson Ryan questioned whether anyone in the 661 N. Charlotte Subdivision now had the right to build something similiar or if they would have to go through the Plan Commission process. Mr. Stilling answered they would have to through the public hearing process.

Unfinished Business

There was no unfinished business.

New Business

There was no new business.

Subdivision Reports

There were no subdivision reports.

Site Plan Approvals

There were no site plan approvals.

Workshops

There were no workshops.

Adjournment

The meeting adjourned at 8:39 p.m.

*Donald F. Ryan, Chairperson
Lombard Plan Commission*

*Christopher Stilling, AICP, Secretary
Lombard Plan Commission*

**STAFF REPORT AND
MINUTES**

**OCTOBER 15, 2012
PLAN COMMISSION
MEETING**



MEMORANDUM

TO: LOMBARD PLAN COMMISSION
Donald Ryan, Plan Commission Chairperson

FROM: Christopher Stilling 
Department of Community Development

DATE: October 15, 2012

SUBJECT: PC 12-18: Comprehensive Plan Amendment (Ken-Loch Analysis)

Background

At their April 12, 2012 meeting, the Village Board directed staff to review the Comprehensive Plan as it pertains to the unincorporated Ken-Loch parcel, which is currently identified for open space, and to create various development scenarios to determine future land use. As a result, staff prepared a land use and fiscal impact analysis for the overall site to help guide the Plan Commission and ultimately the Village Board in making their decision.

This item was subsequently brought forward to the Plan Commission at their September 17, 2012 meeting for initial discussion in a public hearing format (PC 12-18). At that time, staff recommended that the Plan Commission open the public hearing, take any testimony from the public and comments from the Plan Commission members and then continue the item to allow staff time to respond to any questions that were likely to arise as part of the hearing/discussion or following the meeting.

Public Testimony

During the September 17, 2012 Plan Commission meeting staff presented the findings of the Ken-Loch land use and fiscal impact analysis, gathered testimony from the current property owner of the Ken-Loch property, the contract purchaser of the Ken-Loch property (Donven Homes) and Plan Commission members. The current property owners spoke and noted that the site was originally purchased by the Kensinger family in 1961. Development of the "Par 3" golf course began in 1962 and was later completed in 1963. The property has since remained in the Kensinger family. According to the family, the demand for "Par 3" golf courses have diminished over the years and the use of the golf course has been declining since the 1990's. The property owner would now like to sell the property for its full potential which would include closing the golf course, annexing the property into the Village and change the zoning to allow for a large-scale development.

In addition to the property owners' testimony, the contract purchaser and their legal counsel spoke about their desires to develop the 'Woodmor Development'. Donven Homes was aware that prior to entering into a contract with the Kensinger family for the property, the Village

designated the property as open space. Donven Homes had a market feasibility analysis and a fiscal economic impact study conducted. The Woodmor Development closest resembles 'Option F' of Village staff's land use and fiscal impact analysis – a combination of apartment buildings and townhomes (see information packet submitted by Donven Homes).

Additional Documents

At the Plan Commission public hearing, representatives from Donven Homes also submitted a package of information which included a site plan, newspaper articles related to public golf courses and a revised fiscal impact analysis by Strategy Planning. While the site plan and articles are essentially consistent with items presented at the April 12, 2012 Village Board meeting, staff did review their revised fiscal report. While some of the figures were consistent with staff's analysis, staff also notes that the development proposal would not be without costs to the Village, including additional police and fire protection and additional public works operations and maintenance activities. As such, it can be misleading to only look at revenue streams without overall fiscal costs to the Village. Assumptions and issues such as private streets versus public right-of-way, which impact Village revenues/expenditures, would be discussed once an official development proposal has been submitted. Staff notes that should fiscal impacts to the Village be of primary importance, other land uses, such as retail, could provide a greater positive fiscal impact than residential uses.

Plan Commission Comments

Based upon testimony provided by Plan Commission members at the September 17, 2012 meeting, the majority of the Plan Commissioner's comments centered on the desire to preserve open space. Furthermore, each Commissioner that provided testimony expressed the need to preserve some level of open space on the subject property. The Plan Commission also discussed the need for a long-term vision of the property to examine the demand of the market and economy for the next 10-15 years in consideration of a market recovery. The idea of multi-use development, which would include a mix of open space, residential and commercial uses, was also discussed. Ultimately, the Plan Commission recommended that staff reach out to the Lombard Park District to discuss their future plans and needs.

Park District Discussion

Staff did meet with the Lombard Park District staff to discuss the Ken-Loch property. Attached is a letter from the Executive Director of the Lombard Park District summarizing their current long range planning efforts. As noted, for the past several years, the Park District has been looking to complete a master plan for all their facilities. They recently entered into an agreement with Hitchcock Design to begin their master planning study. Their master planning study will include a series of public outreach efforts, workshops and community forums to get input regarding open space and facility needs. The Park District has indicated that initial findings from their outreach efforts and study are expected in April, 2013. However they indicated that updates may be provided to the Village as they come available. Any updates received will be shared with the Plan Commission throughout this process.

Recommendation

As previously noted staff supports maintaining open space for the parcel, with possible enhancements. However, in an effort to get additional input from interested parties, residents and any updates from the Park District, staff recommends that the Plan Commission concur with the following schedule for further discussion of this Comprehensive Plan Amendment:

Meeting Date	Action
October 15, 2012	Take additional testimony from the public, comments from the Plan Commissioners and review the Park District's letter. Then continue the public hearing to the November Plan Commission meeting. Following this meeting, staff will conduct outreach efforts to interested parties and the general public through letters and press releases. This is similar to our approach with other components of the Comprehensive Plan update including the Westmore/Meyers area, Downtown Plan and Open Space Plan.
November 19, 2012	Take testimony from the public as part of the additional outreach efforts and continue the public hearing to the December Plan Commission meeting.
December 17, 2012	Staff will provide the Plan Commission with any follow up information that may have been requested as part of the November public hearing. Staff will also provide updates from the Park District's master planning efforts, if available.
January 2013 meeting TBD	Additional testimony and information can be provided to the Commissioners. Staff will be requesting that the Plan Commission make a recommendation to the Village Board regarding the recommended future land use(s) of the Ken-Loch site.
February, 2013 Village Board Meeting	Village Board to be introduced to the Comprehensive Plan Amendment and take action.



Village of Lombard

Village Hall
255 East Wilson Ave.
Lombard, IL 60148
villageoflombard.org

Minutes

Plan Commission

Donald F. Ryan, Chairperson
Commissioners: Ronald Olbrysh, Martin Burke,
Ruth Sweetser, Andrea Cooper, Stephen Flint and
John Mrofcza
Staff Liaison: Christopher Stilling

Monday, October 15, 2012

7:30 PM

Village Hall - Board Room

Call to Order

Vice Chairperson Flint called the meeting to order at 7:30 p.m.

Roll Call of Members

Present 5 - Ronald Olbrysh, Ruth Sweetser, Andrea Cooper, John Mrofcza, and Stephen Flint
Absent 2 - Donald F. Ryan, and Martin Burke

Also present: Christopher Stilling, AICP, Assistant Director of Community Development and George Wagner, legal counsel to the Plan Commission.

Pledge of Allegiance

Vice Chairperson Flint led the Pledge of Allegiance.

Mr. Stilling read the Rules of Procedure as written in the Plan Commission By-Laws.

Mr. Stilling announced that he did not anticipate any actions from tonight's meeting being forwarded to the Board of Trustees.

Vice Chairperson Flint called the order of the agenda.

Public Hearings

120377

**PC 12-17: 2700-2860 S. Highland Avenue (Highlands of Lombard)
(Continued from September 17, 2012)(Request to Continue to
November 19, 2012)**

The petitioner, the Village of Lombard, requests that the Village take the following actions for the subject properties located in the B3PD,

Community Shopping District, Planned Development:

1. An amendment to the Second Amendment to the Pre-Development Agreement between the Village of Lombard and the owners of the property commonly known as The Highlands of Lombard and an amendment to Ordinance No. 4833 for an amendment to the conditional uses and variations approved by said Original Ordinance, so as to clarify the principal uses that are permitted, conditional or prohibited on the Subject Property, and to grant a variation relative to the requirements applicable to accessory uses on the Subject Property. (DISTRICT #3)

Vice Chairperson Flint stated that this petition was continued from the September 17, 2012 meeting and staff is requesting that it be continued again to the November 19, 2012 meeting.

Village Attorney Wagner stated that the Commission has a rule that limits a petition to one continuance. Therefore, if this petition is to be continued, the motion has to include a waiver of the rule.

A motion was made by Ruth Sweetser, seconded by Ronald Olbrysh, that this matter be continued to the November 19, 2012 meeting with a waiver of the rule as to allow more than one continuance. The motion carried by the following vote:

Aye: 5 - Ronald Olbrysh, Ruth Sweetser, Andrea Cooper, John Mrofcza, and Stephen Flint

Absent: 2 - Donald F. Ryan, and Martin Burke

120489

PC 12-18: Village Comprehensive Plan Amendment (1S535 Finley Road - Ken Loch Golf Course)(Continued from September 17, 2012)

Requests the approval of amendments to the Village Comprehensive Plan pertaining to the Land Use recommendation for the Ken Loch Golf Course. (UNINCORPORATED)

Vice Chairperson Flint stated that this petition was continued from the September 17, 2012 meeting and that staff will begin with a report.

Christopher Stilling introduced himself. He explained that a PowerPoint presentation was initially done at the September meeting when it was introduced into the public record. He stated he would summarize this presentation for the audience in an effort to explain how we got to where we are tonight.

Mr. Stilling explained that the Plan Commission is a recommending body to the Village Board whose purview includes making recommendations on land use. The Comprehensive Plan is the official policy document which identifies parcels for future growth and development.

Staff is being asked to take another look at the Comprehensive Plan as it relates to the Ken-Loch parcel from a land use perspective. This process does not mean that there is a specific development proposal in place but should that occur sometime in the future, there will be a specific time to take testimony relative to that specific project.

This land use discussion began back in April, 2012. The Village Board at their meeting directed staff to review the Comprehensive Plan as it pertains to the unincorporated Ken-Loch parcel, which is currently identified for open space, and to create various development scenarios to determine future land use. As a result, staff prepared a report to help guide the Plan Commission and the Village Board in making their decision. The report includes the following components:

- Market Feasibility - A consultant was brought in to help determine the state of the housing and development market.*
- Development Options - This provides 9 various scenarios from a staff prospective each giving a general capacity analysis or spaces to utilize on the site.*
- Fiscal Analysis - This outlines the impacts to the taxing bodies as well as to emergency medical services, fire, roads, public works and to the schools. We look at this from a residential to an office development scenario.*

Currently the site is recommended to remain as open space as set forth in the Open Space Plan component of the Comprehensive Plan which was reviewed in 2010.

The property, currently operating as a golf course, does not impact Village services as it is unincorporated and it is not on Village utilities. The property owner does not have any development entitlement provisions under Village Code. Annexation is completely discretionary under the Village Board's purview so the Village is not legally obligated to annex and rezone the property for a given use. The developer could make an application through DuPage County for similar zoning approvals. If this were to be done, DuPage County's Ordinance designates the site for R-4 single family residential zoning which would require development on 40,000 square foot lots if utilities were not provided. The site currently does not have utilities available as it is on well and septic and the Village has the only public utilities in the area. It is probable that they would have to seek approval for connections. If utilities were provided, the site would require development on 10,000 square foot lots.

As part of this report, staff prepared a development analysis identifying

9 possible development scenarios which includes keeping the site "as is" or developing it as various single family detached concepts, attached townhomes; mixed townhomes and apartments; apartments with a preservation of the golf course use or office and retail.

The existing site is just under 31 acres. Deducting the wetland and buffer areas would leave a total of approximately 28.5 developable acres.

Option A shows the site "as is". This is consistent with the current Comprehensive Plan designation.

Option B provides for development of the site if it were to remain unincorporated. It could develop under DuPage County zoning which would provide for 19 single family lots, each 40,000 square feet in area and be serviced by well and septic. A concept like this is not marketably feasible as large estate lots such as these are not being developed at this time. This scenario shows what we call the entitlement rights to the owner so this is what they are currently allowed to do now.

Option C shows the site should it remain unincorporated but have utilities provided. This option would provide for approximately 61 single family lots, each 10,000 square feet. Currently, these large scale subdivisions are also non-existent and that trend will probably continue for the next 5-10 years.

Option D shows 83 smaller lots each 7,500 square feet. This assumes the property would be annexed and be zoned an R2 residential classification. Again, these large scale subdivisions are not market feasible at this time.

Option E is a mix of 200 townhouses of various styles. Should the Plan Commission and the Village Board decide they want to identify the site to be medium-density residential, this option shows what that means. Should the designation be changed to this, we would respond to any developer that comes forward with a plan, and then go through the public hearing process whereby the public would be notified and all aspects of the development would be looked at such as traffic, congestion, etc. From a market feasibility standpoint, most townhome developments have stalled and developers are picking up projects they are buying for pennies on the dollar.

Option F is the option that was presented by a group that currently has control over the property. This group was here last month talking about how they would like to see the property developed with 256 apartments and 102 townhomes. They stated that the project would

occur in phases and it was very likely that the first phase would include the construction of the apartments and then at a later date, for-sale townhomes would be built. If this option should occur, the public hearing process would proceed whereby adjoining property owners within 250 feet would be notified of the public hearing and all the specifics of the site including stormwater detention, parking and traffic impacts would be discussed.

Option G - Staff created this option which shows how a majority of the open space could be preserved with a smaller area carved out for multi-family apartments. This option allows the open space to remain but also acts as a catalyst for development. The Plan Commissioners realize that open space is a commodity for the Village. For this option to occur, we would have to amend the Comprehensive Plan and set parameters to make sure we preserve the open space by working with various governmental bodies to ensure that the open space remains the primary use of the property with residential being an ancillary use.

Option H shows an office development similar to Oak Creek which is located across the street. This option would allow 160,000 square feet of office space and still meet the detention and buffering requirements. This is currently not market feasible but could be a use 10 years down the road based on the property's location and proximate uses. As a reminder, the goal of a comprehensive plan is meant to look at this over a 10-20 year horizon. An educational institution of some type would also be feasible for this location if they needed to have a campus.

Option I has the least impact to the Village from a fiscal perspective and would provide the greatest revenue. This retail development option shows how the site could accommodate a big box retailer with additional outlots plus detention provided around the wetland area. Staff has had inquiries from the business community for this type of development but they haven't pursued them due to our Comprehensive Plan designation of open space. Thirty acres is prime real estate for this type of development and one that is not available in any other key commercial corridors so it remains a draw.

When making a decision to amend the Comprehensive Plan it is important to note that the Plan is the Village's official policy guide for future growth and development. It provides community focus and direction regarding future physical and economic change in the community over the next 10-15 years. The decision to amend it does not necessarily have to include current short-term and mid-term market conditions, However, should these current market conditions be an item of primary importance, we did request our consultant to identify distinct land uses. The consultant identified four distinct land

uses as residential, open space, retail, and office/industrial and gave their recommendations for each.

Residential: Given short to mid-term market and economic conditions, rental apartments are the most feasible residential development at this time. The "for-sale" condos or "for-sale" detached are the most unlikely.

Open space/Golf course - While the fiscal financial benefit is not high, the value is having a community asset. Attempting to assemble a site of this size for park or recreational uses would be difficult especially when considering its adjacency to an existing public park which is Four Seasons Park to the north. If desired, the Village could still allow for a limited amount of multi-family residential on a portion of the site. This goes back to the option of carving out a portion of the land for residential uses while maintaining a majority for open space.

Retail - Indications are that retail would provide the greatest return to the property. If Village officials would like to see development of the entire parcel then a viable retail use would provide the greatest net fiscal benefit to the Village in terms of tax revenue and demand on municipal services.

Office/Industrial - There could be longer term potential based on the property's location and proximate uses. If this is deemed a desirable longer term use of the site, there is no reason to take action at this time.

The Plan Commission is being asked to make a recommendation on land use whether it be to uphold the current designation of open space or seek to change it to estate residential, low-density residential, low-medium density residential, open space with a high-density residential component, office or community commercial and thereafter develop parameters to develop the site.

Providing a summation of what happened at the last Plan Commission meeting to the present, Mr. Stilling stated that staff presented a land use and fiscal impact analysis for the overall site, gathered testimony from the current property owner, Donven Homes, and the Plan Commission. The property owner and their legal counsel spoke about their desires to develop the Woodmor Development. They had a market feasibility analysis and a fiscal economic impact study conducted. They noted that their development closest resembles Option F of Village staff's land use and fiscal impact analysis which is a combination of apartment buildings and townhomes. They were asking to change the current land use designation of open space so they could proceed further to annex and petition for development.

Donven Homes also submitted a package of information which included a site plan, newspaper articles related to public golf courses and a revised fiscal impact analysis prepared by Strategy Planning. Staff reviewed the revised fiscal report and while some of the figures were consistent with staff's analysis, staff notes that the development proposal would not be without costs to the Village, including additional police and fire protection, additional public works operations and maintenance activities. He cautioned how it can be misleading to only look at revenue streams without overall fiscal costs to the Village. Assumptions and issues such as private streets versus public rights-of-way would be discussed once an official development proposal has been submitted. Staff noted that should fiscal impacts to the Village be of primary importance, then retail could provide a greater positive fiscal impact than residential uses.

The Plan Commission also provided their comments. A majority of the Commissioners stated their desire to preserve open space and each Commissioner that provided testimony, expressed the need to preserve some level of open space. They also discussed the need for a long-term vision of the property and to examine the demand of the market and economy for the next 10-15 years in consideration of a market recovery. The Commissioners recommended that staff reach out to the Park District to discuss their future plans and needs.

Staff met with the Park District to discuss the property and the Executive Director of the Park District summarized their current long range planning efforts as outlined in the letter that was attached to staff's memorandum. The letter outlines that they are looking to complete a master plan for all their facilities and they recently entered into an agreement with Hitchcock Design to begin their master planning study. This study will include a series of public outreach efforts, workshops and community forums to gather input regarding open space and facility needs. They indicated that initial findings from their outreach efforts and the study are expected in April, 2013. However they did indicate that updates may be provided to the Village and as they become available, staff will share this information with the Plan Commission throughout this process.

Staff supports maintaining open space but would explore options as an amenity. The goal tonight was not to expect any formal action be taken but to gather additional testimony as well as have the Plan Commission review Lombard Park District's input and concur with a schedule for the Comprehensive Plan Amendment public hearing process. Following this meeting, staff will conduct outreach efforts to whoever signed the sign-in sheets through letters and press releases.

The schedule for the Comprehensive Plan amendment public hearing process would be as follows:

At the November 19 meeting testimony would be taken from the public as part of staff's additional outreach efforts with a request to continue the public hearing to the December meeting.

At the December 17 meeting staff would provide the Plan Commission with any follow up information that may be requested as part of the November public hearing. Staff will also provide updates from the Park District's master planning efforts, if available

The January, 2013 meeting will have to be rescheduled from the third Monday in January due to the Martin Luther King holiday. At the January meeting, depending on what date has been determined, additional testimony and information can be provided. Staff will be requesting that the Plan Commission make a recommendation to the Village Board regarding the recommended future land use of the Ken-Loch site but the recommendation would not be for any specific development plans - just the land use associated with it.

This recommendation would then go to the Village Board sometime in February but that the schedule was subject to change.

Vice Chairperson Flint asked if there was anyone present to speak in favor, against or had any questions or comments of the petition.

Gary Busching, 1833 S. Lincoln St., Lombard, stated two years ago, a study was done that recommended open space for the property and questioned why the issue was being revisited in such a short amount of time. He was concerned about high-density being proposed for the site just because a developer said it would be advantageous. He had issues with a developer possibly using wetland credits to allow them to bulldoze the wetlands and add development in that area. He also foresees how the developer, who is proposing a townhome component for part of the site, could ask for an amendment to the plan for high-density when it comes time to build the townhomes if the market is not viable for that option. Mr. Busching mentioned how in the past year the boundaries of Manor Hill School had to be shifted in order to accommodate student population exceeding capacity and felt this would only aggravate the problem. Lastly, he had concern with Commissioner Cooper's previous comment about expanding the traffic grid to the east and how that would be favorable to the community. He disagreed and stated that would turn 18th and 19th Streets into a highway by allowing cut through traffic from the condos and other streets.

Edan Libby passed.

Ed Libby passed.

Dennis Witte, 1833 S. Elizabeth Street, Lombard, stated he lives across the street from Ken-Loch and is a 30-year resident. He stated he is in favor of maintaining the open space concept. He noted how the south end of the Village consists of primarily medium to high-density housing and how the traffic is extremely heavy. He is concerned that anything other than open space would only add to this problem.

David Czaplicki, 131 W. 17th Street, Lombard, stated he was speaking because less than two years ago a long range plan was completed that recommended open space. He questioned why it was time to revisit the issue when it was just discussed and questioned if it was due to a developer's interest. He also had issues with the Commissioner's comment about opening up the traffic to the east. He believed that would not work and exemplified how older communities are asking that barriers be erected from the main streets to keep people from racing through their neighborhood. Mr. Czaplicki stated his concerns with the increased student population for Manor Hill School that would come from apartment development and also felt that their property values would decrease if they were built. He is against any high-density development in the area. Addressing the retail component, he noted the number of empty storefronts that currently exist and questioned why retailers need to build new buildings when there are so many older ones available sitting vacant.

Robert Rowe, 201 W. 17th Street, Lombard, stated he lives east of the proposed development and is in favor of open space for the Ken-Loch parcel. He addressed Mr. Stilling's comment that the goal of the Board was to take a look this particular session and think 10-20 years out. He exemplified the development just east of Main on 17th, noting how it is currently an eyesore, and how multiple developers have come and gone over the years due to market conditions. He stated he is skeptical that anyone can predict how the market will be in 10-20 years. He spoke about the federal government announcing that interest rates will remain constant for about 3 years and disagreed with that potential forecast. He is also skeptical about predictions that say multi-family will be the trend as you don't know any better than he does. The logistics of the area need to be thought about and how the increase in people will raise additional costs for street lights, police and fire protection and will create a traffic flow problem. He is totally against it and the Village needs to think about the taxpayers. While he empathized with the developer that bought the property, who also took a risk years ago and has since profited from it, it is not the residents'

problem that market conditions are what they are and they can't find a seller based on the current zoning designation.

Mr. Stilling clarified that from a staff perspective we have been consistent with our recommendation, from when the study was done two years ago to now, which is to preserve open space. He explained that staff was directed by the Village Board to take a look at this through the Plan Commission process. While he doesn't remember making a statement about the grid as those specific issues are not being addressed at this time, he did reference market feasibility whereby a consultant's report was done and referenced. Staff agrees with that the "for-sale" product might not be feasible for many years to come.

Vice Chairperson Flint addressed the audience and indicated that while he wants to give everyone an opportunity to speak, if you concur with a previous speakers' comments you may indicate so without repeating each point. Attorney Wagner suggested that if they wanted to concur on the record they needed to step up to the microphone.

Diane Schwefel, 221 W. 17th Place, Lombard, stated she lives east of the Ken-Loch golf course and concurred with the others as to what was previously said.

Scott Schwefel, 221 W. 17th Place, Lombard, stated he prefers to have it remain open space.

Vic Grandenitti, 1899 S. Elizabeth St., Lombard, stated he lives across the street and agrees it should be kept as open space.

Dawn Septeowski, 282 W. 18th Street, Lombard, second house east of the golf course stated she has lived there for 30 years and concurred that it should remain open space.

Nancy Schukat, 1801 S. Elizabeth Street, Lombard, stated she lives across the street from Ken-Loch and concurs with the other comments. She addressed one of the Commissioner's remark of having a through street from Main to Finley. She stated this would be dangerous as they have a lot of children in the neighborhood and asked that it never happen. Ms. Schukat also addressed the issue of disturbing the wild animals' habitat and questioned where they would go if that land were developed.

Mr. Stilling stated he wanted to address the issues of traffic as well as any sort of street connections. If the Board of Trustees were to change the land use designation of the property and a petition was submitted by a developer, the Village would then look at impacts like

traffic and street connections and a traffic consultant would be hired. Each of you within 250 of the property would receive a public hearing notice. The Plan Commission is being asked to speak in general parameters at this time. If there is a specific request to connect, you would be notified of that and be given additional time to respond to that matter.

Mary Cation, 255 W. 19th Street, Lombard, stated she lives 4 houses from Ken-Loch. She agrees with everything already said and that it should be kept open space. She mentioned the existing flooding in the area and wants to make sure this is part of the equation.

Carl Orr, 1899 S. Lincoln, Lombard, stated he agreed with keeping it open space and hoped the Village would look into alleviating some of the flooding issues in the neighborhood. He agreed that this would contribute to an increase in traffic and usage.

Marymae Meyer, 414 W. Windsor Ave., Lombard, stated that she lives on the other end of town. She believes the Kensinger family has every right to sell their property to whomever they chose and receive top dollar but the size of this land brings concern to the citizens. The entire Village covers 10.5 miles with 640 acres to one square mile. The approximate 31 acres of this site equates to .46 percent of the entire acreage of the Village and is an area 4 times the size of Lilacia Park. These parks would not exist today if people did not stand up for them. This land demands an exhaustive research of every conceivable means for the site to remain open space with alternatives to be put to the public in the form of a referendum. She pleaded to Bill Mueller's mantra of "doing what is right for Lombard" and suggested people watch the April 12 Board of Trustees meeting where several of the Trustees' comments pave the way for Mr. Schillerstrom's proposal. Precious tracts in DuPage County need to be saved and she urged all to make the effort to prioritize one of the last open spaces in the Village and protect it from another housing project.

Richard Mike Mikulecky, 127 W. 18th Street, Lombard, stated he has lived in Lombard for 30 years. He concurs with everything that has been said including the flooding issues, preserving the animals' habitat, the increased traffic as well as the financial impact.

Terry Fedirka, 36 W 19th St., Lombard, stated that she among others just found out about this public hearing the other day and wondered why there was no communication. She referred to her neighborhood as a family and a united community. She asked if anyone has walked the line of the property and mentioned a road that runs along Ken-Loch that the children use to go to and from school, sports activities and use as a bike trail. If you propose to make road

connections, traffic will be cutting through creating a disaster. She wants to see the property kept environmentally friendly. She asked that they keep her family in mind.

Ron Ocwieja, 241 W. 17th Place, Lombard, stated he lives east of Ken-Loch and concurs with preserving the open space. He wants to ensure that no street is going to go through to the east and asked which Commissioner suggested the concept of street connectivity. He suggested they direct their efforts toward the downtown and work on many of the issues that need to be addressed there such as parking.

Gary Cation, 255 W. 19th St., Lombard, stated he concurred with what was previously said. He suggested that the schedule Mr. Stilling proposed be changed so that the Village Board not consider the Plan Commissions' recommendation in February but wait until after the general election. He noted the existing turmoil among the Trustees and he would prefer a Council that is prepared to work with the Village.

Edan Libby, 121 W. 17th Place, Lombard, stated he agreed with everyone relative to maintaining open space and doing what is best for the animals, the Village and our Earth.

Don Willig, 120 W. 17th Place, Lombard, asked if the DuPage County Forest Preserve District had expressed any interest in the property to take it over as a golf course as it is unincorporated. Mr. Stilling answered he was not sure if they had expressed any interest and staff could take a look at that. At the last Plan Commission meeting, the Commissioners expressed the need to engage the Park District and get their input as to how this property would fit into their master Village wide plan. Mr. Willig then noted for the record that he was in favor of open space.

Mr. Stilling concluded by stating that staff concurred with the recommendation from the past Plan Commission meeting which supports maintaining open space for the parcel with possible enhancements but open space would be the primary use for the property. In an effort to get additional input from the interested parties, residents and any updates from the Park District, staff recommends that the Plan Commission concur with maintaining a schedule for further discussion of this amendment noting that it could be subject to change.

Mr. Stilling thanked the audience for their attendance and comments. Staff's goal is to continue to have this type of public outreach effort over the next 3 to 4 months. He acknowledged their concerns expressed tonight and hoped that everyone had a chance to fill out the

sign in sheet in the back of the room. Staff will use the sign in sheet to notify interested parties as to the status of this amendment and to give routine updates.

Vice Chairperson Flint then opened the meeting for comments among the Commissioners.

Commissioner Cooper acknowledged that she was the Commissioner that made the comment about possible street connectivity to the east. She substantiated her comments based on her experience as a landscape architect as well as from studies that prove that having a street grid scape and connectivity reduces traffic and costs because there are more ways to get around town. She stated she was thrilled to see so many people that attended the meeting to express their viewpoints about this issue and now realizes that her comment was much more detailed than what was necessary at this point in time. She agreed that the Village Board's review and recommendation should be delayed until after the election and after the Park District study is completed in April.

Commissioner Olbrysh agreed with staff's recommendation to give this a long hard study and to conduct extensive research. He reconfirmed the Commissioners' position of being in favor of maintaining open space and that is why they are recommending that the Park District be allowed to complete their study in order to get their input. He also agreed with Commissioner Cooper in that the Village Board's review should be postponed until after the election.

Commissioner Sweetser stated that she was pleased to see so many people present and reiterated that the Commissioners concur with everything that has been said. She reconfirmed that staff and the Commissioners favor open space for the parcel as well. She thought that some of the remarks made earlier might have come from not understanding where they are in the process or what the Commissioners' roles entail. She explained that as Commissioners they are not elected but will do their best to take everyone's concerns into consideration. She suggested that it would serve everyone well if there was way to keep everyone up to date, provide opportunities for input, as well as facilitate input from other governmental bodies.

Commissioner Mrofcza stated he supports taking a close long extended look at all the alternatives and not moving hastily. The Commission's primary responsibility is to do the due diligence and fact finding in order to make a collective recommendation to the Board of Trustees who would make a final decision. He thanked everyone that participated and noted that the Commissioners have gotten the message. He looks forward to more public participation in the

upcoming months.

Mr. Stilling explained that it is part of staff and the Plan Commission's perspective to look at every available option. Staff has a responsibility to present every option even though they might not agree with all of them. Looking at every possible scenario and making findings of fact based on all the evidence and testimony presented to us, will determine what direction and recommendation to make. Staff recommends that the Plan Commission concur with the schedule we have presented with the possibility of the schedule being amended in the future. The goal is to get something to the Village Board relative to a land use perspective.

Vice Chairperson Flint stated that he appreciated everyone's support. He has been on the Plan Commission for over 22 years and commended the young gentleman's comment and gave kudos to him and his family.

Village Attorney Wagner recommended that the motion specify that they are adopting the proposed schedule in the staff report subject to changes by the Commission, that they waive the Commission rules limiting continuances to one for all future hearings related to this petition and to continue this hearing to the November 19 meeting.

A motion was made by Ronald Olbrysh, seconded by Ruth Sweetser, to adopt the proposed schedule in the staff report subject to changes by the Commission, waive the Commission rules limiting continuances to one for all future hearings related to this petition and to continue this hearing to the November 19, 2012 meeting. The motion carried by the following vote:

Aye: 5 - Ronald Olbrysh, Ruth Sweetser, Andrea Cooper, John Mrofcza, and Stephen Flint

Absent: 2 - Donald F. Ryan, and Martin Burke

At 8:48 p.m. Vice Chairperson Flint requested a 5 minute recess.

Vice Chairperson Flint reconvened the meeting at 8:52 p.m.

Business Meeting

The business meeting convened at 8:52 p.m.

Approval of Minutes

On a motion by Olbrysh and seconded by Mrofcza the minutes of the September 17, 2012 meeting were unanimously approved by the members present.

Public Participation

There was no public participation.

DuPage County Hearings

There were no DuPage County hearings.

Chairperson's Report

The Vice Chairperson deferred to the Assistant Director of Community Development.

Planner's Report

Mr. Stilling stated that there is one potential public hearing in addition to the continued discussion of the Ken-Loch parcel for next month's meeting.

He referred to the packet of information that he distributed to the Commissioners. He stated this information can be used as a resource guide to provide ideas as to design, open space and natural environmental elements relative to the Ken-Loch parcel.

Mr. Stilling then provided an overview of the projects that were now under construction.

Unfinished Business

There was no unfinished business.

New Business

There was no new business.

Subdivision Reports

There were no subdivision reports.

Site Plan Approvals

There were no site plan approvals.

Workshops

There were no workshops.

Adjournment

The meeting adjourned at 8:55 p.m.

*Stephen Flint, Vice Chairperson
Lombard Plan Commission*

*Christopher Stilling, Secretary
Lombard Plan Commission*