



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, 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*