

Village of Lombard

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



Minutes

Monday, February 20, 2023

7:00 PM

Village Hall

Plan Commission

Commissioners:

***Ruth Sweetser, Leigh Giuliano, Bill Johnston,
Kevin Walker, Tony Invergo,
Alissa Verson and Robert Spreenberg
Staff Liaison: Jennifer Ganser***

Call to Order

Commissioner Giuliano called the meeting to order at 7:00 p.m

Pledge of Allegiance

Commissioner Giuliano led the Pledge of Allegiance

Roll Call of Members

Present 7 - Ruth Sweetser, Leigh Giuliano, Bill Johnston, Kevin Walker, Tony Invergo, Robert Spreenberg, and Alissa Verson

Also present: William Heniff, AICP Director of Community Development, Anna Papke, AICP Senior Planner of Community Development and Anne Skrodzki, Legal Counsel to the Plan Commission.

Commissioner Giuliano called the order of the agenda.

Ms. Papke read the Rules and Procedures as written by the Plan Commission

Appoint an Acting Chair

A motion was made by Commissioner Invergo, seconded by Commissioner Johnston to appoint Commissioner Leigh Giuliano Acting Chair. The motion passed by an unanimous vote.

Public Hearings

[230075](#)

PC 23-02: Yorktown Reserve (redevelopment of former Carson's anchor store and related façade improvements to adjacent Yorktown Center)

The petitioner requests that the Village take the following actions on the subject property located within the B3PD Community Shopping District Planned Development (Yorktown Shopping Center Planned Development):

1. Pursuant to Section 155.504(A) of the Lombard Village Code (major changes in a planned development) of the Lombard Zoning Ordinance, amend the Yorktown Shopping Center Planned Development as established by Ordinance Number 1172 and

subsequently amended by Ordinance Numbers 3964, 6053, 6180, 6230, 7067, and 7175, to approve a use exception pursuant to Section 155.508(B)(3) of the Lombard Village Code to provide for a multiple-family residential building with dwelling units on the first floor;

2. Pursuant to Chapter 154 of the Lombard Village Code (the Subdivisions and Development Ordinance) approve a preliminary plat of subdivision with the following variations:
 - a. A variation from Section 154.506(D) to allow for lots that do not have frontage on the public street;
 - b. A variation from Section 154.506(F) to allow lots that are not at right angles or radial to street lines; and
 - c. A variation from Section 155.41(E) to allow a lot with a lot width of less than 100 feet, to provide for a driveway connection to Highland Avenue. (DISTRICT #3)

Sworn in to present the petition was Anna Papke, Senior Planner; Bill Heniff, Director; Russ Whitaker, attorney representing the petitioner; and Jonathan Rood of Pacific Retail Capital Partners (PRCP). Other members of the development and design team were sworn in but did not speak during the public hearing.

Acting Chair Giuliano read the Plan Commission procedures and asked if anyone other than the petitioner intended to cross examine and, hearing none, she proceeded with the petition.

Mr. Whitaker addressed the Plan Commission and introduced other members of the development team, including representatives from PRCP (Yorktown Center mall owner), Synergy Construction, Ware Malcomb, and V3.

Mr. Whitaker noted that he had been before the Plan Commission in 2015 when the Yorktown Commons Planned Development was approved. He had represented Yorktown Center ownership when the Yorktown Commons PD and accompanying Design Guidelines were approved.

He provided an overview of the history of the Yorktown Shopping Center PD, which was approved by the Village in 1966. He said when the center was developed, it was intended to be an immersive retail

experience, with patrons spending significant amounts of time at the mall. He said that consumer preferences have changed since the mall was first developed, with customers now spending less time at the mall than they did in previous decades. This change is part of a larger trend in the retail industry, with consumers spending less on durable goods than they did in previous decades. To address this change, the mall owner, PRCP, is looking to reposition Yorktown Center as part of a mixed-use development including residential uses, restaurants, and entertainment uses. The additional land uses will support the retail tenants at the mall, while the retail businesses will be attractive to residents and others visiting the area. The development proposed with the petition is intended to build on the success of the Yorktown Commons developments (Elan, Overture, Summit townhomes) in terms of attracting customers and residents to the Yorktown area.

Mr. Whitaker provided an overview of the proposed plans. He said the first component of the plan is the demolition of the former Carson's anchor store building. The petitioner expects to undertake the demolition in the second quarter of 2023.

The second component of the plan is a renovation of tenant spaces within the mall located adjacent to the Carson's anchor store. After demolition of the Carson's building, these tenant spaces will be remodeled to be outward facing, with glass storefronts and a new entrance into the mall. Four tenant spaces will be renovated in early stages of the project. A fifth tenant space will be added in a later phase. Mr. Whitaker showed architectural renderings of the tenant façade improvements, noting they are similar to façade improvements already made to the east side of Yorktown Center.

Mr. Whitaker said the development will include a 0.68-acre green plaza space. He noted that the 1966 ordinance approving of the Yorktown Shopping Center Planned Development considers all land not occupied by a building to be open space. This means that parking lots and other hard surfaces are technically considered open space in this planned development, with the result that historically there has not been a lot of green space in the shopping center. Mr. Whitaker said the proposed plaza will increase green space around Yorktown. The plaza will be a space that can accommodate both active and passive use by residents and Yorktown customers. The petitioner believes the plaza will attract patrons to the area and will create a vibrant atmosphere. He showed images of similar plazas as examples.

The final component of the proposed development is two multi-family apartment buildings. There will be a total of 621 apartment units in the development. Mr. Whitaker said the residential component is the revenue driver for the other elements of the development. He showed the proposed site plan, and discussed it in context with the Elan and Overture apartment buildings, the Summit at Yorktown townhome project (under construction), and Yorktown Center. He noted the Elan and Overture buildings have very high occupancy rates, indicating the Yorktown area is highly desirable to prospective apartment tenants.

Mr. Whitaker noted the Village's traffic consultant, KLOA, had analyzed internal traffic circulation in the proposed development. KLOA had found the number of drive aisle connections to the Yorktown Ring Road would be reduced, thus reducing conflict points. Mr. Whitaker said both residential buildings will provide covered entrance areas. The parking garages in the apartment buildings will meet parking requirements of the Village Code. There will be an additional 477 surface parking spaces, which residents of the apartments will have the right to use. He said the apartment units will be mostly one- and two-bedroom units.

Mr. Whitaker showed the proposed landscape plan, noting that there will be significantly more landscaping and greenspace compared to current conditions on the site. He mentioned the apartment buildings will include amenities such as pools and a dog park. He showed building elevations, which he said are similar to the style of the Elan and Overture buildings, with modern facades. Building materials include composite siding and masonry. He showed aerial renderings of the development, including the plaza area, retail opportunities, and outdoor dining. He said the development team is excited about this opportunity.

Acting Chair Giuliano asked if any person would like to speak in favor or against this petition, or for public comment.

Linda Hart asked when construction on the first apartment building would be complete. Mr. Whitaker said the former building would be demolished in mid-2023 and site work would start shortly thereafter. Construction on the building was projected to take 18-24 months.

Mr. Whitaker introduced Jonathan Rood, representative from PRCP. He said Mr. Rood would like to address the Plan Commission on behalf of mall ownership.

Mr. Rood addressed the Plan Commission. He said he is an executive vice president with PRCP. PRCP has been working on the vision for the future of Yorktown Center for 10 years. He said PRCP is one of the largest mall owners in the country. He said malls have evolutions over their lifespans, and need to change and adapt as market conditions shift. He said the Carson's vacancy has presented an opportunity for the mall to evolve with changing consumer preferences. He said consumer demand is especially high for outdoor spaces and outward facing retail, which is a major component of the proposed project.

Mr. Rood said the proposed development is a collaborative effort between PRCP and Synergy Development. He mentioned that PRCP has worked with other developers on the Elan and Overture apartments (Greystar) and the Summit townhomes (D. R. Horton). PRCP has also worked with other property owners such as Von Maur and JC Penney to get approvals to introduce new land uses, such as multifamily residential, to the mall. He said that Yorktown has already experienced increased interest from retailers due to the existing and planned residential development around the mall. He mentioned the mall has recently signed a lease for a large space in the Shops at Butterfield area of the mall, and is working on other leases with food/beverage and grocery tenants. He said the development team is looking to start construction on the proposed development quickly, and is excited about this opportunity.

Acting Chair Giuliano asked if any person would like to speak in favor or against this petition, or for public comment. Hearing none, she asked for the staff report.

Ms. Papke presented the staff report, which was submitted to the public record in its entirety. The petitioner is requesting zoning entitlements in order to construct a multiple-family apartment development on the north side of the Yorktown Center mall. The development will consist of 621 apartment units spread across two buildings, a 0.68-acre plaza space, and façade improvements to Yorktown Center adjacent to the plaza. Each building includes a parking garage and there will be additional surface parking. The subject property includes the former Carson's anchor tenant store, which will be demolished, and a portion of the JC Penny surface parking lot.

The property is subject to the Yorktown Shopping Center Planned Development standards as well as the underlying B3 zoning district requirements. The submitted plans are compliant with the majority of

the standards for the Yorktown Shopping Center Planned Development, which were approved in 1966 prior to the construction of the mall and have been amended several times since. The petition is compliant with the planned development's standards for height, lot coverage, parking and building setbacks.

The proposed residential buildings are five stories tall, and will contain dwelling units on all levels. Per the terms of the planned development, residential units located above the first floor are permitted at Yorktown by right, but ground-floor dwelling units are not permitted. The petitioner is requesting a major change to the planned development to approve a use exception to permit dwelling units on the first floor of the buildings. Generally, zoning regulations that limit ground-floor living units are intended to prioritize active uses at street level within business districts. The petitioner has designed the site to promote pedestrian activity and engagement between the apartment buildings and the mall by including the plaza space, bike and pedestrian connections, and outward-facing façade improvements to the mall. Staff believes the overall design of the site will result in an active development that supports and enhances the overall Yorktown Shopping Center PD. Staff supports the requested use exception.

The petitioner has submitted a preliminary plat of subdivision for consideration. The petitioner intends to subdivide the property into three parcels. Two of the parcels will contain the buildings and the third parcel will contain the plaza and surface parking. The lots in the proposed subdivision do not meet Village Code requirements for lot geometries and lot frontage on public rights-of-way; the petitioner is requesting variations to allow for the subdivision as proposed. The need for these variations is the result of existing conditions in the Yorktown Commons Planned Development, where the privately-owned Yorktown Ring Road provides direct access to much of the mall and property divisions over time have created unusually shaped lots. Staff recommends approval of the requested subdivision variations and the preliminary plat.

In regard to traffic circulation, the Village's traffic consultant, KLOA, conducted a comparison of the amount of traffic generated by the previously existing Carson's department store and the proposed multiple-family development. KLOA concluded that the proposed development will generate approximately 7,500 fewer vehicle trips per day than a department store at full occupancy. Based on this analysis, staff concludes the existing roadway network within Yorktown Center

and adjacent Village-owned streets is adequate to support the traffic generated by the proposed development.

KLOA also reviewed internal traffic and pedestrian circulation within the proposed development. KLOA identified a number of modifications that would additionally improve traffic flow and reduce conflict points within the development. Should the petition be approved, staff recommends a condition of approval requiring the petitioner to address KLOA's comments on internal traffic circulation and control during final engineering.

The proposed development will provide parking in two garages (one attached to each residential building) and in surface lots around the plaza and building perimeters. The number of spaces in the parking garages is sufficient to meet the Village's parking requirements for multiple-family residential development. Surface parking will provide additional spaces for guests or for mall patrons.

The Plan Commission previously considered early concept plans for this development at workshop sessions in March and October 2022. The petitioner held a neighborhood meeting on May 17, 2022, to present the concept plans to interested members of the public. Staff has not received any public comment on the public hearing petition.

Ms. Papke noted that the subject property is designated Regional Commercial in the Comprehensive Plan. Regional Commercial is described as an intensely developed mixed-use area serving as a key activity center for the region. The proposed development is part of a long-range effort undertaken by Yorktown Center ownership and the Village to ensure the viability of Yorktown Center through development projects that create a mixed-use neighborhood around the mall. Following approval of the Yorktown Center planned development in 1966, the Village also approved entitlements for over 1,700 multiple-family residential dwelling units in the area immediately north of the mall. Developments resulting from that planned development include Yorktown Apartments, Yorktown Green Condos, and Liberty Square Condos. More recently, the Village approved the Yorktown Commons Planned Development in 2016 at the intersection of Grace Street and the Yorktown Ring Road. This planned development led to the construction of the Elan and Overture apartment buildings, with the Yorktown Summit townhome project currently underway. Staff considers the proposed development to be a continuation of these ongoing development patterns around Yorktown Center, and to be consistent

with the broader vision of the Comprehensive Plan for the Yorktown Center area. Staff recommended approval of the petition subject to the conditions in the staff report.

Acting Chair Giuliano asked if there were any questions or comments on the staff report.

Commissioner Sweetser asked how the development will address concerns about public safety, particularly with respect to the number of different activities that might occur within or near the development. She said she is concerned with physical safety as well as visitors having an overall sense of safety.

Ms. Papke said the development includes enhanced pedestrian and bicycle facilities, as well as traffic circulation improvements intended to enhance safety for visitors. Sidewalks, bike lanes, and signage are all intended to make sure pedestrians, bicyclists, and vehicles know where they should be, thus reducing potential conflicts. The KLOA report highlighted some specific additional improvements in this area that the petitioner will consider during final engineering. More generally, the petitioner has stated an intent to create a mixed-use neighborhood with amenities like the plaza and outward facing retail spaces that will encourage pedestrian activity as well as both formal and informal recreation around the development. Developments that invite such activity tend to provide a sense of safety among residents and visitors.

Acting Chair Giuliano asked if there were any questions or comments on the staff report. Hearing none, she opened the meeting for comments among the Commissioners.

Commissioner Johnston said he had spent a significant amount of time at the mall prior to the Plan Commission meeting. He asked if the mall owner is satisfied with the proposed plan. Mr. Rood said PRCP is satisfied with the plan. There had been a lot of planning to arrive at the proposed site plan.

Commissioner Johnston asked for more information on the retail space. He wanted to know if the improvements to the retail spaces will reposition existing tenants. Mr. Rood said some tenants will be relocated. He noted that outward-facing retail spaces in malls are in high demand. He explained the layout of the outward-facing retail spaces.

Commissioner Johnston asked about the proposed lighting in the plaza. He said he is concerned about safety issues. Will the plaza have enough lighting to be secure? Mr. Whitaker said a detailed lighting plan will part of the next stage of design. He said there will most likely be a combination of overhead security lighting and accent lighting.

Mr. Johnston asked what will happen to the basement of the Carson's building. Mr. Whitaker said it is not certain how the developer will handle this. There are significant expenses associated with removing the basement. They are exploring options.

Commissioner Johnston asked about the phasing of the project. What would happen if Phase 2 is not constructed? Mr. Whitaker responded that the developer plans to move directly to Phase 2 after Phase 1 if the market remains strong. He said all the site infrastructure will be constructed in the earliest phase of the development. The second apartment building will be built as soon as it is feasible.

Commissioner Johnston asked about phased development. Will the zoning entitlements expire or remain good in perpetuity? Ms. Papke explained that the Village Code requires the developer to start construction on the project within two years of entitlement approval. If the developer begins the project in 2023 as they have represented they will do, then they will meet this deadline, and the entitlement will remain in place indefinitely. In the event that the developer desires to change the approved plan prior to constructing Phase 2 at a future date, the Code has provisions for the petitioner to request either a change to the planned development or approval of a minor change to the previously approved plan. Mr. Heniff noted a number of other projects in the Village have been phased developments built out over 10 or more years.

Commissioner Sweetser asked if there will be times when areas of the development will be closed, or when access will be limited. Mr. Whitaker said this is a possibility, but it could only be done within the terms of the reciprocal easement agreement in place among the Yorktown tenants and property owners.

Commissioner Spreenberg asked about ownership of the apartment buildings. Mr. Whitaker said the Carson's site is currently owned by Synergy Construction. PRCP owns the mall spine. Synergy will develop the site, and will either hold the buildings or put them up for sale upon occupancy.

Commissioner Spreenberg said he is happy to see the drive aisle around the plaza reconfigured as compared to a previous concept plan. He agreed with the KLOA recommendation for a speed table, and thought lighting in the plaza would be important.

Commissioner Verson said she likes the plan. She said the green space is a positive element. She asked if the developer is working with adjacent landowners to ensure pedestrian safety. Mr. Whitaker said there has been an ongoing effort to expand the sidewalk network in the Yorktown area, starting with the development of Elan and Overture at Yorktown Commons. The proposed development will expand the network further. He noted these improvements will take time given the scale of the mall and the challenges posed by having multiple property owners.

Commissioner Spreenberg noted the planned development requirement for 6,800 parking spaces, and that the parking spaces in the garages will be limited access. He asked if the retail owners approved of this arrangement. Mr. Whitaker said yes, the property owners have been working on agreements related to parking. He said the requirement for 6,800 parking spaces in the planned development is a fixed number. It does not adjust with the size and composition of uses within the planned development, as is generally the case with other development subject to the parking requirements in the Zoning Ordinance. He said the 6,800 spaces is a holdover from the 1960s, when consumer habits were different than they are now. He said the owners within the planned development will likely consider requesting an amendment to the 6,800-space requirement at a later date.

Commissioner Spreenberg commented that the concept plan notes a number of potential activities taking place on the plaza. He said the event space on the plaza should possibly be located closer to the restaurant space within the mall. Mr. Rood said the concept plan is very preliminary. The space will be programmed, with events on the plaza changing as needs evolve.

Acting Chair Giuliano asked if there were additional comments from the plan commissioners. Hearing none, she asked for a motion.

On a motion by Commissioner Verson, and a second by Commissioner Johnston, the Plan Commission voted 7-0 to recommend that the Village Board approve the petition associated with PC 23-02 subject to the six (6) conditions as amended in the addendum memo to the staff report:

1. That the major changes to a planned development are valid only for the subject property within the Yorktown Shopping Center Planned Development;
2. That the petitioner shall develop the site in accordance with the plans submitted as part of this petition and referenced in the Inter-Departmental Review Committee Report, except as they may be changed to conform to Village Code;
3. That the petitioner shall apply for and receive building permits for the proposed development;
4. That the petitioner shall satisfactorily address all comments noted within the Inter-Departmental Review Committee Report;
5. The petitioner shall address KLOA's comments on internal traffic circulation and control, with revised plans to be reviewed during permit review by engineering staff; and
6. That this approval shall be subject to the commencement time provisions as set forth within Section 155.103(F)(11).

The motion carried by the following vote:

Aye: 7 - Ruth Sweetser, Leigh Giuliano, Bill Johnston, Kevin Walker, Tony Invergo, Robert Spreenberg, and Alissa Verson

[230076](#)

PC 23-03: Text Amendments to the Zoning Ordinance - Garage Height

The Village of Lombard, is requesting text amendments to Section 155.210(A)(3)(b) of the Village Code, pertaining to the highest point on the roof or parapet for any detached accessory building or structure, or a detached garage. (DISTRICT ALL)

Sworn in to present the petition was Anna Papke, Senior Planner, and William Heniff, Community Development Director.

Acting-Chair Giuliano read the Plan Commission procedures and asked if anyone other than the petitioner intended to cross examine and, hearing none, she proceeded with the petition.

Mr. Heniff presented the petition and staff report. The IDRC report for PC 23-03 was entered into the public record in its entirety. Mr. Heniff referenced and utilized a companion PowerPoint presentation. He outlined the current regulations, roof pitch and types along with past efforts taken up by the Village Board and Plan Commission in 2003 and 2004 concluding with a maximum height for accessory structures at seventeen feet (17'). A model of a garage with a gable roof and one with a flat roof were passed to Commissioners to illustrate the bulk difference.

Balancing issues within the Building Code (Chapter 150 of Village Code) and items under the purview of the Board of Building Appeals and ensuring that design, aesthetics were offered as reasons for re-examining the height of detached garages. Such factors resulted in proposing a height increase of two feet with specific conditions added. The vertical distance measured from the average grade to the highest point on the roof or parapet for detached garages with hip and gable roofs are proposed to be nineteen feet (19') provided that the wall height does not exceed ten feet (10') in height as measured from the grade to soffit. All other detached garages with different style roofs and accessory buildings/structures to remain at seventeen feet (17').

Staff recommended approval of the proposed text amendments.

Acting-Chair Giuliano asked if there were any questions or comments on the petition and staff report. Hearing none, she opened the meeting for comments among the Commissioners.

Commissioner Invergo asked about any potential conflicts with existing overhead electrical lines. Mr. Heniff stated that such conflicts are addressed through the Village's Building Code and would be addressed as part of the building permit process.

On a motion by Commissioner Walker, and a second by Commissioner Sweetser, the Plan Commission voted 7-0, to recommend that the Village Board approve the petition associated with PC 23-03.

The motion carried by the following vote:

Aye: 7 - Ruth Sweetser, Leigh Giuliano, Bill Johnston, Kevin Walker, Tony Invergo, Robert Spreenberg, and Alissa Verson

Business Meeting

Approval of Minutes

A motion was made by Commissioner Spreenberg, seconded by Commissioner Walker, that the minutes of the January 23, 2023 meeting be approved.

The motion carried by the following vote:

Aye: 7 - Ruth Sweetser, Leigh Giuliano, Bill Johnston, Kevin Walker, Tony Invergo, Robert Spreenberg, and Alissa Verson

Public Participation

There was no Public Participatoin.

DuPage County Hearings

There was no DuPage County Hearings.

Chairperson's Report

The Chairperson deferred to the Director of Community Development.

Planner's Report

There was no Planner's Report.

Unfinished Business

There was no Unfinished Business

New Business

There was no New Business.

Subdivision Reports

There was no Subdivision Reports

Site Plan Approvals

There was no Site Plan Approvals

Workshops

There was no Workshop

Adjournment

A motion was made by Commissioner Invergo, seconded by Commissioner Walker, to adjourn the meeting at 8:57 p.m. The motion passed by an unanimous vote.

*Leigh Giuliano, Chairperson
Lombard Plan Commission*

*Jennifer Ganser, AICP, Assistant Director
Community Development*

